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EVALUATION REPORTS

Agenda item 6

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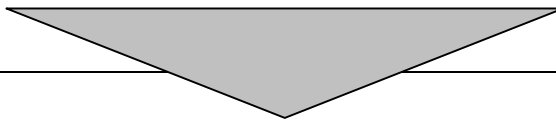
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SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME— KENYA (1999–2003)

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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

The mid-term evaluation of the Kenya Country Programme (CP) is one in a series of evaluations of CPs mandated by the Executive Board to assess the merits of moving from individual development projects towards coherent CPs.

It is noteworthy, however, that in 2001 the CP amounted to only 4.6 percent of total WFP food distributions in Kenya. Given the structural recurrence of drought and other related food emergencies in Kenya over time, and as mentioned in the original country strategy outline (CSO), the CP is likely to remain a modest part of overall WFP activities in the country. There are many implications from this, but they fall outside the scope of this evaluation.

At the time of the evaluation mission, the 1999–2003 CP consisted of only one activity—primary and pre-primary school feeding in arid and semi-arid lands (ASAL) in Kenya—and the two activities presently being reformulated. The school feeding activity intended to feed 365,000 students in 21 of Kenya's worst-off districts and in selected slums in Nairobi. Thanks to a strong commitment by the Government of Kenya and its Ministry of Education, Science and Technology (MOEST), this activity is surpassing its target, clearly attracting young children who would not otherwise be enrolled in school, and enabling them to have an education.

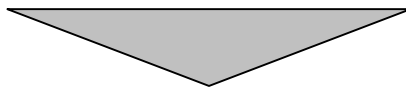
A principal problem identified by the mission was the lack of non-food items, which has hindered progress in routine monitoring of the activity and in achieving longer-term sustainability. There is little prospect at present for local communities to be enabled to take over the task of feeding their children over time, without long-term recourse to WFP food assistance.

The second CP activity had been intended as a means of helping communities in ASAL areas to improve their preparedness for droughts and other disasters. The severe 1999/2001 drought prevented the activity's initiation; it is presently being redesigned to focus on rehabilitating damaged physical assets in these areas. The third activity was to have focused on community nutrition and care. Owing to management problems in the designated Kenyan Government agency, however, the activity was slow to be launched. It is now being redesigned to provide support to HIV/AIDS orphans in selected districts.

Once all three activities are operational, the WFP-Kenya programme will be operating in compliance with WFP's Enabling Development policy framework. The evaluation team, however, suggests that for the 2004–2008 CP period considerable attention be devoted to ensuring that WFP's food resources are targeted to the principal causes of the declining food security and increasing poverty in Kenya.



Draft Decision



The Board takes note of the recommendations contained in this evaluation report (WFP/EB.3/2002/6/9) and of the management action taken so far, as described in the associated information paper (WFP/EB.3/2002/INF/19). The Board encourages further action on these recommendations, with considerations raised during the discussion taken into account.



SCOPE OF THE EVALUATION

1. The evaluation team¹ visited the country between 22 January and 12 February 2002. The team compared the performance of the present 1999–2003 Kenya CP with its country-specific objectives and WFP's global objectives.
2. Methods adopted by the evaluation mission included: document reviews; group interviews; data triangulation; meetings with government officials and representatives of all the major United Nations agencies in Nairobi, bilateral donors and non-governmental organizations (NGOs); and field trips to the Turkana and Busia Districts. Key informant interviews were also held with WFP staff and beneficiaries.

OVERVIEW OF THE COUNTRY PROGRAMME

3. The 1999–2003 CP was approved in October 1998. The CSO had been approved in 1995 and was relatively outdated by the time the CP was developed, submitted and approved. The CP document proposed US\$32.5 million in support of a programme with three components: the continuation of a school feeding activity; a fund for disaster preparedness activities; and a community nutrition and care activity.
4. **School Feeding Activity.** This comprises a continuation of a school feeding activity (ongoing since 1980) in the ASAL and a new school feeding activity for disadvantaged children in selected Nairobi slums. These activities were to continue feeding a total of 350,000 primary and pre-primary students for the first three years, but were to be phased down to 250,000 students in the third year and to 150,000 in the fifth year. A food-for-work (FFW) sub-component was introduced to support school-based micro-projects intended to enhance school feeding's prospects for post-WFP sustainability. Proposed beneficiaries: from 365,000 in the first year to 165,000 in the third to fifth years. Total planned cost: US\$24.6 million.
5. **Fund for Disaster Preparedness Activities.** This fund is designed 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. Beneficiaries: 11,000 households (for 30 days per year), 3,000 persons (for 40 days per year) and 10,000 children (receiving supplementary feeding for 150 days per year). Total planned cost: US\$3.6 million (including 100 percent of landside transport, storage and handling [LTSH])
6. **Community Nutrition and Care Activity.** This activity was intended to begin while the school feeding activity was being phased down, and to reduce malnutrition among young children and their mothers in selected ASAL areas. Beneficiaries were to be 9,000 households (of an estimated five persons per household) who would receive family rations for a maximum of nine months per year, while 9,000 children would receive additional supplementary blended food for a similar period. Total planned cost: US\$3.8 million.

¹ The team comprised an international team leader, a consultant in food and nutrition security, an international consultant in education planning, and an agronomist, FAO/Rome. An Evaluation Officer from WFP-Rome participated during the first week of the mission's work.



7. As an add-on, the CP also included a small budgetary provision of US\$500,000 for an ongoing forestry project, which was to be phased out.
8. While the Executive Board had approved the original CSO in 1995, the CP was not presented and approved until late 1998. The evaluation identified the following contributing factors to this delay: (i) the need to synchronize the CP on a 1999–2003 cycle to match that of other United Nations programmes and that of the Government of Kenya; (ii) a lack of enthusiasm among the donor community for initiating new development programmes in Kenya at the time; and (iii) the growing demands within Kenya for providing assistance to refugees and to the management of large-scale relief operations in southern Sudan. This tended to maintain the country office's overall focus on emergency operation (EMOP) and protracted relief and recovery operation (PRRO) activities rather than on moving ahead quickly with the CP document.
9. The original CSO had foreseen two activities: (i) continued school feeding in ASAL areas; and (ii) small-scale FFW for subsistence agriculturists, agro-pastoralists and pastoralists in the ASALs. At the time, there was considerable uncertainty about the future of school feeding in Kenya. Immediately after the CSO formulation mission in September 1994, the Executive Board rejected a proposed expansionary phase of the school feeding project presented in November 1994. A new project was requested with a clear phase-out plan over five years. A phase-out school feeding project was subsequently presented to the Board and approved in November 1995. That project included a 15-point phase-out plan.
10. Planning for the CP began in earnest in 1997 through a series of workshops and brainstorming sessions involving local WFP staff and representatives from the Ministry of Finance, the Ministry of Planning and National Development, the Office of the President, and other government agencies. The CP that emerged from the 1997 workshop was based on the concept of food-aided community development in food-insecure ASAL areas. A food fund had been proposed that would support initiatives aimed at, among other things, improved infrastructure, mother-and-child health and supplementary feeding and the development of livestock, marketing and micro-enterprises. A draft CP was submitted to WFP Headquarters in May 1998 for review.
11. However, the CP document that emerged after the Headquarters review process was considerably different. The revised document focused on continued school feeding as its centrepiece. This change stemmed considerably from a concern that the strategy being developed by the country office was not wholly viable. The concept of the "food fund" in particular was seen as unworkable. In addition, there was also concern about the limited government implementation capacity and the availability of resources for non-least-developed countries such as Kenya. Finally, the attitude in Headquarters towards school feeding in general was becoming notably more positive. The nearly 20-year-old school feeding activity was extended again, from 1997 through to 2001, even though there had been repeated announcements to the Government of Kenya over the same time period that WFP support for school feeding would not be continued beyond 2001. Despite such announcements, overall WFP assistance to school feeding was greatly expanded, especially under the EMOPs as part of the emergency response to the severe 1999/2001 drought.
12. By 1998, school feeding activities were again seen as appropriate within the context of WFP's wider policy review of its development portfolio. In addition to school feeding as a centrepiece, the Rome staff suggested designing a disaster-mitigation activity and a third activity aimed at mother-and-child nutrition. These new activities had to be designed and added to the new draft CP within a few weeks, during mid-1998. The CP was then submitted to the Executive Board and approved in October 1998.



Integration/Coherence/Focus/Flexibility

13. In the case of Kenya, discussion of integration, coherence, focus and flexibility is limited to the only active element of the CP—school feeding. The remaining two components—disaster preparedness fund and community nutrition and care—are presently being redesigned and should emerge shortly as fully-fledged activities, filling out the CP more or less as originally intended.
14. The school feeding activity conforms well with one of the Government's highest priorities, providing primary education to all children. It also fits well in the United Nations Development Assistance Framework (UNDAF) and Interim Poverty Reduction Strategy Paper (I-PRSP) human development strategies. The WFP activity in the ASAL areas is well supported by Kenyan teaching and administrative resources. It is rightly concentrated on many of the poorest children in 21 remote, poverty-stricken pastoral districts. It is coherently organized and fully integrated with the operations of MOEST and with efforts of other donors supporting primary education in Kenya. During the period under evaluation, the school feeding activity, in effect, constituted the entire Country Programme. Although it has greatly benefited its targeted children, it should not be the priority element in the next CP cycle.

Recommendation

⇒ While there should continue to be WFP-sponsored school feeding in the ASAL areas in the next CP, the core elements of that next CP will need to have greater impact on the reduction of the principal causes of poverty-based household food insecurity. While school feeding can be a significant component, future WFP food assistance must also focus on helping overcome the primary constraints to reducing poverty and improving food security, as identified in the Kenya I-PRSP, UNDAF and the next CSO.

15. Flexibility in the CP is best demonstrated in the recent country office decision to convert Basic Activity 3 from a mother-and-child care, nutrition-focused activity into support for an HIV/AIDS-focused activity during the remaining two years of the present programme. The activity will be aimed at buttressing organizations and households caring for HIV/AIDS orphans. The country office plans to use the authority delegated to it to enable the preparation and eventual approval of a revised activity document that, it is estimated, will be ready for approval and implementation in a short time. Given WFP's increased concern with the adverse impact of the HIV/AIDS pandemic and the Government'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 years ahead.

Appropriate Use of Food Aid

16. Whereas the process followed for formulating the Kenya CP did not result in the use of food resources for the CP as a whole as originally proposed, the mission does consider the use of food aid in support of school feeding to have been appropriate. As such, it has been well used, whether viewed from a WFP Enabling Development perspective, as an element of the UNDAF, or as a stratagem of government policy. WFP's provision of maize, pulses and vegetable oil for school lunches is responsible for a significant percentage of the children of the targeted districts being in school in the first place. For many, this lunch is their only substantial meal of the day. During those periods when WFP food is not available, school attendance drops significantly.



17. At present, most of the CP food is imported. It would be preferable if more of the WFP food aid provided were purchased locally, assuming that more cash donations could be made available. Unfortunately, this practice has been substantially scaled back in Kenya in recent years due partly to inadequate cash availability and to fluctuating local supplies and prices.
18. The planned uses of WFP food in the proposed revisions of Activities 2 (asset rehabilitation using FFW) and 3 (support to organizations providing assistance to HIV/AIDS-affected households) are supportive of Kenyan national and WFP priorities and accord with UNDAF strategy.

Coordination and Partnership

19. The close partnership between WFP and the central and district offices of MOEST is a good example of close, collaborative partnering, encouraging significant progress toward increased enrolment and improved educational opportunities. WFP food assistance is provided to 1,362 schools in the ASAL districts in order to promote improved school attendance rates, provide added nutrition to primary and pre-primary schoolchildren and to improve their ability to concentrate in the classroom. Progress has been made despite security problems, periodic logistics and resourcing problems, and the continuance of severe drought throughout most of the period.
20. The reason for the relatively good attendance, increased nutritional intake and comparatively good academic performance is that schools have been adequately staffed and provided with necessary teaching materials. Test results on national exams have demonstrated that in recent years, students in these very poor ASAL districts perform as well on average as students in more favoured districts.
21. Partnering (in the development as opposed to the emergency programme) between WFP-Kenya and other donor organizations, however, is not well established. Meetings with the development-oriented United Nations agency heads revealed a widespread sentiment that partnering within the United Nations system in general was discussed but not put into practice. Due to difficulties in securing non-food resources for the ongoing school feeding activity, a greater effort to secure partners is warranted. The lack of such partnering also hampers achievement of sustainability in the school feeding programme. One of the problems is the historical lack of partner organizations—including other government agencies—in the more arid areas of Kenya, where development prospects are the most limited.
22. Although WFP's explicit commitment to focusing on ASAL areas carries with it notable challenges in securing partners with non-food resources to share the development task, some partners do exist. International and Kenyan NGOs operate in these areas, as do other United Nations and the Consultative Group on International Agricultural Research (CGIAR) agencies such as United Nations Children's Fund (UNICEF), the World Health Organization (WHO) and the International Livestock Research Institute (ILRI).



Recommendation

- ⇒ WFP-Kenya and its government partner agencies should be more proactive in seeking additional donor and NGO partners for all activities in the present and future CPs. In designing the 2004–2008 CP, potential partners should be identified and brought into the design process as early as possible. To seek the assistance of such partners after their own multi-year plans have been developed and approved is likely to be unproductive.

SYSTEMS AND PROCEDURES SUPPORTING THE COUNTRY PROGRAMME

23. In reviewing systems and procedures, the evaluation team undertook a brainstorming session among those WFP resident staff responsible for design/redesign, implementation and monitoring of the CP. The purpose was to determine their experience with and views on WFP's management systems and the implementation of the organization's decentralization and other recent changes in systems and procedures as they related specifically to the CP.
24. Due to the decentralization of the regional bureau (ODK) to Kampala in September 2001 and the decision to no longer have separate desks with dedicated geographic responsibilities, there was some temporary confusion on how to obtain technical support and guidance. (Under decentralized procedures, however, the country office is to seek technical support and advice from the regional bureau, in particular from the Regional Programme Advisers. The Regional Director is the Chair of the Programme Review Committee [PRC] and clears all CSO/CP documents, with the advice of the Regional Programme Adviser.)
25. While it was recognized that many of the problems were related to the transition phase, there was a feeling that serious time lags were occurring in document preparation and clearance. Many staff considered the CP process to be cumbersome, placing very significant demands on staff time and resources. New guidelines have now been issued, however, and this should facilitate the processing of documents.
26. Staff also expressed concern about the irregular flow of funds from Headquarters. Throughout the life of the CP, delays of up to six months and more have occurred before funds called forward from Headquarters were received by the country office. In one case, the Kenya country office had expected to receive US\$180,000 for non-food items based on the standard formula for calculating field allocations. However, only US\$26,000 was sent, without explanation. Concern was also expressed about a loss of the capacity to support CP implementation as a result of the closure of the former cluster office in Nairobi. This resulted in the abolition of three key posts: Gender Specialist, Training Officer and Pipeline Manager.

Inadequate Provision of Non-Food Resources

27. The evaluation team is concerned that the curtailment of monetization—which was due to a change in global WFP policy on monetization, combined with the lack of effective partnership arrangements—has had an adverse impact on the financial resources needed to ensure the effective use of food resources through the timely provision of non-food items. Motorcycles needed by MOEST for adequate monitoring have not been purchased, and training of MOEST field staff and community school support staff has been suspended. Of



the 1,362 fuel-efficient cooking stoves desperately needed in these arid and semi-arid regions devoid of fuelwood resources, only 56 have been provided.

Recommendations

- ⇒ The Kenya programme is being adversely affected by a lack of financial resources needed to fund necessary support costs and non-food items. Headquarters should increase the budget allocation of non-food resources to the Kenya country office in each of the remaining years of the present CP. Also, the country office should strengthen efforts to develop partnerships for the provision of critical non-food resources for the ongoing school feeding programme and the two new activities.
- ⇒ In the preparation of the next CSO and CP, the country office needs to prepare a realistic strategy and budget for obtaining necessary non-food resources or it will risk considerable reduction in the effectiveness of food commodities in reaching WFP development goals in Kenya.

Monitoring and Accountability

28. The responsibility for the monitoring and evaluation of the school feeding activity falls primarily on MOEST at both the central and district levels. The District Education Offices are charged with the primary responsibility, but they are hampered by the lack of transport for monitoring staff.
29. The local school feeding committees are responsible for the care of food resources at school sites and for the actual feeding of the children. From all reports and from the mission's field visits, this aspect of the activity is working well. Progress reports from some of the more distant schools are often extremely late in arriving at district MOEST headquarters, which in turn has delayed the timely reporting on school feeding activities, enrolment levels, and other aspects of the activity. The main problem is that some of the schools are so remote that they are not served by the Kenyan postal or telephone systems. Transport is infrequent and often unavailable for long periods of time. If MOEST had the necessary motorcycles for monitoring, the number of reporting delays of this sort could be considerably reduced. It is hoped that the school feeding baseline survey that was carried out in Kenya by the School Feeding Support Unit will be of assistance in assessing the outcomes of WFP's work in this area.

Vulnerability Analysis and Mapping

30. The WFP-Kenya vulnerability analysis and mapping (VAM) Unit is an important and positive element in WFP-Kenya's overall development programme, particularly as the country office begins to focus on the next CSO/CP. Between 1999 and early 2002 VAM focused on drought emergency and related data-gathering endeavours. With the drought apparently over, for the moment, the VAM Unit will have the opportunity to expand on a major draft study entitled "Chronic Vulnerability to Food Insecurity in Kenya-2001". This study forms part of the Standard Analytical Framework (SAF) now being piloted by WFP in Bolivia, Mali and Kenya.
31. Even in a necessarily brief perusal, the evaluation team was impressed by the usefulness of the draft 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 be an invaluable aid to those drafting the CSO and monitoring programme performance.



Recommendation

- ⇒ Headquarters and WFP-Kenya must ensure that this CP and the next contain adequate resources for full, continuing participation by VAM in efforts to improve understanding of the extent and consequences of all aspects of food insecurity and its causality in Kenya. This effort should, in partnership with other donors, focus on building the capacity of the Government and other Kenyan institutions to gather, analyse and report on data revealing the nature, magnitude and trends of factors related to causes of chronic and acute food insecurity.

Meeting WFP's Commitments to Women

32. WFP-Kenya has been an active proponent in mainstreaming gender concerns, both within the CP and as an element of its overall country presence. There have been a large number of WFP-sponsored, gender-related workshops in Kenya. Gender studies have been conducted in the large refugee camps. A well-attended workshop held at Embu in March 2000 and financed by the Gender Action Fund created a new WFP gender strategy in Kenya. The workshop focused on gender issues and awareness at the community level. Unfortunately, because of the 1999/2001 emergency, reduced availability of funding from Headquarters, and the loss of the WFP Regional Gender Officer position, there was no immediate follow-up. During 2001, in fact, no funds were made available for gender activities in Kenya until late in the financial year, and these were adequate to undertake follow-up work in only 3 of the more than 20 districts where follow-up was intended.

ASSESSMENT OF THE CONTRIBUTION OF ACTIVITIES TO COUNTRY PROGRAMME OBJECTIVES

33. Of the three proposed activities, only school feeding has been active during the present 1999–2003 CP period. It is targeted to increasing enrolments, decreasing drop-out rates and improving nutrient availability in 1,362 primary and pre-primary schools in the ASAL areas. As detailed in the full evaluation report, the activity has succeeded in helping schools in the ASAL areas exceed enrolment level targets, although enrolment ratios are still extremely low in three of the ten arid districts.
34. The original intention was to phase down to 250,000 students by the third year and then to 150,000, as schools in the better-off semi-arid districts improved their ability to find alternative ways of providing school lunches. However, the severe drought of 1999/2001 prevented any such phasing down. In fact, some 1.3 million children were added to the school feeding rolls as part of the drought EMOP.
35. There has been little real progress thus far in achieving “sustainability” in the participating school communities. There is little evidence that these communities are better able now than in the past to take over the task of feeding their children. Joint WFP/government efforts to enable the community to do so are focused on the development of micro-projects, using FFW commodities earmarked for this task. These projects are intended to improve the ability of the schools and their parent-teacher associations or other committees to be in a better financial situation to undertake school feeding on their own over the longer term. The pilot phase of this element of the school feeding activity is soon to be initiated.



36. The evaluation team is not convinced that this approach offers much hope. It relies on inexperienced local school staff and untrained and untested school communities to devise income-earning strategies that will enable them to finance the cost over the course of two to three years, or otherwise undertake the implementation of school lunch programmes for several hundred students in each participating school. The evaluation team believes that the long-term answer to the question of how to engender true “sustainability” of school feeding efforts lies in the overall economic growth of communities and increased productivity or incomes of households resident in these areas. This is not a task for MOEST. Rather it is the task of WFP and local NGOs proactively to seek other donor partners to share this broader economic development task targeted to ASAL communities with ongoing school feeding programmes.
37. The sustainability aspect of 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. The school “catchment area,” i.e. the community itself, is the better target. Sustainability should be a fully partnered, multi-donor effort, with WFP continuing to provide food for schoolchildren and, where needed, FFW commodities to support a broader development programme. This should be a principal theme in the next CSO/CP.

Recommendation

- ⇒ WFP/Kenya should discuss with the United Nations agencies in Nairobi the possibility of undertaking a fully partnered effort to achieve sustainability in school feeding during the course of the next UNDAF and CSO/CP cycle. This could be part of a concerted effort (possibly involving the World Bank and one or more bilateral donors) to reduce poverty and related food insecurity in the ASAL districts in Kenya.

Revised Basic Activity 3 and the HIV/AIDS Epidemic in Kenya

38. WFP-Kenya is developing a new Basic Activity 3. It will be a pilot effort in a few badly affected districts to support NGOs in combating the effects of HIV/AIDS in Kenya. WFP-Kenya has argued that a pilot effort is all that can be undertaken within present staffing and budgetary constraints. Based on numerous conversations in Kenya, the evaluation team is concerned that the epidemic is moving so fast and the impact is already so large that little will be accomplished with small, pilot activities. United Nations data projects that approximately one tenth of Kenya’s population will have died from HIV/AIDS by 2010—only eight years from now. The impact on their remaining family members and on the economy as a whole will be catastrophic. Under such circumstances something more than a “pilot” is warranted. The difficulty for WFP is further compounded by the fact that the worst-hit HIV/AIDS areas are the urban centres and the more productive agricultural regions—and not the WFP-targeted ASAL areas.



Recommendation

⇒ WFP/Kenya, in partnership with relevant donors, governmental organizations and NGOs, must begin preparing for the possibility of a massive need for food aid to confront the adverse impact of the HIV/AIDS epidemic in Kenya. While this is certainly an important element to be considered for the 2004–2008 CP, there is a need to move more quickly. The small-scale activity envisioned as the new Basic Activity 3 is likely to be an inadequate response. WFP needs to assess the situation in Kenya quickly and determine if and how it can confront the effects of this looming catastrophe. There are valid arguments for programming the fight against the HIV/AIDS epidemic as emergency assistance rather than as part of a development CP.

APPLICATION OF THE ENABLING DEVELOPMENT POLICY

39. The Country Programme positively addresses all five thematic areas of the Enabling Development policy. The school feeding activity is entirely focused on helping primary and pre-primary children in the ASAL areas to attain more acceptable nutrition intake levels. It is also focused on enabling poor households to invest in human capital improvements through the education and training that is available to them almost entirely as a consequence of the school feeding effort.
40. One of the main conclusions reached during the evaluation team's visit to Turkana was that the school feeding activity was the primary incentive for more than 63,000 primary and pre-primary students to attend school; the vast majority of these students, the evaluation team has concluded, would not have been there without the promise of a regular lunch. As a result of their education these students from among the poorest families in Kenya are offered opportunities. It is hoped that such opportunities lead to more food secure futures than those of the preceding generations of pastoralists. Clearly, this constitutes "enabling" in its most profound sense.
41. The CP's Basic Activity 2 is likely to be reconstructed into an activity featuring FFW-assisted rehabilitation of the assets that were rendered inoperable by the 1998 floods and the 1999/2001 drought in selected ASAL areas of Kenya. This activity is fully consistent with the third and fourth of the five Enabling Development policy objectives, particularly as regards the desilting of ponds and dams heavily damaged by the floods.
42. Finally, the work presently under way is to convert Basic Activity 3 into an HIV/AIDS support programme focused on bolstering the ability of government agencies and NGOs to strengthen the care, training and livelihoods of the families of HIV/AIDS sufferers—particularly the large number of orphans created by this devastating epidemic. This activity is consistent with the first four of the five Enabling Development policy objectives. This will be particularly the case if Basic Activity 3 can be expanded, and allocated significantly more resources in the 2002–2003 period.

MAJOR CONCLUSIONS

43. Major conclusions of the evaluation include the following key points:
 - As a result of the lengthy delay between the preparation of the CSO and the CP, the Kenya CP effectively became both a strategic and programming document. The



former, however, is not an entirely appropriate role for a CP document. In order to prevent the CSO from quickly becoming outdated, there should be a time limit of six months between its approval and finalization of the CP.

- Since the Kenya CP as implemented did not reflect what the country office had originally proposed, the mission expressed concern that the resulting CP was not as well attuned to the local problem context. The result was a CP that was arguably less effective in addressing the root causes of food insecurity in the ASAL regions. Decentralization may help prevent the recurrence of such problems.
- Although the evaluation found that the school feeding activity has generally expanded educational opportunities for target populations, insufficient access to non-food resources has been a major constraining factor in terms of proper monitoring and sustainability.
- The evaluation expressed concern that the sustainability element of the school feeding programme was not entirely appropriate. Arguably the current approach focuses too much on individual schools and not on building livelihoods within the communities themselves to better enable them to assume responsibility for feeding. The report also encourages the country office to explore other means for providing the necessary complementary inputs for the school feeding activity, including proactive partnering.
- To further enhance sustainability, the evaluation favours a greater number of FFW activities undertaken within the same target communities as a means of rebuilding livelihoods and long-term food security assets. The latter approach would make the already substantial school feeding activity one component of a broader programme aimed at building longer-term food security at the community level.



ACRONYMS USED IN THE DOCUMENT

HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
ASAL	Arid and semi-arid lands
CGIAR	Consultative Group on International Agricultural Research
CP	Country Programme
CSO	Country Strategy Outline
EMOP	Emergency operation
FFW	Food for work
ILRI	International Livestock Research Institute
I-PRSP	Interim Poverty Reduction Strategy Paper
LTSH	Landside transport, storage and handling
MOEST	Ministry of Education, Science and Technology
NGO	Non-governmental organization
PRC	Programme Review Committee
PRRO	Protracted relief and recovery operation
SAF	Standard analytical framework
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
VAM	Vulnerability analysis and mapping
WHO	World Health Organization

