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COUNTRY STRATEGY OUTLINES

Agenda item 7

For consideration



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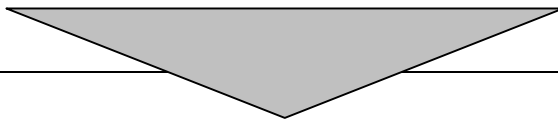
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COUNTRY STRATEGY OUTLINE— KENYA

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Note to the Executive Board



This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary



Classified as a low-income, food deficit country (LIFDC) with a per capita gross domestic product (GDP) of US\$280, Kenya is one of the world's poorest countries. Although the country has the potential to achieve food production self-sufficiency, food insecurity continues to rise, both at the national and household level, as evidenced by the falling per capita cereal production and rising annual net cereal imports. Despite an overall increase in its contribution to the national economy, agriculture remains particularly vulnerable due to limited access to key inputs, poor infrastructure in rural areas, inadequate markets and marketing information, and drought. (Since 1965, WFP has continued to provide drought relief under numerous emergency operations [EMOPs].) Poverty and food insecurity remain widespread in rural areas, and in recent years both have increased in urban areas.

This second-generation Country Strategy Outline (CSO) has been prepared in the context of the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF), the strategic priorities of the Government of Kenya under the Poverty Reduction Strategy Paper (PRSP) framework, and WFP's Enabling Development policy (decision 1999/EB.A/2). It draws on experience in the implementation of the current Country Programme (CP) and takes account of recommendations from the CP evaluation.

The main strategic goals remain largely unaltered from the current CP—to continue support for basic (pre-primary and primary) education and initiatives designed to help communities and households prepare for and mitigate the effects of disasters (given that Kenya is prone to drought), and to care for orphans and HIV/AIDS patients on a sustainable basis. In accordance with WFP's Enabling Development policy, WFP resources will be used for the following objectives:

- to enable poor households to invest in human capital through education and training;
- to enable poor families to gain and preserve assets; and
- to mitigate the effects of natural disaster in areas vulnerable to recurring crises.

Future activities will focus exclusively on the poorest districts in the arid and semi-arid lands (ASAL), selected urban slums and other food-insecure areas that are also afflicted by high rates of malnutrition and a high prevalence of HIV/AIDS. WFP food resources, combined with non-food resources, will go to three core activities: Assistance to Basic Education (ABE); Support to AIDS-Affected Households; and a Fund for Disaster Preparedness Activities, under which continued support for disaster management and mitigation as well as for vulnerability analysis and mapping (VAM) will be subsumed.

Draft Decision



The Board endorses the Country Strategy Outline for Kenya (WFP/EB.3/2002/7/2) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD INSECURITY AND THE POOR AND HUNGRY

1. Kenya is an LIFDC with an estimated population of 28.7 million, growing at an annual rate of 2.9 percent (1999 Census). The 2001 UNDP Human Development Report ranked Kenya 123rd out of the 162 countries assessed (and 112th out of 146 countries on the Gender-related Development Index), down from 113th place in 1997. The per capita GDP, equivalent to US\$280 in current prices (1999),¹ is below the average for sub-Saharan Africa and below the US\$530-per-person average GDP for all low-income countries.² Agriculture is the main occupation for more than 80 percent of the active population, contributing 53 percent directly and indirectly to the national GDP.³
2. During the post-independence era (from 1964 to 2000), Kenya moved from high growth (6.6 percent average during 1964–1972) to a secular decline (5.2 percent during 1974–1979, 4.0 percent during 1980–1989 and 2.4 percent during 1990–2000). Since 1980, this decline has been matched by falling investment levels, reducing the country's growth potential. The lack of sustained economic recovery in the 1990s resulted in an overall decline in per capita income. Economic prospects in the late 1990s have been further weakened by net resource outflows for debt repayment so that public investment has declined more than overall investment.⁴
3. The country is particularly vulnerable to recurring natural disasters (migratory pests, drought, floods and livestock disease epidemics), external economic shocks (price fluctuations in world commodity markets) and, more recently, a high and increasing rate (13.5 percent) of HIV/AIDS prevalence. In addition, the presence of large numbers of refugees (currently estimated at 224,000) continues to increase the pressure on already overstretched natural, social and economic resources, as well as aggravating the internal security situation, especially in the border areas (Rift Valley, Eastern and North-Eastern Provinces).
4. Household food insecurity has worsened in recent years as a result of falling agricultural productivity, rapid population growth and increasing levels of poverty. The Welfare Monitoring Survey of 1997 estimates that 56 percent of the population lived below the absolute poverty line, defined as US\$188 per year in rural areas and US\$402 in urban areas. Although poverty levels are higher in rural areas, poverty levels rose faster in urban areas between 1994 and 1997.
5. The total number of absolute poor rose from 3.7 million in 1972 to some 15 million as at present. Three quarters of the absolute poor live in rural areas. The highest levels of rural poverty were recorded in Nyanza and Coast Provinces (63 and 62 percent of the population, respectively). Most of the ASAL areas were not sampled in 1997. The lowest levels were in Central Province (31 percent of the population). Among urban communities, absolute poverty levels are highest in Kisumu Town (63 percent), followed by Nairobi (50 percent), Nakuru (41 percent) and Mombasa (38 percent).

¹ Statistical Abstract 2000, Central Bureau of Statistics.

² UNDP Human Development Report 2001.

³ Poverty Reduction Strategy Paper, June 2001.

⁴ Ibid.



6. Since independence, there has been rapid growth in school enrolment rates; national gross enrolment in primary education was 87.6 percent in 2000, but it ranged from 17.8 percent in the North-Eastern Province to 100 percent in the Central Province. In Nairobi, the urban population has an enrolment rate of only 50 percent. Kenya's national literacy rate improved from 70 percent in 1989 to 85 percent in 1994, against the World Summit target of 85 percent by 2000. However, large regional and gender disparities exist. Geographically, the North-Eastern Province stands out, with an exceptionally low literacy rate of 24 percent. Enrolment ratios in the arid and semi-arid districts are in general low, between 12 and 60 percent. For example, only 12.9 percent of the school-age children in Garissa, 19.8 percent in Wajir, 22.2 percent in Mandera and 32.3 percent in Turkana are in school. All other provinces had rates above 50 percent for both genders. However, the overall female literacy rate was 67 percent, compared with 83 percent for males in 1994, with the largest gender disparities occurring in the North-Eastern, Coast and Nyanza Provinces.
7. Large numbers of school-age children in ASALs do not attend school at all, and a large number drop out before acquiring basic literacy and numeracy skills. In 1999, completion rates stood at 47.7 and transition rates at 39.9 percent at the national level. The major contributing factors are poverty, traditional nomadic lifestyles, limited awareness of the need for education and general under-development. These factors in turn impact negatively on transition and completion rates, particularly for the girl child. Only 47.8 percent complete the primary school cycle and only 39 percent join secondary schools.
8. At the household level, poverty has been precipitated by a combination of factors, including the HIV/AIDS pandemic; limited access to productive employment opportunities; inadequate physical assets, such as capital and credit, even on a small scale; and poor access to markets. The worst-affected are female- and elderly-headed households, pastoralists in the drought-prone ASALs (see map in Annex II); subsistence farmers; urban slum dwellers; street children, orphans, persons with disabilities, the unemployed and those in low-paying formal and informal employment.
9. Poverty has both a rural and a gender dimension. In Kenya, subsistence farmers and pastoralists have a higher than average incidence of poverty. Indeed, subsistence farmers account for over 50 percent of the total poor. In addition, a disproportionate number of disadvantaged persons are women. For instance, 69 percent of the active female population work as subsistence farmers, compared with 43 percent of men. Given that subsistence farmers are among the very poor, this relative dependence of women upon subsistence farming explains their extreme vulnerability.
10. These problems are most severe in the ASALs, where women spend most of their time searching for water and fuel. Women, more than men, also face major socio-economic and cultural constraints that limit their efforts to improve their welfare. Women are poorer than men; have less access to resources, such as agricultural land, credit and education; and have a much lower (albeit increasing) participation in the formal labour market. Politically, women are poorly represented in decision-making processes at the grass-roots and national levels.
11. Kenya has been hard hit by the HIV/AIDS pandemic, with about 2.1 million persons estimated to be HIV positive in 1999 (see map in Annex III). In response, that year the Government of Kenya declared HIV/AIDS a national disaster and set up the



National HIV/AIDS Control Council (NACC) to develop strategies for controlling the spread of HIV/AIDS, which has clearly compounded health and socio-economic problems. Within its National HIV/AIDS Strategic Plan, the Government has committed itself to reducing HIV prevalence by 20 to 30 percent by 2005, and to this end has taken a substantial loan from the World Bank. AIDS-related deaths are increasing, and the average Kenyan lifespan dropped from 60 years in 1993 to 47 years in 2000. HIV/AIDS has also led to an unprecedented increase in the number of orphans, now estimated at 900,000 (2000). The NACC estimates that in 2000 there were 78,000 HIV-positive children aged 0 and 14 years, and more than 30,000 children are born with HIV/AIDS annually. Moreover, the under-5 mortality rate rose from 90.9 deaths per 1,000 live births in 1989 to 105.2 in 1998, due to a combination of factors, paramount among which were poor sanitation and malnutrition compounded by HIV/AIDS.

12. Households affected by HIV/AIDS are likely to suffer from food insecurity even if they are located in districts that are generally food secure. A 1999 study⁵ covering semi-subsistence farmers in Nyanza and Eastern Provinces concluded that morbidity and mortality in the households led to a decrease in acreage farmed, loss of income, increase in the dependency ratio and a general increase in food insecurity. Chronic illness or death results in loss of income and labour and depletion of household assets, especially when the head of household is infected. Household resources are diverted to care for the sick and to meet medical care costs. Other members of the household tend to work less in order to care for the sick household member. Women are particularly disadvantaged, as they bear the burden of caring for their sick relatives, which reduces the time they have to care for their children and other family members and to perform other productive activities. In particular, children, especially girls, are removed from school to save on educational expenses and increase household labour. According to the NACC, up to 700 Kenyans die of HIV/AIDS daily (2002). With the onset of HIV/AIDS, there has been an increase in the number of vulnerable households headed by women, children and the elderly.

Characteristics of Food Insecurity

13. Food security is precarious at the national level. Domestic production of maize, beans and wheat has fluctuated as a result of unreliable rainfall (droughts in 1992/1993, 1997, and 1999/2000, and floods in 1997/1998). Currently, some 84 percent of farmland is under food crops, with the rest under cash crops. The area under maize, the staple food, has stabilized at 1.5 million ha, with limited potential for expansion due to competing land uses. Production in the long rainy season (March–June) varies between 2.3 and 2.7 million tons, about three quarters of which is produced on small farms. Traditional crops such as sorghum, millet and cassava are especially important because of their drought-tolerant quality.
14. Food production is concentrated in the high-potential Rift Valley and the Western and Central Provinces, where rainfall is generally abundant. Nevertheless, maize yields are low, averaging below 2 tons per ha, and maize imports averaged around 500,000 tons per year between 1991 and 2001. During this period, Kenya did not

⁵ Rugalema G., Weigang S. and Mbwika J. 1999. *HIV/AIDS and the Commercial Agricultural Sector in Kenya: Impact, Vulnerability, Susceptibility and Coping Strategies*, Rome: FAO, in cooperation with UNDP.



produce enough to meet its food needs, and total cereal demand exceeded domestic availability in every crop year except 1991/1992 and 2001/2002. Given the instability of domestic production, import requirements have fluctuated considerably, around a ten-year average of about 900,000 tons per year. Government efforts to raise food crop yields have not yet been realized, partly as a result of limited extension work on these crops, poor marketing opportunities and infrastructure and the lack of credit facilities for small-scale farmers.

15. The domestic market is somewhat cushioned from price instability by the intervention of the National Cereals Produce Board. Even so, large local price differentials occur in the remote northern and northeastern regions, which have structural food deficits and a weak road infrastructure. Annual food aid imports (mainly maize and wheat) averaged 175,000 tons in the past decade since 1991. However, it is unlikely that WFP imports of emergency and development assistance resulted in significant price distortion in the maize market. The assistance has been mostly targeted to the ASAL, where maize production is minimal and market demand is weak. At the aggregate level, WFP maize imports in the last 10 years have averaged 3 percent of total maize availability.
16. Chronic food insecurity in Kenya is clearly rooted in regional inequalities in the natural resource endowment, exacerbated by poor rural infrastructure, low levels of technology, poor-quality and scarce inputs, and low incomes and investments. There is also an important seasonal dimension to food insecurity. Lacking effective disaster-prevention and -mitigation mechanisms, households are highly vulnerable to recurrent droughts. This is particularly so in the lowland pastoral, agro-pastoral and marginal areas north of the equator, where the predominance of nomadic cattle-rearing combined with poor pasture management practices results in weak coping mechanisms in drought years (see map in Annex I). In the west, high population growth and small landholdings have also led to gradual impoverishment. Agricultural and economic growth and diversification have not matched very high population growth over the last two decades.

Malnutrition and Vulnerability

17. Child malnutrition is on the rise as a result of the general economic decline, HIV/AIDS epidemic, poverty, gender disparities and national and household food insecurity. For the under-5 population, 33 percent were stunted and 6 percent were wasted in 1998.⁶ The prevalence of underweight children is also high, at 26.4⁷ percent. ASAL areas are the worst affected. In North-Eastern Province, the percentage of underweight children is 35.8. In 1998, the maternal mortality rate was 590–650 per 100,000 live births; the under-5 mortality rate was 105 per 1,000; and the infant mortality rate was 71 per 1,000. All three rates show significant deterioration compared with the values recorded in the 1989 census. Provinces with a high prevalence of malnutrition also show low school enrolment and attendance, low achievements and high drop-out rates, especially among girls.

⁶ Kenya Demographic and Health Survey 1998.

⁷ UNDP Human Development Report 2001.



The Target Population

18. Given the depth and the wide distribution of poverty in Kenya, food aid will be targeted to the poorest of the poor households, both rural and urban. Because of the exceptional vulnerability to natural disasters, WFP's efforts are currently focused on the ASALs and target 21 agro-pastoral districts, with a population of 2,399,625. Overall, the ASALs consist of 27 districts with a total population of 6,554,297.
19. WFP's HIV/AIDS interventions will target to hungry poor households affected by HIV/AIDS in areas with high prevalence rates, such as Nyanza and Western Provinces and the slums of Kisumu and Nairobi.
20. During the next CP, special attention will be given to:
 - pre-primary and primary-school children in food-insecure households;
 - hungry poor households affected by HIV/AIDS;
 - households headed by women, the elderly and children (particularly girls and orphans); and
 - asset-poor pastoralists and agro-pastoralists in disaster-prone areas.

In addition, WFP will continue to support the large and increasing refugee population in the country through protracted relief and recovery operation (PRRO) 6226, and assist poor households in refugee host communities.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies

21. In view of the poor performance of the economy and increasing poverty, in June 2000 the Government adopted an Interim Poverty Reduction Strategy Paper (IPRSP) that outlined measures aimed at encouraging economic growth and reducing poverty. This was followed in July 2001 by a full PRSP, which is at the centre of the long-term vision (15-year time horizon) outlined in the Government's National Poverty Eradication Plan (NPEP), approved in 1999. The PRSP is a short-term strategy seeking to implement the NPEP in a series of rolling three-year plans through a triennial Medium-Term Expenditure Framework aimed at improving the quality of expenditure and ensuring the shifting of resources to pro-poor activities and programmes. Between the PRSP and NPEP is the National Development Plan (NDP), which stipulates policies of a broader nature, to be implemented over a five-year period. All of these documents recognize the importance of food security and the agricultural sector in reducing poverty and promoting economic growth.
22. Through the PRSP, the Government aims to reduce the incidence of absolute poverty from the current level of 56 percent to 53 percent by 2004. It lays out the framework for the harmonization of the sectoral policies set out in the NPEP and the NDP, which will be achieved through the preparation of development plans at the provincial and district levels. The Government has also started nationwide consultations on the decentralization process, devolving administrative and political authority to the district level, in the context of a new Local Government Act to be submitted to Parliament in 2002. In the next CP, WFP will work closely with the



district authorities to provide food assistance where appropriate in support of community-based development activities.

23. In the ASALs, the PRSP gives priority *inter alia* to: the development of water-harvesting techniques; the exploitation of surface and groundwater resources; livestock development, with a focus on improved and appropriate disease-control measures; and the institutionalization of effective drought-management measures, including early warning systems and disaster management, preparedness, response and recovery, in order to minimize livestock losses and increase food security. In this area, the Office of the President, along with various stakeholders, is developing a National Policy on Disaster Management. The Office of the President coordinates food security activities in Kenya and chairs an inter-agency monthly meeting on food security and other humanitarian aid. Moreover, through the Arid Lands Resource Management Project (ALRMP), the Office of the President coordinates the collection and dissemination of food security early warning information. This system provides the basis for WFP's rapid response and targeting in the ASALs. WFP will assist the Government in strengthening the early warning system.

Education Policy

24. In the NDP, the Government aims to improve participation in early childhood development education (ECDE) from 40 percent in 2000 to 50 percent in 2008. In primary education, the goal is to achieve and sustain universal primary education (UPE) by 2005 and raise the rates for transition from primary to secondary education from 40 to 70 percent by 2008. In the National Goals for Education, the Government identifies the negative impact of HIV/AIDS on education development and focuses on HIV/AIDS awareness in the current education syllabus. To reduce regional disparities in educational access, retention and achievement, the Government plans to intensify the school feeding programme in areas with high poverty levels and integrate the school feeding policy with national and sectoral development plans to establish the programme's long-term sustainability. Communities will be sensitized against cultural practices that negatively affect enrolment, transition and completion rates, especially for girls.

Food Aid Policy

25. The role of food aid implicit in the PRSP, as outlined above, is consistent with the following Enabling Development policy objectives:
- to enable poor households to invest in human capital through education and training;
 - to make it possible for poor families to gain and preserve assets; and
 - to mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind.

Insofar as the envisaged rural infrastructure development and rehabilitation programmes include actions in support of the creation or rehabilitation of directly productive assets controlled and/or managed by communities and/or households, WFP will provide food assistance to them. WFP will also assist the Government in the formulation of its food aid policy and strategy.



ASSESSMENT OF WFP'S PERFORMANCE TO DATE

26. Since the start of WFP's development assistance to Kenya in 1980 (emergency assistance began in 1965 with drought relief), WFP-supported projects have spanned different sectors, including agriculture, forestry and education. Over the years, emergency aid has included support to people affected by droughts and floods, and to refugees from neighbouring countries. The Executive Board approved the first and current CP (1999–2003), totalling US\$32.5 million in support of human resource development and disaster management and mitigation, in October 1998. WFP assistance to Kenya for the period 1965–2001 amounts to an estimated US\$826.0 million (15 percent for development and 85 percent for emergency and refugee operations).

The Current Country Programme and Its Components

27. The resources provided under the current CP support three core activities: **Basic Activity 1a**, Assistance to Pre-Primary and Primary School Feeding (SF) in the ASALs, and **Basic Activity 1b**, Assistance to Disadvantaged Urban Children; **Basic Activity 2**, Fund for Disaster Preparedness Activities; and **Basic Activity 3**, Community Nutrition and Care. Basic Activity 1, which is operational, is a continuation of Project 2502 (school feeding programme), which started in 1980. It is currently implemented in 1,362 schools, with a total of 415,098 pupils (240,008 boys and 175,090 girls). The implementation of Basic Activity 2 has been put on hold, as the four districts that it targets are receiving emergency drought relief under an EMOP, which is expected to continue until October 2002. Basic Activity 3 did not commence in 2001, as originally planned, because the Ministry of Health did not have the infrastructure and institutional capacity in place and there were no non-governmental organizational (NGOs) or community-based organizations (CBOs) capable, willing or competent enough to implement it in the two districts targeted. The country office is finalizing a proposal that would refocus the resources earmarked for Basic Activity 3 on a new intervention to assist Government efforts to combat the effects of HIV/AIDS in selected districts and in Nairobi.
28. The CP long-term development goals are to assist the Government and partners in alleviating poverty in the ASALs and unplanned urban settlements, and to save the lives and livelihoods of populations affected by unusually high levels of food insecurity at the onset stages of disasters. These goals are to be attained through: (i) support to basic education for disadvantaged children through continued school feeding in the ASALs and a new school feeding activity for disadvantaged urban children; (ii) a fund for disaster-preparedness activities to help threatened communities in selected arid districts develop disaster-preparedness plans and to establish a contingency fund of food commodities to support implementation of these plans at the earliest signs of an impending disaster; and (iii) community nutrition and care to reduce malnutrition among young children and their mothers in selected ASAL areas.



29. An external evaluation of the CP was carried out in January/March 2002.⁸ The mission was unable to evaluate two of the three CP activities since the activities had not yet commenced, for the reasons noted above. However, the mission observed that “as approved, the CP focuses on school feeding, with lesser emphasis on feeding programmes for mitigation of emergencies and area-focused nutrition.” The mission felt that strong efforts should be made to ensure that the design of the CP is consistent with the strategic thrust of the CSO.
30. Despite certain reservations, the mission found that: WFP’s core development principles seemed to be well met by the particular nature of the school feeding activity in the ASALs; the activity had been particularly well implemented, with minimal leakages or diversion of food resources; it was a good use of food as a development resource and an important element in improving the lives of the beneficiary children and their families; and it had not been a mere feeding programme, as evidenced by the high level of educational achievement in the targeted areas that was equal to and in some cases higher than that of other regions. The mission also found the school feeding activity to be well-integrated and coherent, in that “it accords extremely well with the Kenyan Government’s own priority. [...] It is well integrated with the operations of the Ministry of Education, Science and Technology (MOEST) and with efforts of other donors supporting primary education in Kenya—particularly the British Government’s support in providing text books to all primary schools.”
31. The mission concluded that there was little doubt that the SF activity had enabled large numbers of young Kenyans from extremely poor households in the ASALs and selected slum areas of Nairobi to receive an education and to benefit from improved nutrition. It also fits well both with WFP’s Enabling Development philosophy and the high national priority assigned to universal primary education. It should therefore continue to receive WFP support as an important component of a broader, integrated programme containing both food and non-food resources aimed at lifting the constraints that cause escalating household food insecurity in Kenya.
32. Finally, the mission noted that the advantages of the flexibility inherent in the programming modality had been demonstrated by the transformation of Basic Activity 3 into support for HIV/AIDS activities aimed at buttressing organizations and households caring for HIV/AIDS orphans in selected districts.
33. The mission recommended that WFP ensure that the CP contain adequate resources—both food and financial—for full, continuing participation by the WFP/VAM Unit in integrated efforts to improve understanding of the extent and consequences of food insecurity and its causality. In partnership with other donors, this effort should focus on capacity-building related to data-gathering and analysis at the district level. WFP should also begin preparing for the eventuality of a massive need for food aid to combat the HIV/AIDS epidemic. The mission considered that this would require increasing the scale of operations envisioned in Basic Activity 3 for the period 2002–2003 much sooner than during the next programming cycle. WFP will hold consultations with the Government and other partners to identify ways to scale up its operations. However, the level of WFP’s HIV/AIDS intervention may be limited by availability of resources and implementing partners.

⁸ Country Programme Evaluation Report, 2002



34. The mission's findings and recommendations have been endorsed by the Government.

Relief Operations

35. Kenya is prone to recurrent natural disasters and has been a recipient of WFP emergency assistance for this purpose since 1965. During the last five years, from early 1997, WFP has provided emergency food aid to populations ranging from 476,713 persons in 12 districts under EMOP 5803.00 (in 1997) to 4,375,541 persons in 22 districts under EMOP 6203.01 in the first half of 2001. Over the same five-year period, up to April 2002, total emergency food aid came to 810,728 tons, at an estimated cost of US\$388.9 million. The current drought EMOP is scheduled to terminate in October 2002. However, given that the drought cycle in Kenya appears to be getting shorter, it would be prudent to expect at least one major drought during the next CP period.
36. A protracted WFP refugee operation (PRRO 6226.00) aiming to save lives and maintain or improve the health and nutritional status of 224,000 refugees from neighbouring countries is under implementation and will terminate in September 2003. However, a further extension of this operation is likely. Given the unstable situation in the sub-region, there is a strong probability of further influxes of refugees, thereby putting further strain on the fragile environment in the ASALs where the refugee camps are located, and on the already over-stretched resources of the host communities. Resources under the present PRRO have tended to be inadequate to cope with the current and increasing caseload, and the food ration has often had to be reduced considerably below the standard daily requirement.

FUTURE ORIENTATION FOR WFP ASSISTANCE

37. The formulation of this second-generation CSO has been carried out in the context of the current revision of the CCA, the first UNDAF and an inclusive and participatory process of meetings with representatives of the Government (at the central and district levels), United Nations agencies, CBOs and NGOs. From these discussions, a consensus has emerged on the objectives, implementation strategy and the scope and nature of possible future WFP development assistance activities. In light of the Government's demonstrated strong commitment to human resource development, and more particularly to actions in the social sectors supported by WFP, the main thrust of the strategic long-term goals will remain largely unaltered from the current CP. These goals include increased support to pre-primary and primary education (especially for girls and orphans) in the context of community-based efforts to increase food production; improving the food security of poor and hungry HIV/AIDS-affected households; and community-based disaster preparedness actions.
38. WFP's mission in Kenya will thus be to help poor food-insecure households and communities in the ASALs and other food-insecure areas reduce their chronic short-term food insecurity and enable them to contribute to the national goal of eliminating poverty. In the context of the CCA/UNDAF, WFP will contribute to actions in the priority areas of concern (access to education; HIV/AIDS; degradation of natural resources; and disaster management and preparedness). Such support will focus on three of the Enabling Development strategic areas: (i) to enable poor



households to invest in human capital through education and training; (ii) to make it possible for poor families to gain and preserve assets; and (iii) to mitigate the effects of natural disasters in areas vulnerable to recurring crises. The next CP will establish clear linkages with the UNDAF to ensure that WFP activities contribute directly to the expected outcomes of UNDAF and major development tasks as identified in the PRSP. The long-term goals of future WFP assistance will be to:

- strengthen the capacity of hungry poor households (especially those headed by women and children) to take charge of their own development through education and training; and
 - enable vulnerable households to withstand external shocks (droughts, etc.) while addressing gender imbalances and the HIV/AIDS pandemic.
39. This will be achieved by actions to:
- enhance community development and human resource capacity through education and training at all levels, with particular emphasis on girls, orphans and adult literacy programmes (especially for women);
 - increase the capacity of households/communities to withstand and respond to external shocks resulting from continuous or recurrent emergencies, such as HIV/AIDS and/or natural disasters, by strengthening the institutional structures at the community, district and national levels; and
 - provide a dietary support to disadvantaged school and pre-school children, orphans and HIV/AIDS patients and their households.
40. The guiding principles for the implementation of activities include: disaster-preparedness, -mitigation and -management planning; gender mainstreaming and women's participation in all decision-making processes; district and community participation in targeting; HIV/AIDS awareness in all activities; advocacy on hunger; partnerships with the Government and all other relevant development agencies; and building human resource capacity (of beneficiaries and government agencies). Care will be taken to ensure that food aid is provided only when needed and for the shortest period possible to avoid creating dependency. WFP will also reinforce its efforts to integrate VAM methodologies and data into one common system, and assist the Government in developing its capacity for early warning and vulnerability analysis on a sustainable basis. These tasks will be included as activities in the next CP.

Identification of the Principal Areas of Intervention

41. The strategy envisages that WFP food resources combined with non-food resources will go to three core activities: (i) 75 percent for Assistance to Basic (Pre-Primary and Primary) Education, of which 10 percent of the resources will be directed to support community-based food-for-assets (FFA) activities aimed at programme sustainability; (ii) 15 percent for Support to AIDS-Affected Households; and (iii) 10 percent for a Fund for Disaster Preparedness Activities under which support for disaster management and mitigation and for VAM activities will be subsumed. In line with WFP policy, and as part of the overall effort to address the gender gap in Kenya, 60 percent of CP resources will be targeted to women.



⇒ Assistance to Basic Education

42. This core activity, which addresses Enabling Development priority 2 and supports the national goal of universal primary education food aid, will target schools in the ASALs and other rural and urban food-insecure districts with many orphans, high levels of malnutrition and female illiteracy, low enrolment and attendance rates and high drop-out levels, WFP's intervention will contribute in the long term to the improvement and extension of primary education to all, and a reduction in gender inequalities. It will be aimed at improving school enrolment and attendance, providing special access to basic education for vulnerable children, especially girls and orphans, and increasing learning capacities. WFP will also assist early childhood development centres (ECDCs) and childcare centres supported by UNICEF, paying particular attention to malnourished and expectant mothers, and to children under 5. These beneficiaries will receive supplementary feeding in order to reduce the high percentage of already stunted 4- and 5-year-olds entering the school feeding programme. Most of the rural ECDCs are community based, target the poorest of the poor and offer free education to children.
43. The high food and non-food item costs make it difficult for the Government to sustain the school feeding activity in the long run. It is clear, then, that school feeding requires an agreed-upon exit strategy. This strategy and long-term sustainability will be based on actions to support school production units in line with government policy in conjunction with the other two CP activities. The mid-term evaluation of the Kenya CP indicated that the sustainability component of the school feeding programme should not be limited to the school itself, and recommended integration of school feeding into larger albeit targeted efforts involving the school community through multi-donor efforts. With this recommendation in mind, there is scope for improving the design and management of sustainability activities to help realize maximum results. ABE will thus continue to involve the populations concerned ever more closely in programme management. WFP and the Government will work together to ensure that a school feeding policy is integrated into national and sectoral development plans. The mid-term evaluation of the Kenya CP emphasized the key role of school feeding in the next CP, but indicated that the activity should not be the centrepiece of future WFP food aid effort. However, it was very clear during discussions with the Government and other potential partners that school feeding needs to feature strongly in WFP development programmes due to its very positive impact in Kenya.
44. The staff of MOEST and school management committees will continue to carry out community and parent sensitization and mobilization well in advance of the start of school feeding operations. This is to ensure that the set-up of institutional structures at the community level ensures that those structures are capable of carrying on with school feeding after WFP support terminates. If provided with adequate technical support (for example, some communities are already planting food crops and keeping livestock in school plots as well as building additional classrooms and latrines, etc.) and advanced warning, communities may be ultimately capable of continuing this activity on their own. In the context of the PRSP, ABE must therefore be part of a comprehensive government strategy supported by different donors, aimed at providing free and accessible primary education, teacher recruitment and training, construction of additional school infrastructure and teacher motivation and community food security.



45. The ABE activity will be developed with full involvement of the district authorities, communities, NGOs and MOEST. Complementary assistance will also be sought from other partners such as the Ministry of Agriculture and Rural Development, FAO, bilateral donor agencies, UNESCO and UNICEF for the improvement of learning capacities; the provision of teaching materials, boreholes, sanitary facilities, deworming, hygiene-awareness-raising; and the development of school gardens and other income-generating activities, as part of the exit strategy.

⇒ *Support to AIDS—Affected Households*

46. This core activity addresses Enabling Development priorities 2 and 3—to enable poor households to invest in human capital through education and training, and to make it possible for poor families to gain and preserve assets. It will support the efforts of the Government and the international community to respond to the food insecurity caused by HIV/AIDS, placing particular emphasis on strengthening the capacity of households and communities to care for orphans.
47. Food aid, together with non-food inputs from WFP partners, will contribute to sustainable improvement in the food security of orphans and caregivers. It will serve to increase the quality and length of the HIV/AIDS patients' lives so that they can continue contributing to household food security, while preventing dependent family members from going hungry when the breadwinner is ill or undergoing therapy for opportunistic infections. Food aid will also serve as an income transfer and incentive for mothers, caregivers and healthy family members to attend IGA training sessions and training in better health and nutrition practices, and to participate in FFA activities.
48. Advocacy and awareness-creation for the prevention of HIV/AIDS infection will be carried out in all areas where WFP activities are implemented. Information, education and communication (IEC) materials will be disseminated through all WFP-assisted activities, targeting men, women and particularly youth, both in and out of school. The ABE activity will also be used as a vehicle for transmitting prevention messages, and WFP will work with NACC, UNICEF, WHO, UNFPA and UNAIDS to support dissemination of information on the prevention of mother-to-child transmission of HIV/AIDS.
49. The Department of Social Services of the Ministry of Home Affairs, Heritage and Sports will continue to execute the activity through its decentralized structures and CBOs, which will implement the activities with support from NGOs. Active participation of men and women will be encouraged through community-based structures to enhance local decision-making. Emphasis will be placed on the integration of programme activities with other ongoing actions (e.g. home-based care for HIV/AIDS patients and orphans; and food security, income-generating and nutrition activities). At the community level, special emphasis will be placed on equal representation of men and women on the management committees. Women will be encouraged to chair those committees, as a way of enhancing their role in decision-making. In this context, WFP will work in partnership with IFAD, UNICEF, FAO and other agencies supporting farm communities, women's and youth groups, and CBOs.



⇒ *The Fund for Disaster-Preparedness Activities*

50. The creation of this fund was included as a new activity in the current CP. WFP has been involved in food-for-work micro-projects using EMOP resources. The fund was intended to build on the positive aspects of these activities while improving targeting, monitoring and sustainability; developing disaster preparedness plans, through training and community mobilization; and implementing them through FFW activities when appropriate. The commencement of the activity was pre-empted by the severe drought emergency (1999–2001). It is envisaged that operations under this activity may begin in October 2002 as a mechanism for transition out of the EMOP in selected communities.
51. In the next CP, disaster-preparedness activities will be continued and expanded, with the aim of enabling food-insecure households and communities in the target areas to mitigate acute and chronic food insecurity and the effects of natural disasters. The activity aims to help households and communities rehabilitate and/or create assets and enhance their capacities and preparedness to respond to disasters through skills training, group savings and solidarity, IGAs, and reproductive health and nutrition education. Food assistance will: contribute to the creation of local response capacity through training community development practitioners and community leaders in participatory risk and needs assessment, preparedness planning and the implementation of mitigation activities; and, through FFA, support the implementation of disaster-mitigation activities identified by community-based organizations in the targeted areas.
52. WFP will seek to strengthen the capacity of the Relief and Rehabilitation Unit and the ALRMP of the Office of the President for disaster preparedness and response by training its staff in the integration and use of VAM and other risk information for decision-making, contingency planning and the preparation of action plans. This will be done through local training and consultancies; resource mobilization; and inventory management through access and purchase arrangements with private and public institutions. WFP will also strengthen logistics and food management capacity in the private sector by sharing with its local partners its expertise in bookkeeping and warehouse management, commodity tracking systems, and logistics planning for overland transport.

Scope for Collaborative Programming

53. This CSO conforms with the programming cycle of the United Nations agencies. WFP staff and counterparts are active participants in the various United Nations Country Team thematic working groups. In the collaborative United Nations strategy, special attention is given to targeting in the jointly determined priority thematic areas, i.e. degradation of natural resources; increasing frequency and severity of disasters; mother-and-child health; disease patterns; access to basic education; and HIV/AIDS. The Government and NGO joint programming will continue to be an essential feature during the implementation of specific activities.

OPERATIONAL IMPLICATIONS

54. The following implementation strategies and complementary activities are envisaged to secure an effective and sustainable CP.



Targeting

55. VAM will support the targeting of programmes through identifying groups that are most vulnerable to chronic food insecurity, drought, malnutrition and HIV/AIDS. Food aid programming will be based on regularly updated vulnerability assessments coupled with a community-based targeting and distribution system. This approach will seek to identify areas of the country susceptible to prevailing risks, and to develop strategies for tackling both acute and chronic food insecurity. WFP interventions will aim to strengthen coping strategies for periods of food stress.

Human Capacity-Building

56. To ensure that food assistance creates lasting assets, emphasis will be placed on transferring food within a development package. This package includes training and awareness-raising, especially in FFA activities, non-food transfers, quality control and the creation of skills and organizational structures within communities to plan, manage and maintain assets.

Community Participation

57. WFP-assisted activities will gradually evolve into a multi-sectoral, community-based sector-wide approach, incorporating different combinations of food-aided interventions. Where appropriate and feasible these will include: nutrition interventions for HIV/AIDS orphans, adolescent girls and HIV/AIDS-affected households; support to education and skills training; FFA (particularly for the main food gap during the lean season and to enhance community and household disaster preparedness); increased food production; and income-generating activities. These interventions will ensure that all programme activities respond better to the needs of the poorest beneficiaries, as identified by the communities through participatory approaches.

Monitoring and Evaluation

58. Progress towards the achievement of objectives will be measured through results-based monitoring and participatory evaluation techniques. Implementing partners and counterparts will be provided with training that updates the latest work on the subject. Key qualitative and quantitative performance and impact-oriented indicators will be reflected in the logical framework. Data will be disaggregated by gender and socio-economic variables. The overall monitoring and evaluation (M&E) of specific activities will be done in collaboration with relevant government departments, NGOs and United Nations partners, with a special focus on collaborative initiatives under the UNDAF process. VAM will provide technical support to establishing an M&E system in which the Government and other partners will be fully involved. The outcome indicators identified will closely reflect the Millennium Declaration goals (such as reducing poverty by half by 2015) and the strategic objectives of UNDAF, as shown in paragraph 38.

Food Procurement

59. WFP will deliver food commodities to Mombasa and adopt a flexible procurement strategy, purchasing cereals locally at competitive prices when surpluses are available and importing during times of drought or scarcity. The food basket will consist of cereals, pulses, vegetable oil, blended cereals and sugar. Commodities that are not



available locally, or whose prices are not competitive, will be imported. All local procurement will be done in accordance with WFP procurement guidelines and procedures. Whenever possible, the executing ministries will support the transportation of food commodities. The Government will continue to arrange for all necessary tax exemptions and waivers to ensure the timely release of food commodities and their forwarding to the districts. The costs of handling, storage and inland transportation from Mombasa or local/regional procurement to the project sites will continue to be shared with the Government.

Non-Food Resources and New Partnerships

60. WFP will seek to secure support for non-food expenditures so that beneficiaries can receive longer-term development benefits along with food assistance. The mid-term evaluation of the CP concluded that the lack of non-food resources and complementary cash resources was a major factor in reducing the effectiveness of the school feeding activity. This could impact negatively on the achievement of goals and objectives. Therefore, efforts will be made in the next CP to strengthen partnerships with NGOs, government programmes and donors, with the aim of securing non-food support. Since it will be difficult to synchronize the timing of all partners involved, the WFP budgeting process should be flexible enough to cover some of these expenditures.

Partnerships

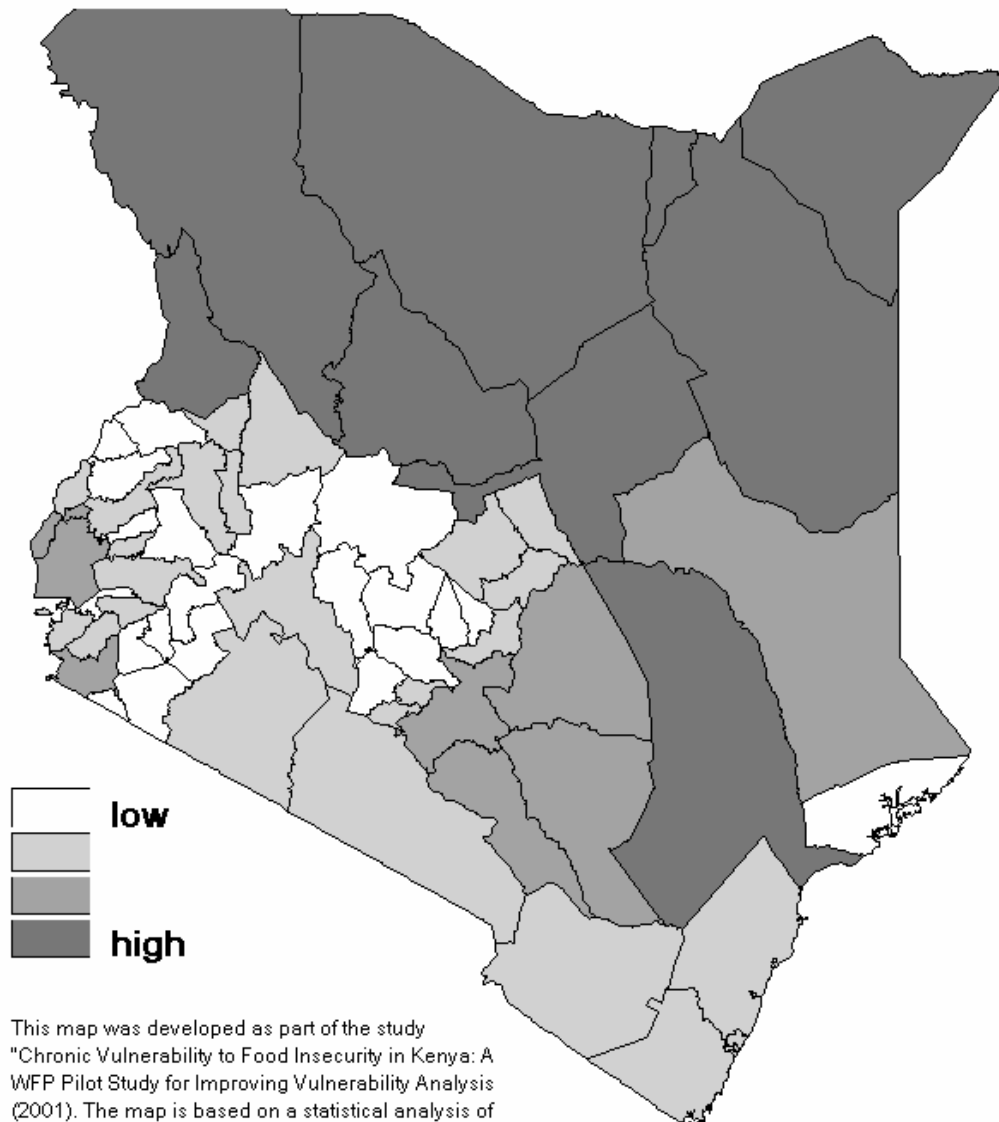
61. The counterpart institution will continue to be the Ministry of Finance and Planning, responsible for obtaining and approving external resources. CP formulation and coordination will be the function of a CP advisory committee (CPAC), comprising representatives of the Government, WFP and other key development partners. Under the CPAC, a technical sub-committee will be responsible for the design, implementation arrangements and M&E of CP activities, and for their integration in national development programmes. The mid-term evaluation of the CP concluded that effective partnering would be required during implementation to maximize the achievement of programme goals and objectives. The respective functions and responsibilities of the various participating agencies will be clearly defined in the CP, agreed upon and spelled out, together with systematic linkages, so that CP stakeholders understand their own and each other's roles and tasks. During the next CP, special attention will be given to strengthening partnerships by involving partner organizations at the earliest phases of strategy formulation. The Commitments to Women will be included in the agreements with all implementing partners. A more focused partnering arrangement will be put in place to develop and realize a collaborative process that will take into consideration the expected outcomes in the UNDAF. On the whole, WFP will continue its current role in the CCA/UNDAF process through active participation in various thematic groups and will take the lead in the Disaster Management Theme Group, which it chairs.
62. At the district level, the country office will continue to search for the most effective implementation arrangement in the context of the current consultative process leading to the development of UNDAF and will take into account the national decentralization process now under way. Coordination will be the responsibility of the established local structures such as the district development committees (DDCs) and district AIDS control councils.



KEY ISSUES AND RISKS

63. Despite government commitment to poverty reduction, as outlined in the PRSP, the effect of external economic factors and fiscal constraints may limit the Government's ability to contribute its share of resources to match donor funding in a timely manner for programme implementation.
64. Since food alone is not sufficient for development, WFP will be proactive in seeking out partners at the design stage of activities to ensure complementary inputs. However, experience has shown that partnering may also add constraints, when the inputs and/or conditions of one or more partners cause delays.
65. Inadequate cash resources, coupled with insecurity in the ASALs, difficult terrain, poor access roads and the fragile ecosystem are severe constraints on M&E and the achievement of sustainability.
66. A significant new feature of the shift to community development will be the increasing responsibility of local government units for implementing food-assisted activities and coordinating the development packages needed for sustained success. Currently, the resources and technical expertise available at the local government level are quite limited. Full government commitment to the new approach is vital to success. Financial and technical support from the government and technical assistance packages from other United Nations agencies (in particular IFAD, UNDP, UNICEF, ILO and FAO) will be sought.
67. The increased emphasis on community-based development activities will require significant WFP staff resources in the initial identification, design and development stages. Since this will concur with ongoing development activities, as well as increased WFP involvement in logistics and transport, staffing constraints could become a major limiting factor. These constraints would have to be met by re-deploying and training national staff or by hiring short-term consultants.



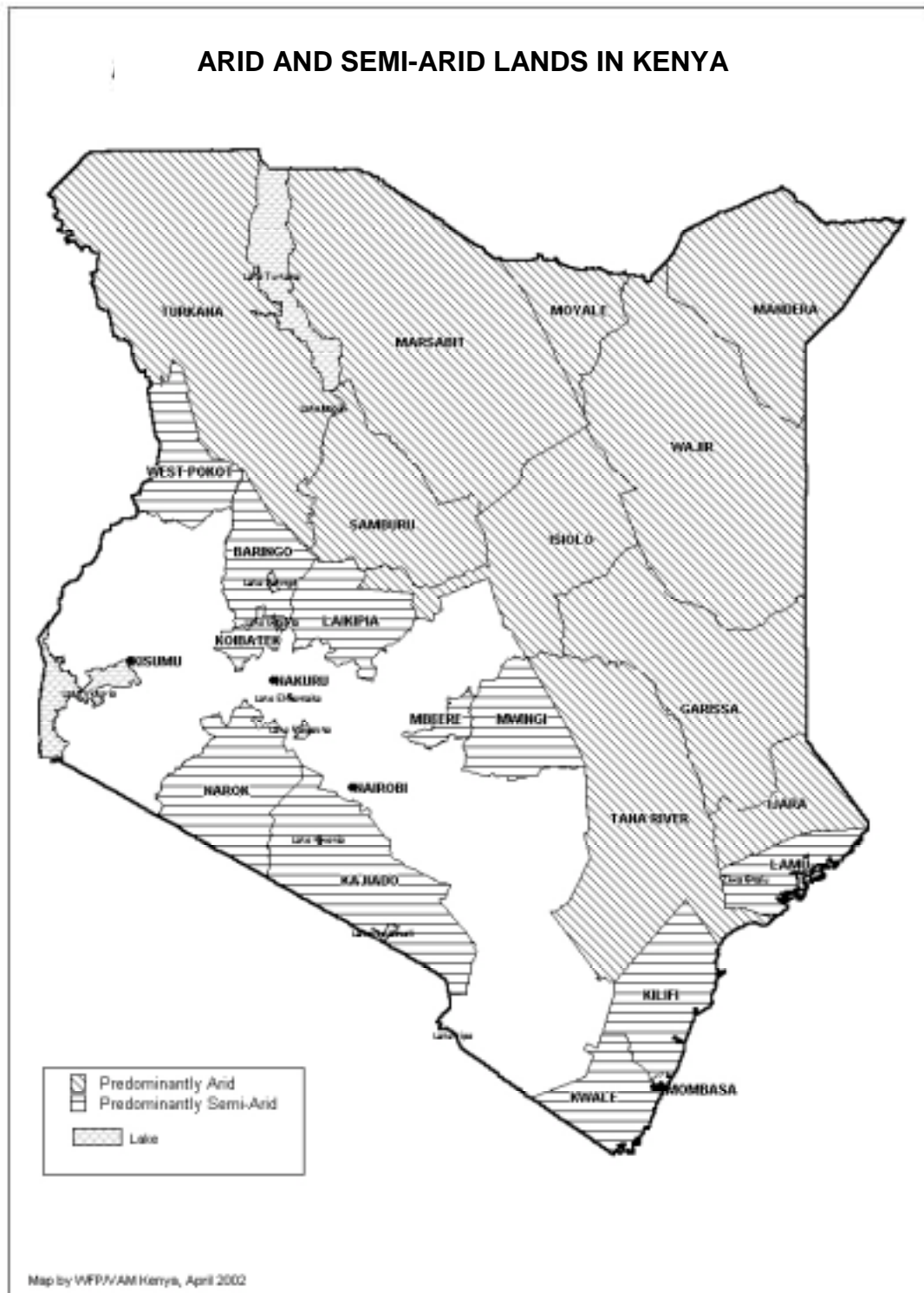
ANNEX I**VULNERABILITY TO CHRONIC FOOD INSECURITY**

This map was developed as part of the study "Chronic Vulnerability to Food Insecurity in Kenya: A WFP Pilot Study for Improving Vulnerability Analysis (2001). The map is based on a statistical analysis of 14 indicators of access to and availability of food.

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ANNEX II



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ACRONYMS USED IN THE DOCUMENT

ABE	Assistance to Basic Education
AIDS	Acquired immuno-deficiency syndrome
ALRMP	Arid Lands Resource Management Project
ASAL	Arid and semi-arid lands
CBO	Community-based organization
CCA	Common Country Assessment
CP	Country Programme
CPAC	Country Programme Advisory Committee
CSO	Country Strategy Outline
DDC	District Development Committee
ECDC	Early Childhood Development Centre
ECDE	Early Childhood Development Education
EMOP	Emergency operation
FAAD	Food Aid and Development
FAO	Food and Agriculture Organization
FFA	Food-for-assets
GDP	Gross domestic product
HIV	Human immunodeficiency virus
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
LIFDC	Low-income, food-deficit country
MOEST	Ministry of Education, Science and Technology
NACC	National Aids Control Council
NDP	National Development Plan
NFI	Non-food item
NGO	Non-governmental organization
NPEP	National Poverty Eradication Plan
PLWHA	People Living With HIV/AIDS
PRRO	Protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
UNAIDS	United Nations AIDS Agency
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework



UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping
WB	World Bank
WHO	World Health Organization

