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Programme
Alimentaire
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Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
First Regular Session**

Rome, 4 - 6 February 1998

PROGRESS REPORTS ON APPROVED PROJECTS

Agenda item 9



Distribution: GENERAL
WFP/EB.1/98/9/1
19 November 1997
ORIGINAL: ENGLISH

PROJECT KENYA 2669.01

Arid lands food for work¹

Total food cost	2,866,690 dollars
Total cost to WFP	3,599,108 dollars
Number of beneficiaries	10,045
Date approved by the CFA	2 June 1989
Date revised plan of operations signed	23 February 1996
Date notification of readiness accepted	25 April 1996
Date of first distribution	1 January 1990
Duration of WFP assistance	Eight years (including five-year suspension of operations)
Duration of project as at 30 June 1997	Seven years, six months

All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 54.3 Kenyan shillings (Ksh) in July 1997.

¹ The project was formerly titled "Integrated livestock development including soil conservation".

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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PURPOSE OF THE PROJECT AND OF WFP ASSISTANCE

1. The project aims to assist the Government in improving food security and promoting development in the five arid districts of Isiolo, Marsabit, Moyale, Samburu and Turkana. The project's schemes, such as soil and water conservation activities, help pastoralists cope with dry conditions. In the event of serious drought, the project is also geared to provide more rapid and effective emergency assistance.
2. The immediate objectives are to:
 - a) improve the availability of clean water for domestic use;
 - b) improve food security and economic self-reliance;
 - c) improve school buildings, especially those assisted under WFP's school feeding programme;
 - d) strengthen community and socio-economic infrastructure;
 - e) promote income-generating and diversification activities; and
 - f) maintain the drought-response capacity of the district authorities.

IMPLEMENTATION

3. The project was approved by the Committee on Food Aid Policies and Programmes (CFA) in 1989 for a planned duration of five years. Project operations started in January 1990 when the first food distribution took place. In August 1991, however, WFP suspended food distributions and, effectively, all project activities because of poor project management, flaws in the original project design as well as the withdrawal of donors from Turkana district. A project reformulation mission was consequently fielded in July 1992, the outcome of which was to revise the plan of operations and to broaden the project's focus from integrated livestock development activities to food-for-work schemes aimed at drought preparedness, intervention and recovery. The project resumed operations in July 1996 and, as there were adequate food resources to meet needs beyond the original project cut-off date, an extension in time covering the period January to December 1997 was also approved. Currently, the project has sufficient resources to support operations until September 1998. This will therefore also require a corresponding extension in time.
4. Following its reformulation, the project is now executed by the Department of State Corporations, Relief and Rehabilitation of the Office of the President (OP), which also coordinates other donor inputs for related activities in Kenya. At the district level, the project is implemented by a number of NGOs led by German Agro Action (GAA). Others are Action Aid Kenya, Methodist Church of Kenya and Al-Salah Islamic Organization in Isiolo and Food for the Hungry in Marsabit. The executing authority in OP is staffed by a National Project Coordinator, a Deputy based in Nairobi, a Regional Drought Management Coordinator based in Isiolo, and two District Drought Management Officers in Isiolo and Marsabit districts where the project is currently active. The executing authority is unable to cover all five districts due to insufficient capacity. Expansion to other districts is foreseen to be gradual, with Samburu expected to be absorbed by the end of 1997. At the field level, OP coordinates the Ministries of Agriculture and Livestock Development, Public Works, Culture and Social Services, and the Department of Water, the main collaborating bodies



which in turn coordinate NGO activities. The low capacity of the executing/implementing agencies results in inadequate monitoring, thus affecting project operations. As may be seen in the annex, for instance, the food rations released do not match the work actually achieved.

5. The majority of the population are pastoralists, depending on cattle, goats, sheep and camels for their milk, blood and meat. Pastoralists are among the most vulnerable groups in Kenya due to their harsh living conditions and limited income diversification opportunities. In the five targeted districts, primary school enrolment and literacy rates are significantly lower than the national average, especially for females, while the infant mortality rate is higher than the national average. From mid-1996 to April 1997, a large number of livestock died as a result of severe drought. Insecurity, caused by armed bandits-cum-cattle rustlers and tribal clashes, affects the migration pattern of the pastoralists, which is one of the main traditional drought-coping mechanisms. Overgrazing has contributed to the degradation of most of the pastoral land, leaving livestock in poor condition, with milk production in August 1997 well below pre-drought levels. Furthermore, livestock sales are hindered by the paucity of markets, poor roads and inadequate communication infrastructure, and agriculture is limited to very small-scale farming along the banks of seasonal rivers.
6. The project supports communal micro-projects with an equivalent of two million daily rations. Three types of micro-projects, namely the building of communal water sources (one million rations), educational facilities (500,000 rations), and communal and socio-economic infrastructures (500,000 rations) are to be supported during the current two-year project extension.
7. The daily ration consists of 4.5 kilograms of maize, or three kilograms of maize and 500 grams of beans, when the latter are available. The market price of maize ranges from 10 to 20 Ksh per kilogram. The daily wage for casual labourers varies from 55 to 80 Ksh in the arid districts of Kenya. Depending on the market price, the value of 4.5 kilograms of maize ranges from 45 to 90 Ksh.
8. On the individual schemes, the rations are released to the workers according to work achievement, measured against the daily work norm (piece rate). To prevent dependency on food for work (FFW), the micro-projects are seasonal and undertaken during slumps in the main economic activities. The duration of any micro-project is also restricted to three months. A maximum of 60 daily rations per worker may be allocated for a micro-project (20 working days a month).
9. Community participation is emphasized throughout the project cycle: community members identify their problems, come up with project proposals, provide labour and manage the projects. Implementing agencies usually consist of local NGOs or religious institutions which work with the communities. Their role varies, depending on how well the communities are organized. For example, they may assist in filling out the project proposal, arranging site visits of the line ministries or providing non-food items. GAA, the lead NGO in Isiolo and Marsabit districts, coordinates various implementing agencies and works closely with the WFP field monitors by providing logistical, monitoring and administrative support in line with the Memorandum of Understanding signed between WFP and GAA in 1996.
10. Women's participation in project implementation is particularly high in Isiolo district, where 70 percent of the water, 61 percent of the education and 58 percent of the socio-economic schemes are implemented by women. However, in groups with both men



and women members, the extent of women's decision-making and their control of assets in various schemes requires additional monitoring. There are several cases of successful and active women's groups working on income-generating and soil conservation activities such as irrigation schemes and tree planting. Small-scale irrigation schemes allow women to experiment with new crops, including fruit, and to sell their produce. For example, one women's group invited a nutritionist to teach them different cooking methods and nutritional values of their new harvest of *kale*, which is not in the traditional pastoral diet. Small-scale irrigation schemes also reduce the time women spend to collect water.

11. Some women and men indicated that there is already a significant change for the better in their relationship as they work together side by side for the first time, which allows for a more efficient use of equipment and time. The 1997 International Women's Day celebration in Isiolo District emphasized how the project provided an avenue for women to demonstrate their ability to earn income and participate in previously male-dominated activities.

FOOD MANAGEMENT

12. As agreed upon by WFP and the Government during the previous project (Kenya 2669), WFP-supplied food commodities committed under the project were to be delivered to the National Cereals and Produce Board (NCPB), either on a value-based exchange arrangement such as wheat for maize, or maize for maize; this would in turn make them available to project authorities at the district level. In this way a carry-over stock of 3,060 tons of maize was remaining in the NCPB depots at 30 July 1996. Of this quantity, 2,260 tons of maize has since been distributed, while 33 tons or one percent, was post-cif losses. Beans were not distributed until May 1997 because they were not available locally. To compensate for the lack of beans, the daily ration of maize was increased from the planned three kilograms to 4.5.
13. The issue of cereals from NCPB depots was often made difficult by the lack of regular reconciliation of accounts with WFP. This often caused delays in the food pipeline. During 1996/97 the drought emergency food requirements (drawn from NCPB depots) for the Government's free distribution in the same districts conflicted and often delayed releases to the project.

GOVERNMENT'S CONTRIBUTION

14. As at 30 July 1997, the Government's contribution of staff for the management of the project was as indicated in paragraph 4. This falls short of the level stipulated in the plan of operations. The lack of an internal auditor, five inspectors of storage and handling and five accountants has reduced the capacity to manage and monitor project activities. Moreover, the financial contributions of 22,435 dollars in 1995/96 and 56,386 dollars in 1996/97 were only 12 percent and 31 percent of the stipulated levels. As these were to provide for 50 percent of primary and secondary landside transport, storage and handling (LTSH), administrative and related costs, monitoring and evaluation, reporting, and training costs, this outcome has had a negative impact on project operations.



EXTERNAL ASSISTANCE

15. The World Bank (WB)-funded Arid Lands Resource Management Project (ALRMP) and the Drought Preparedness, Intervention and Recovery Programme (DPIRP) funded by the Netherlands cover the same districts as this WFP-assisted FFW project. The projects are working together to reduce chronic poverty and improve food security in the arid lands. They aim to enhance resilience to drought and address basic needs at the community level through small-scale, community-identified and managed micro-projects. Together, these projects aim to improve the Early Warning System, enhance capacity and infrastructure for drought management, and follow up effectively on contingency plans. Counterpart staff from OP are also partly funded by the Dutch and WB projects.

ASSESSMENT

16. Despite shortcomings in the project's execution and implementation capacity, resulting in a distribution of food commodities disproportionate to the targets, the project has made considerable progress towards the achievement of its objectives; 67 percent, 79 percent and 84 percent of the physical targets of water, education and socio-economic infrastructure activities were achieved, respectively (see annex). The water pans have improved the availability of clean water for domestic use and increased supplies for livestock. The construction of classrooms has increased enrolment and improved students' learning environment. New and rehabilitated feeder roads have opened up access to markets, hospitals and schools, and eased transportation of relief food for both government and WFP emergency operations.
17. The 1996/97 drought and the increasing livestock raids had negative implications for the majority of the project beneficiaries. In Marsabit and Isiolo districts, insecurity forced migrating pastoralists and livestock to move to safe but non-traditional grazing areas which were either unsuitable or became degraded from over-concentration. Women, children and the weak were left behind but often had to flee due to raids by other tribes, in some cases abandoning the micro-projects. Regular follow-up became difficult as some areas were too insecure even for government officials. Further delay of the rains increased livestock morbidity and mortality, thus accentuating the pastoralists' poverty and vulnerability. As a result of government relief food distribution, the maize stocks in NCPB, from which WFP draws supplies for this project, became depleted, delaying delivery to the FFW beneficiaries.
18. A total of 10,045 people (5,323 women and 4,722 men) participated in the project and 502,222 rations (or 2,260 tons of maize) were distributed. The nature of the schemes demands intensive participation and follow-up. Expansion into other districts is possible only through community sensitization activities, if sufficient staff, vehicles and other resources are available.



19. The administrative structure of the project needs improvement. The recruitment of OP staff has been delayed. Currently the Drought Management Officers (DMOs) are overworked as they are also responsible for activities under the WB and Dutch projects as well as those of the WFP-assisted project. The anticipated recruitment of support staff should reduce the workload of DMOs and enable them to respond more effectively to the FFW project needs. The lead NGO, GAA, needs to be equipped with more vehicles and better communication equipment.

CONCLUSIONS AND RECOMMENDATIONS

20. The project supports the Government's efforts to mitigate poverty among pastoral communities in the arid districts. Through the project, pastoralists are provided with alternative sources of food and income through various micro-projects aimed at promoting self-reliance.
21. The extent to which the project is reducing pastoral communities' vulnerability to drought is not yet clear. To collect and analyse more meaningful qualitative data, the Government, NGOs and WFP will spend more time with the communities to understand their constraints and opportunities using methods such as Participatory Rural Appraisal. Subsequent analysis and greater integration with other donor-assisted projects will enable WFP to respond more effectively to information disseminated through the Early Warning System.
22. There is a need to improve monitoring and reporting, especially the measurement of work norms. Increased technical support is also required from line ministries and other donors and NGOs in the field.
23. There is a need for greater attention to promoting the participation of women, not only in physical labour but also in decision-making and control of benefits and assets through sensitization/training of community leaders, line ministries and implementing agencies; this is expected to lead to higher achievements.
24. The implementing capacity and commitment of the Government would benefit from a critical review prior to expansion into other districts. WFP's monitoring capacity could also be enhanced if staff currently looking after this project could devote most of their time on it, especially since a further expansion is foreseen in the forthcoming Country Programme (1999 to 2003).



COMPARISON OF TARGETS AND ACHIEVEMENTS - first year of execution 1/8/96 - 31/7/97

Subcomponent	Activity	No. of schemes	Unit	Planned target	No. of rations	Achieved target	No. of rations	% achieved target	No. of rations
Water	pans	52	m ³	10 400	138 445	6 260	137 775	60	99
	shallow wells	21	m ³	1 050	27 110	420	27 777	40	102
	rock catchment	2	m ³	3 000	6 222	3 000	5 778	100	92
	water tanks	7	m ³	350	15 335	182	15 110	52	98
	channels	31	km	123	90 445	104	89 556	85	99
	others	2			8 668		8 668		100
	Subtotal					286 225		284 664	67
Education	class construction	15	no.	46	53 335	37	52 888	80	99
	kitchen construction	1	no.	1	1 335	1	1 335	100	100
	dining hall construction	1	no.	1	4 000	1	4 000	100	100
	school fencing	10	km	237	28 890	128	28 444	54	98
	pit latrines	1	no.	8	5 777	8	5 777	100	100
	tree planting	1	no.	100	890	50	890	50	100
	others	3			12 889		12 444		96
Subtotal					107 116		105 778	79	99
Socio-economic activities	bee keeping (hives)	2	no.	30	5 778	30	5 778	100	100
	store construction	2	no.	3	5 111	2	5 111	67	100
	ballast making	1	tons	50	4 000	40	4 000	80	100
	tree planting	1	no.	230	16 670	230	16 670	100	100
	banana planting	2	no.	500	4 000	300	4 000	60	100
	feeder road construction	21	km	395	23 115	257	22 666	65	98
	dispensary construction	2	no.	2	9 110	2	9 110	100	100
	electric fencing rehabilitation	3	km	47	2 667	33	2 667	70	100
	pit latrines	2	no.	25	10 000	22	9 555	80	95
	fencing	1	km ²	25	9 335	20	9 335	80	100
	lodge construction	1	no.	1	4 666	1	4 666	100	100
others	16			19 111		18 222		95	
Subtotal					113 563		111 780	84	99

ANNEX

