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MINISTRY OF RECLAMATION AND DEVELOPMENT OF
ARID AND SEMI-ARID AREAS AND WASTELANDS
(MRDAWS)

DROUGHT PREPAREDNESS, INTERVENTION AND RECOVERY
IN ARID AND SEMI-ARID LANDS
OF KENYA

FORMULATION MISSION
REPORT

JULY 1992

EUROPEAN COMMUNITY
WORLD FOOD PROGRAMME
ROYAL NETHERLANDS EMBASSY

ACRONYMS AND ABBREVIATIONS

AHA	Animal Health Assistants
ASAL	arid and semi-arid lands
CBS	Central Bureau of Statistics
CBPP	contagious bovine pleuropneumonia
CCPP	contagious caprine pleuropneumonia
CFW	cash for work
DC	District Commissioner
DDC	District Development Committee
DCPU	Drought Contingency Planning Unit
DDMC	District Drought Management Committee
DDO	District Development Officer
DDMU	District Drought Management Unit
DMC	Drought Management Committee
DMU	Drought Management Unit
DO	Divisional Officer
EC	European Community
EWS	early warning system
FFR	food for recovery
FFW	food-for-work
GOK	Government of Kenya
IFSP	Integrated Food Security Programme, ASAL Development,
JAHA	Junior Animal Health Assistants
MCH	Mother and Child Health Clinics
MENR	Ministry of Environment and Natural Resources
MET	Meteorological Department
MOA	Ministry of Agriculture
MOH	Ministry of Health
MOLD	Ministry of Livestock Development
MOWD	Ministry of Water Development
MRDASW	Ministry for the Reclamation and Development of Arid, Semi-Arid Areas and Wastelands
NGO	Non-Government Organization
OP	Office of the President
PS	Permanent Secretary
RDMU	Regional Drought Management Unit
RNE	Royal Netherlands Embassy
TA	technical assistance/assistant
TDPCU	Turkana Drought Contingency Planning Unit
TRP	Turkana Rehabilitation Programme
VO	Veterinary Officer
WFP	World Food Programme

EXECUTIVE SUMMARY

INTRODUCTION

The purpose of this mission was to prepare a drought management project in selected ASAL districts and to reformulate the activities of the Turkana district drought contingency planning unit. The mission made detailed proposals for the first phase of a drought management project in Turkana, Samburu and Isiolo (and possibly Marsabit) during the four years 1993 to 1996, and preparation for gradual extension over 20 years to other ASAL districts.

The success of such a project will depend in part on institutional factors outside the team's brief, especially the transfer of present Turkana drought contingency planning to the Ministry of Reclamation and Development of Arid and Semi-Arid Lands and Wastelands (MRDASW), and the re-establishment of a national strategic cereal reserve.

LESSONS FROM TURKANA

Turkana is a pioneer in drought management in Kenya, and has had an active district drought contingency planning unit since 1987. The experience shows that: accurate and timely warning of acute food insecurity is possible; a link between early warning information and intervention to prevent a crisis is essential but difficult to achieve; intervention programmes such as food-for-work (FFW) and emergency livestock purchase to protect herder purchasing power have considerable potential, but are difficult to manage; and open-ended FFW schemes carry considerable risks, although food is an essential resource in drought management. Turkana offers important lessons for other ASAL districts in drought management. The Government of Kenya is to be commended for creating a system unique in Africa.

DROUGHT MANAGEMENT AND THE USES OF FOOD AID

Drought management means reducing and managing the impact of drought in order to prevent a famine. Vulnerability is caused both by a lack of cereal supplies (the main food even of pastoralists much of the time, especially during scarcity), and by the inability of poor people to buy or get by barter the cereals that are available. This happens because poor herders and farmers lack purchasing power; in the ASAL districts this is usually caused by a decline in livestock demand and prices, and a lack of waged jobs. Drought contingency planning addresses these issues through advance planning, drought intervention, and support for recovery.

Despite the many problems associated with its use, food aid has a crucial part to play in drought management. Food aid must be used flexibly when and where it is needed, not just because it is available. There are many alternative uses of food aid, including: free relief distribution, school feeding, targeted supplementary and therapeutic feeding, controlled sales, commodity exchanges (eg grain-for-livestock), cereal banks, monetisation, food-for-work (and cash-for-work) and work-for-livestock. Care must be taken not to displace existing cereal markets.

BENEFICIARIES OF THE PROJECT

The main beneficiaries of a drought management project are not the long term destitute, particularly populations which have become dependent on FFW. Different approaches must be adopted in such cases. The beneficiaries of a drought management project are mainly poor households, marginal to the pastoral economy, who are the first to be forced out in a drought, but who have the skills and desire to return.

INSTITUTIONAL FRAMEWORK

In each district reached by the project, a district drought management unit (DDMU) will be set up (the existing unit strengthened in the case of Turkana), headed by a team of three professionals under a District Drought Management Coordinator. The DDMU will be attached to the District Development Office, and will form part of the staff of the MRDASW posted at district level. The DDMU will operate an early warning system (EWS), carry out drought contingency planning, and, in the event of a drought, coordinate intervention and recovery.

A district drought management committee (DMC) will be set up in each district as a subcommittee of the DDC, chaired by the DC, with the district drought management coordinator as secretary. The DMC will make district drought policy, create divisional drought management committees, and coordinate the drought activities of line Ministries, NGOs and others. The DMC will work principally through ad hoc working groups on specific activities.

A regional drought management unit (RDMU) will be set up to coordinate and supervise the work of the district DMUs. The RDMU will report to the Permanent Secretary of the MRDASW. It will be headed by a coordinator, who will be a member of the DDCs of districts with DMUs. The RDMU will plan and oversee the expansion of the drought management system to other ASAL districts.

CONTRACTING OUT INTERVENTIONS

For each intervention undertaken by the DDMU, an implementing agency will be contracted. Each intervention will be formulated as a sub-project with specified objectives, costs, duration and outputs. Sub-projects involving food-for-work will be directed at community or public works, such as roads, small scale water harvesting, or schools. Emergency livestock purchase or restocking will also be contracted where possible. Contractors may be line Ministries, NGOs, donors, community groups (including women's groups) or the private sector; contractors will generally be based within the district concerned. Contracts will be for a limited duration, with specified outputs or products, and the contractor's performance will be evaluated before further contracts are entered into.

DROUGHT CONTINGENCY PLANNING

District DMUs will plan and prepare for drought. They will set up and operate a district Early Warning System (EWS). The EWS will monitor indicators of environmental, economic, social, nutritional and behavioural change, through use of existing data, aerial surveys, and regular household and community interviews. The purpose will be to detect potential risks to food security within the district, and warn the authorities and local communities. Warnings will be classified into four levels of ascending severity: Normal / Alert / Alarm / Emergency. Warning levels will be used to guide interventions.

Drought preparedness will build up quick response capability, so that reactions are ready when the EWS signals an alert or alarm phase. Activities which contribute to this, to be undertaken by the project in each district, include: (i) ongoing use of food aid in a small number of limited-term actions selected for their development value (especially in reducing vulnerability of marginal populations), and their role in developing and testing procedures, and training staff; (ii) the design of shelf projects ready for rapid implementation when required; (iii) pilot cereal banks; (iv) seminars with pastoralists on drought preparedness; (v) preparation of a district Drought Contingency Manual describing what district officials should do in a drought; (vi) baseline surveys and research to better understand drought processes and potential remedies; (vii) logistical preparation, including storage, communications and transport; (viii) creation of a drought contingency fund to make quick reactions possible; and (ix) training.

DROUGHT INTERVENTION

When the EWS triggers an "alert" warning stage, preplanned responses will be activated. These include food and cash for work, emergency livestock purchase, and animal and human health.

Pre-planned food and cash for work programmes will meet temporary food and income shortfalls among the marginal pastoral population. They will provide employment for able-bodied members of groups at risk of food shortage or serious asset depletion. Payment will be based on WFP daily rations. Such work will include: small-scale soil conservation and water harvesting, especially micro-catchments; planting of indigenous tree species; construction and maintenance of community assets such as wells, schools or clinics; and construction and maintenance of infrastructure such as roads or permanent grain storage facilities. These works will have been planned as shelf activities during the drought planning stage. They will be small-scale and widely distributed, so as to avoid large population concentrations and the risk of mass contagious diseases. These works will be carried out using the contractor principle described above.

Emergency livestock purchase programmes will be undertaken in order to protect the purchasing power of pastoralists faced by a sudden decline in the value of their animals. Such programmes will also help destock the range when the vegetation is under pressure. Animals will be purchased for cash, grain or a combination of the two. Purchased livestock will be sold out of the affected area if they are fit enough, and if this does not further depress prices; otherwise the animals will be slaughtered and the dried or canned meat distributed as relief. Emergency livestock purchase will be implemented through the contract procedure.

Animal disease is an urgent problem in a drought when animals are weak and crowded. Measures will include special vaccination campaigns against anthrax, blackquarter, CCPP, CBPP and rinderpest, to be contracted to the Veterinary Department.

Early in an alert stage, human health activities will be stepped up: MCH clinics will be increased to raise immunization coverage of small children. At a later stage, supplementary feeding programmes and a district-wide cholera, BCG and measles vaccination campaign will be organised through district hospitals and NGO health facilities.

DROUGHT RECOVERY

When the EWS signals the end of the drought, new activities will be triggered. Food-for-work schemes will be progressively but firmly closed, and restocking and other programmes to rebuild household assets started.

FFW schemes will be issued a notice of closure within a specified time period. During this period food or cash payments may be increased to allow workers to constitute reserves, or participants will be given a lump-sum payment, or a work-for-livestock scheme will be implemented, through which participants bank their earnings in return for livestock at the end of the period.

The project will also restock households during the recovery period. Such households will be selected in part by representatives of the pastoral group to which the restocked households belong. The restocking package will include enough animals to enable households to return rapidly to the pastoral economy. The animals will be given as a gift, without repayment or interest, in order to reduce administrative costs and speed up independence. Restocking will be carried out through the contract mechanism.

RESEARCH AND TRAINING

Successful drought management depends on a clear understanding of the impact of drought on the rural economy, especially the way people cope with stress. Drought creates food insecurity by complex and linked processes, which must be understood if the district and regional DMUs are to function effectively. Although considerable research has been carried out in the pastoral areas of Kenya, there are still important unanswered questions.

The project will review studies of drought coping by pastoralists in northern Kenya in order to present conclusions of use to decision makers and to the district and regional DMUs in formulating drought management strategies. The project will commission a detailed study on drought in Turkana, using especially information in the database of the Turkana drought contingency planning unit. It will also commission a study of vulnerability thresholds, social networks and collective coping strategies in Turkana and Isiolo, with a view among other things to clarifying the position of long-term destitutes, especially those in FFW settlements.

The project will train its own staff, Ministry personnel and others, including: training for district DMU staff in survey and reporting techniques; training in food management, logistics and supervision of FFW; food security planning and implementation; the use of geographic information systems; disaster management; and other training, including a study tour of the employment guarantee scheme in India, and training to BA/BSc and MA/MSc level.

STAFFING

MRDASW will second personnel to staff the three district and one regional offices, including a senior officer as regional coordinator. District officers will each have three professional staff; and divisional officers, field monitors and supporting staff will be recruited. The regional DMU will have three seconded staff from MRDASW, backed up through technical assistance by a data systems adviser, and a logistics officer/pilot; the regional WFP food planning specialist, posted to Turkana or Isiolo, will work closely with the project as a part of his/her terms of reference.

**DROUGHT PREPAREDNESS, INTERVENTION AND RECOVERY
IN ARID AND SEMI-ARID LANDS OF KENYA**

PROJECT REFORMULATION MISSION

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1.3 INTRODUCTION TO TURKANA, SAMBURU AND ISIOLO

Isiolo, Turkana and Samburu districts are all ASAL districts, characterised by drought: on the basis of the long-term average, minor localized droughts are expected once in every 3-4 years and major widespread droughts once in every 10 years. As is the case in all ASAL districts, these are risky areas, most effectively occupied by irrigation farmers or mobile pastoralists.

Population estimates (1989) for the three districts are: 102,000 in Samburu, 67,000 in Isiolo and 250,000 in Turkana. All are extrapolations from the last census released in 1979, and should be treated with great caution.

Pastoralism is the dominant economy in all three districts, based on cattle, camels, sheep, goats, and donkeys. The main pastoral groups are Turkana and Samburu in the districts bearing their names, although Turkana also form approximately 20 percent of the population of Samburu district. In Isiolo district, the Boran are the main pastoral group, with a substantial but widely changing population of Somalis. While livestock raising is the main activity, rainfed cultivation, mainly of sorghum, is practiced to some extent. Irrigated cash cropping has been established along the major river systems in Turkana and Isiolo.

Turkana, Samburu and Isiolo share with other ASAL districts the problem of recurrent drought, which can trigger widespread economic damage and human suffering. Turkana has for some years been experimenting successfully with a drought management system; the purpose of the present project is to extend and adapt this initiative to other ASAL districts.

PART I: BACKGROUND, POLICY AND INSTITUTIONAL FRAMEWORK

CHAPTER 1. INTRODUCTION

1.1 OBJECTIVES OF THE MISSION AND TERMS OF REFERENCE

This project reformulation is the result of discussions between the Government of Kenya and donors who have cooperated in development in Turkana over many years. Large scale drought relief took place in Turkana from the early 1980s, which changed in the mid-1980s to food-for-work. From 1987 the Turkana District Drought Contingency Planning Unit (TDCPU) has operated an Early Warning System (EWS) which has had an important impact on the way drought reactions are planned and droughts are managed in Turkana. This EWS is one of the most successful in Africa, and is a model for other ASAL districts.

However, there are still problems in Turkana in using the EWS to trigger and guide interventions. If the system is to be improved in Turkana and extended to other districts, these problems need to be solved.

The present mission was organised and funded jointly by three of the major donors in Turkana: the World Food Programme (WFP), the European Commission (EC), and the Royal Netherlands Embassy (RNE). As preparation for the task, a post evaluation of the TDCPU was organised in May 1992. Its report, *Turkana Drought Contingency Planning Unit Report, Post Evaluation Mission Report*, was an important preparatory input to the present mission. In June 1992, preliminary consultations were organised in Isiolo and Samburu, in which line Ministry officials and local pastoralists discussed drought and ways to manage it. These consultations were also an important input to this report.

The primary objective of the mission, formally titled *Project Reformulation Mission, Drought Preparedness and Drought Intervention in Arid and Semi-Arid Lands of Kenya* was to "prepare a Drought Management Project in selected ASAL districts". The composition of the mission and its terms of reference are found in Annex 1.

1.2. HISTORY OF THE MISSION

The mission assembled in Nairobi on 1 July 1992 and was briefed by the Ministry of Reclamation and Development of Arid and Semi-Arid Lands and Wastelands (MRDASW), WFP, EC, the Netherlands Embassy, the World Bank and TDCPU. On 2 July the mission met with the Permanent Secretary, MRDASW, who emphasised that the GoK wished to extend the Turkana DCPU experience to all ASAL areas.

The mission travelled to Lodwar on 2 July, and remained there until 13 July. During this time it had discussions with the District Commissioner, the District Development Officer, members of the Turkana DCPU and other district officials. The Deputy Secretary Development, MRDASW, joined the team on 8 July, and was present during the rest of field work and report preparation. The mission flew to Maralal on 13 July for consultations with the District Commissioner and officials in Samburu district, and to Isiolo for similar consultations on 14 July, returning to Nairobi on 14 July. The list of persons consulted is found in Annex 2.

The mission is grateful for the support it received from GoK and donor officers in Turkana, Samburu, Isiolo and Nairobi. Staff of the Turkana DCPU and WFP in Turkana provided especially dedicated and sustained support, which is gratefully acknowledged.

1.3 INTRODUCTION TO TURKANA, SAMBURU AND ISIOLO

Isiolo, Turkana and Samburu districts are all ASAL districts, characterised by drought: on the basis of the long-term average, minor localized droughts are expected once in every 3-4 years and major widespread droughts once in every 10 years. As is the case in all ASAL districts, these are risky areas, most effectively occupied by irrigation farmers or mobile pastoralists.

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Turkana, Samburu and Isiolo share with other ASAL districts the problem of recurrent drought, which can trigger widespread economic damage and human suffering. Turkana has for some years been experimenting successfully with a drought management system; the purpose of the present project is to extend and adapt this initiative to other ASAL districts.

CHAPTER 2. LESSONS FROM TURKANA

The Turkana district Drought Contingency Planning Unit (TDCPU), operational since 1987, provides a potential model for the development of drought monitoring and intervention in other ASAL districts. It is therefore important to draw lessons from its work. Five are particularly important:

(i) Accurate and timely early warning of acute food insecurity is possible. This is best done through a combination of methods. In the Turkana case, a mixture of aerial survey of the entire district and ground monitoring in a sample of households and communities has been effective. This information is a valuable resource for ordinary district planning and development, in addition to its early warning role.

(ii) The link between information and intervention is essential, but more difficult to achieve. Unless this link is made, district early warning systems may become simple information gatherers. This would be dangerous: unless there are users who need the information for action programmes, the quality of the information system will certainly decline. District drought management units should be given a coordination role in intervention activities to ensure that information and intervention have this organic link.

(iii) Turkana demonstrates both the potential and problems of food-for-work (FFW) and emergency livestock purchase in protecting poor people's food security. Sufficient local institutional and management capability are a bottleneck in both cases. The well-documented experience of such interventions in Turkana provides an unusually detailed basis for planning improved operations. Turkana's failures, as much as its successes, give invaluable lessons for the future.

(iv) These lessons, especially in using food-for-work (mainly through the Turkana Rehabilitation programme) as a drought intervention and recovery strategy, must be incorporated in any future project. They are essentially:

- that permanent, on-going FFW schemes which are open-ended in terms of duration or number of workers absorbed, are not appropriate for drought management in pastoral areas;
- that flexibility in responses to information on changing stress conditions is essential to effective drought management;
- that the type of work chosen for implementation by FFW or cash-for-work (CFW) must be developmentally useful and environmentally sustainable;
- that food is a highly visible and politically sensitive resource, and is therefore constantly liable to misuse;
- that in impoverished pastoral communities, targeting of FFW/CFW needs special attention, since otherwise it may encourage household splitting;
- that women's involvement in planning, management, evaluation and training in FFW/CFW should be proportional to their participation as workers.

(v) Turkana offers a useful model for drought management in other ASAL districts, and its Drought Manual, now in an advanced draft, provides a transferable institutional memory of this experience. Adaptations of both the model and the Manual will be necessary in other districts, especially those with an economy based more on agriculture, but they offer the best starting point for such work.

A full analysis of the Turkana DCPU experience, including lessons from FFW and emergency livestock purchase programmes, is contained in Annex 3.

Kenya Government and donors are to be commended for having financed and operated in Turkana perhaps the only successful drought contingency planning system in the entire continent. The challenge now, as was pointed out to the mission by the Permanent Secretary of MRDASW, is to take the lessons learned and apply them to other districts with the long term objective of covering all ASAL districts.

CHAPTER 3. SUMMARY OF REFORMULATION PROPOSALS

3.1 OVERALL PROJECT OBJECTIVES

The overall objectives of the project are to strengthen district-level capacity to monitor and predict the development of droughts, and to mitigate their impact by triggering timely and effective responses to early warning information.

3.2 SCOPE AND TIMING OF THE PROJECT

(i) First Phase Project 1993-96

The mission recommends that there be a first phase project of 4 years from January 1993 to December 1996. In this phase, project activities would be reorganised in Turkana, and extended to Isiolo and Samburu, where District Drought Management Units (DDMUs) will be set up on the model of the Turkana Drought Contingency Planning Unit (which would be renamed as the Turkana DDMU). These units, which are described in chapter 5 below, will have the task of developing district level strategies.

The mission further recommends that a Regional Drought Management Unit (RDMU) be created from 1993 to coordinate the activities of the three district DMUs. More detailed proposals are made for the regional DMU in chapter 5.

(ii) Longer Term Perspectives

Although the mission's terms of reference refer only to "selected ASAL districts", the mission was asked by the Permanent Secretary of MRDASW during its briefing at the start of its work to consider how the system in Turkana could be extended to all other ASAL districts.

It is the view of the mission that although the Turkana model provides an excellent start, it needs refining and modification even in other livestock production districts, and especially in districts where agriculture is important. It is proposed that the Regional DMU be mandated to plan the expansion to cover further ASAL districts after 1996 as suggested in Annex 4. At different points in the first phase, decisions will have to be made and resources committed for this expansion. The mission believes that such expansion will be possible, since the two key resources - logistical capability encapsulated in the aircraft, and training capacity encapsulated in the experienced staff implementing the system - will be available during the first phase. The major mid-term evaluation planned during late 1994/early 1995 will be the moment to make decisions about this. The options are outlined in Annex 4.

It is the mission's view that the real time horizon of a national drought management project of this sort, to cover all ASAL districts, is about twenty years (with an approximate frequency of major drought of once in each ten years, this period is likely to include two major droughts and several smaller ones). It is therefore important that the GoK discuss with other donors than the EC, WFP and the Netherlands how they can begin to take part in such a long term project. Clearly other donors with area based programmes in the ASALs should be brought into this discussion as soon as possible. The already existing mechanism of the World Bank ASAL Programme, which is charged with coordinating future donor planning on the ASALs, may be a good framework for such discussions.

(iii) External Conditions for Success

There are two important problems which will affect the success of the project, neither of them within the power of the mission but both within the power of the Government of Kenya to resolve.

The first concerns the institutional framework for the project. The model for the project is the Drought Contingency Planning Unit in Turkana. This unit has previously been a part of the Turkana Rehabilitation Programme, under the Ministry of Regional Development. The mission understands that moves are underway in the Office of the President to relocate the TDCPU in the Ministry of Reclamation and Development of Arid and Semi-Arid Lands and Wastelands, which has been mandated by OOP to reclaim and coordinate integrated development programmes and activities in ASAL areas. In view of the previous experience in Turkana, and of the wider brief of the present project than Turkana alone, the mission considers it essential to the success of the project that this change be made soon.

The second problem concerns the national strategic cereal reserve.

One of the major lessons of the 1984 drought in Kenya was that a national strategic cereal reserve was needed as a buffer stock to weather future droughts. In particular, a national strategic maize reserve was recommended to maintain broad self-sufficiency without using scarce foreign exchange on food imports. Following this, the National Cereals and Produce Board established and maintained a national strategic maize reserve, with minor fluctuations, until the 1990/91 season. Thereafter the reserve declined rapidly and is now non-existent.

The mission believes that the re-establishment of the national strategic cereal reserve is an essential component of a national drought preparedness strategy. Without such a national reserve, district efforts at drought preparedness will be jeopardized.

CHAPTER 4. POLICY

4.1 POLICY FRAMEWORK OF GOK

Like all other policy, drought policy in Kenya is ultimately made by the Cabinet. Various lower organs of the state are responsible for planning and generating policy. National policy on drought preparedness and drought intervention planning will be made primarily under the Office of the President which will chair the National Drought Contingency and Management Committee.

The National Drought Contingency Action Plan has already assigned responsibilities to various government organisations. Among these are :

<u>Function</u>	<u>Organisation</u>
National Drought Secretariat/Planning Data	MONPD
Early Warning System	MOA
Weather Data	MET Dept.
Vegetation Cover	Remote Sensing Centre
Livestock	MOLD
Water Resources	MOWD
Drought Management in ASAL	MRDASW

Policy Framework

CABINET

OOP

- overall national policy and guidance
- security
- chair, NDC committee

MNP&D

- national data & information collection through NDCS

MOLD

MOA

KENYA MET.DEPT.

KARI

MOH

MRDASW

MERN

DRSRS

OOP

KWS

CBS

MTW

MSM

MRDASW

- Implentation
- Coordination of regional and district based DMU and Mgt Projects

RDMU

DDMCs

DMUs

- Appointment of reg. and district proj. officers
- Monitoring
- Evaluation
- Liason with donors, NGOs private sector
- Funding

4.2 GENERAL PRINCIPLES OF DROUGHT MANAGEMENT IN ASAL

Drought management is a process of reducing and managing the impact of drought in order to prevent it turning into a famine. Drought management has three main types of activity: contingency planning and other readiness measures before the drought, reaction and intervention measures during a drought, and recovery measures after the drought.

(i) Vulnerability

In arid and semi-arid districts such as Turkana, Samburu and Isiolo, pastoralists and agropastoralists are a majority of the rural population. Although livestock raising is the main economic activity of these pastoral communities, their diet depends to an important degree on cereals, obtained mainly by market or barter exchanges of animals and animal products. Milk, and to a much lesser extent meat and blood, are consumed by these pastoralists, but make a limited contribution to the diet, especially in drought years. The vulnerability of such people who do not grow their own cereals depends mainly on:

- whether cereals are available; and
- whether people can afford to buy or barter the cereals which are available, or obtain them in some other way.

Almost all drought management activities turn around these two issues.

(ii) Normal Periods: Contingency Planning

In normal times, when there is no drought, drought contingency planning prepares the district for the next drought. Plans are drawn up, people are trained, institutional frameworks such as committees are built up, shelf projects to be implemented in the drought are prepared, resources including food may be stockpiled. These preparations are enshrined in a district Drought Manual, as an institutional memory of what is to be done. During this period also measures which reduce overall vulnerability to drought are undertaken, especially building physical infrastructure, such as improving the road network or the livestock marketing system. An early warning system is created to monitor selected indicators of ecological and socio-economic change and human wellbeing, and give advance warning of a deterioration. On the basis of these indicators, the district is assigned to a particular "warning stage", ranging from "normal" most of the time, through "alert" at the appearance of evidence of trouble, to "alarm" when the situation deteriorates substantially, and eventually to "emergency" if a crisis is not prevented.

(iii) Alert and Later Stages: Intervention

From the "alert" stage onwards, the contingency measures planned during normal periods are put into effect. The most important of these concern the availability of cereals, and poor people's ability to obtain them. Measures to increase the availability of cereals include ensuring that normal market channels and strategic reserves are functioning properly, and bringing additional cereals in through food aid. Measures to protect and increase access to cereals fall into two main categories: measures to maintain the purchasing power of herders by buying animals in the market to prevent prices from collapsing, and measures to provide alternative employment outside the pastoral economy on food-for-work or cash-for-work programmes.

(iv) **After the Crisis: Recovery**

During the recovery period after the drought, the emphasis changes again, to activities designed to rebuild the pastoral economy as rapidly as possible. The main emphasis at this stage is on rebuilding household herds, and on reconstituting other household reserves and assets. Households are particularly vulnerable during this period, and even a small drought can precipitate a new crisis; for this reason the recovery phase needs adequate resources and should be undertaken as rapidly as possible.

(v) **Long-Term Measures to Reduce Vulnerability**

In the opinion of the mission, it is not the task of a Drought Preparedness project to plan or undertake more general measures designed to reduce the vulnerability of rural populations to drought. Such activities - for example, improving livestock market infrastructure and roads, or undertaking regular livestock vaccination campaigns - are vitally important, and in the long-run will reduce the need for drought preparedness and intervention. But the proposed district and regional drought management units will not have the capacity or resources to do both jobs effectively.

It is proposed that the district and regional units should make proposals about such activities within the district drought contingency plan, for discussion within the drought management committee and DDC, for eventual co-financing with interested donors. (In the case of the present project, the livestock components of such vulnerability reduction could be a fruitful area of discussion with the EC funded KLDP, based in Isiolo.) The existence of effective district level early warning information, as in Turkana already, will be an important stimulus to donors to use this information in planning activities to reduce vulnerability.

4.3 USES OF FOOD AID

Food aid is a primary resource, much more readily available than cash or other types of assistance. Past experience with food aid in Turkana has been mixed, with some very negative examples, but food aid remains an important key to drought preparedness and intervention in ASAL districts which are in chronic food deficit. A major task of drought planning is to broaden the range of ways food aid is used.

(i) **Using Food Aid Flexibly**

In the context of an on-going drought monitoring and management policy, it is important that food resources are available for use when and where they are needed, in prompt response to the signals of the EWS. However, during normal periods when the local economy is not under stress, direct inputs of food in commodity form are not always appropriate and must be used judiciously and flexibly. The lessons of the Turkana experience of food aid management, particularly the largely negative experience of entrenched food-for-work programmes, are summarised in chapter 2 and discussed in detail in Annex 3. It is critically important that those lessons are carried forward into the present project. Perhaps the most basic is the need for flexibility in response to different areas or groups, and different stages of drought stress. The detailed and sensitive information system developed by the TDCPU makes the planning of timely and appropriate action possible. This capacity must be matched by flexibility in types of operation and resource use if it is to be translated into an effective information-and-response system of drought management.

In drawing up the contingency plans and shelf activities discussed below, therefore, District DMUs should make full and flexible use of the range of channels through which food aid can be directed to meet particular circumstances. A number of specific activities using some of these channels are described in the following paragraphs; further innovative and experimental variations can no doubt be developed. Available modes of operation include:

(1) Free relief distribution. Free distribution of food is appropriate only in exceptional emergency situations, when the local food system has temporarily collapsed and people have lost all other entitlements to food. In the event of such a crisis in any of the project districts, extraordinary measures will be needed to mobilise short-term emergency relief food for delivery to clearly identified beneficiaries at dispersed sites, with the advice and guidance of the District DMU. However, the fundamental purpose of a drought management policy is to prevent such a situation developing: if the project is wholly successful, the need for free food distributions in these areas in future should be eliminated. In reality, it would be unwise to assume such total success, and the emergency relief option should be kept open as a last resort: but free distributions are not considered as part of the normal drought management activities set out in this chapter.

(2) School feeding. The free provision of basic rations (maize, beans and vegetable oil) for children at their place of schooling is an effective and administratively simple intervention which has obvious value in supporting the nutritional status and education of children in normal times. In Turkana it has also proved its value as an expandable operation in response to stress. In fact, the custom of sending increased numbers of pastoral children to school in times of food shortage is so well established that it is used as an indicator of stress by the DCPU.

(3) Targeted supplementary and therapeutic feeding. Nutritionally essential supplements to the basic diet can be provided to identified vulnerable groups, such as malnourished children and pregnant or nursing mothers. A regular ongoing programme of such supplementary feeding, through channels such as MoH and NGO Mother-and-Child Health clinics (MCHs) is appropriate in the prevailing conditions of the ASAL Districts, and provides a logistical basis for rapid expansion if the DMU information system detects a deterioration in the nutritional status of target groups in times of stress. Under the project, dried skimmed milk and sugar will be provided for regular supplementary feeding of malnourished children.

(4) Controlled or "closed-circuit" sales. In certain situations where the target population has the resources to buy non-livestock foodstuffs and wishes to do so, but is faced with a supply shortage through the normal market channels, the controlled sale of food aid commodities is an available option. Its appropriateness in any specific situation should be assessed by the WFP (or other food donor) in consultation with the DMU and local communities. In particular, the two difficult questions of (a) targeting such assistance and (b) determining the sale price should be carefully considered in each instance. Controlled sales should normally be used as a temporary support measure in "alert" or "alarm" periods: as such they should be of limited and defined duration. Money generated by the sale of food aid should be re-cycled into the contingency funds held by the Regional DMU for other drought intervention or recovery measures.

(5) Commodity exchanges (such as grain-for-livestock or hides). The emergency livestock purchase programmes described in chapter 7.2 are examples of the flexible use of the grain-for-livestock exchange principle. Short-term support to vulnerable groups and the pre-empting of rapid declines in their asset values may also be achieved through the exchange of grain for hides and skin, or other products as appropriate to specific conditions.

(6) Cereal banks. If pilot cereal bank schemes are introduced in any of the project districts, following the necessary investment of research and consultation described below, it may be appropriate to provide food in commodity form as starting capital.

(7) Monetisation. A proportion of food aid provided to the project will be monetised to support the general operations of the DMUs and RDMU. Within the WFP parameters laid out in chapter 14 (Procedures for Monetisation), there will also be a significant margin of flexibility to allow the proportion monetised to vary according to the level of drought-stress indicated and the appropriate action decided on. In normal periods when there is no general shortage of staple foods, very limited inputs of food in commodity form should be used. In alert and alarm situations, expanded activities and changing food supplies will require a higher ratio of food to money inputs. Through monetisation, food can also be translated into other commodities and assets (such as livestock or tools) when these are judged to be the appropriate form of aid at the point of delivery to beneficiaries.

(8) Food for work (FFW) and Cash for work (CFW). Food-for-Work schemes, which have been the major mode of delivery of food aid in Turkana in recent years, are only one available channel for the use of food aid. It can be an effective channel. Appropriate, clearly delimited and well-managed FFW/ CFW projects can provide targeted entitlement support in times of stress, simultaneously protecting vulnerable population groups against acute periods of food insecurity, and reducing the pressures for asset and livelihood erosion in the livestock economy. At the same time, they can achieve worthwhile community and district developmental works. The lessons of FFW in Turkana can be turned to good account in the proposed drought management system, by moving forward and avoiding the repetition of mistakes. With those lessons in mind, the DMUs should make considered and imaginative use of FFW, in flexible combination with Cash-for-Work, in drawing up their contingency plans for drought interventions. Some of the operational principles for such interventions are set out in the sections which follow, while the Turkana lessons are summarised in Chapter 2 above, and in more detail in Annex 3.

(9) Work for livestock: adaptations and innovations. The work-for-livestock system described in chapter 8.1 below is one example of an imaginative innovation which combines the substitution of livestock for food resources in a FFW/CFW set-up, with an adaptation of the payment system to allow participants to accumulate capital. In designing interventions, DMUs should be open to the possibility of experimental variations of the modes of operation described, in response to specific needs and situations. Indeed, the cycle of drought preparedness and intervention envisaged in this project involves recurrent phases of planning, implementation, evaluation, and again planning. This process should generate constant innovations in the use of resources for a responsive system of drought management.

(ii) Food Aid and the Turkana Cereal Supply System

When any significant quantity of food aid is brought into an area, care must be taken to ensure that sustainable local supply channels are not weakened or displaced, since this can cause a catastrophic collapse of availability in the longer term. There is some relevant experience from Turkana.

In Turkana the normal sources of cereals, apart from aid, are limited local production and sales of sorghum; direct bartering by pastoralists with farmers along their migration routes; and commercial market channels bringing in maize from the south. The commercial network is limited in scale, and controlled by a closed circle of mainly Somali traders who also have considerable monopoly interests in transport. However, these traders are primarily interested in the supply of livestock out of Turkana, and the grain trade is simply the reverse side of this: many commercial transactions take the form of direct animal/ grain barter. Consequently, the market is dispersed through small "dukas" (shops) and mobile traders dealing directly with pastoralists, and is a reliable source as long as there is no generalised national grain shortage.

There is no evidence that food aid in Turkana has so far displaced any of these channels of availability, and the focus of monitoring and intervention has rightly been on access and entitlements. Any changes in availability are captured by the TDCPU monitoring system, through indicators including local crop production, composition of household diets, and meat:grain price ratios. However, given the uncertainty about the future of the parastatal marketing system (NCPB), and the currently reduced availability of cereals at the national level, it is recommended that:

- (a) basic research on normal supply channels and any potential displacement effects of aid should be included in the primary research and planning for the new ASAL Districts to be added to this project; and
- (b) the availability of cereals, particularly through commercial channels, should continue to be carefully monitored in all Districts.

4.4 PROJECT BENEFICIARIES

In the districts in Zones VI and VII there are four basic subsistence/production groups: nomadic pastoralists, semi-nomadic agro-pastoralists, settled agriculturalists and settled wage earners. Two groups of nomadic pastoralists are particularly vulnerable to drought: dependents and poor herders. Many semi-nomadic agro-pastoralists move in and out of the pastoral system, and are highly vulnerable to drought. Most settled irrigation farmers in ASAL districts are poor. Their vulnerability to drought depends upon the reliability of the water source used for cropping, market prices for produce, and the availability of food to purchase with returns. Most of the 'hard-core' destitutes are found in the settlements. Their vulnerability to drought depends on how it affects income and the prices and availability of food.

In the mission's opinion, it is important to stress that the beneficiary population for this Drought Preparedness project is not the long-term FFW dependents and destitutes. It is the larger population of marginal pastoral and agropastoral households who are just holding on in the pastoral economy, or who have just been forced out but have retained their social and economic links to the pastoral economy. These are the prime beneficiaries of project activities, with the goal of making them more food secure.

The long-term FFW dependents and destitutes are a different problem, requiring different solutions. The project will commission a study of this population and their options, with a view to making proposals to the GoK and donors for other types of activity, outside the scope of the present project, to resolving this long-standing problem.

A more detailed analysis of vulnerable populations and beneficiary groups for drought preparedness measures is contained in Annex 5.

CHAPTER 5. INSTITUTIONAL FRAMEWORK

This chapter describes the institutional framework proposed for the project at district and regional levels. The most important element of this is the creation (or strengthening in the case of Turkana) of district Drought Management Committees, and Drought Management Units, in each district covered by the project. The district units will be coordinated by a single regional Drought Management Unit. An important new procedure - the contracting system - through which district and regional units will undertake or support activities, is also described here.

5.1 DISTRICT DROUGHT MANAGEMENT UNIT

In each district covered by the project a district Drought Management Unit (DDMU) will be created. In Turkana, this role will be taken over by the existing district Drought Contingency Planning Unit (DCPU), which will be renamed. The district DMU will in each case be composed of a Drought Management Coordinator, a Drought Contingency Officer and a Drought Data Officer, with supporting staff.

The district DMU will have three main responsibilities:

- Operation of an Early Warning system.
- Contingency planning.
- Coordination of intervention planning and implementation.

This will be done through:

- EWS Data collection, processing and presentation to all levels in the district (including communities) in formats they can readily use.
- Provision of technical information and advice to the DMC and through it to the DDC.
- Preparation of detailed shelf plans, in consultation with the communities, implementing agencies and DMC (as outlined in sections 5.5 and 6.2).
- Management and disbursement of resources for field interventions through the DMC Working Group mechanism, described below.
- Appraisal, monitoring and ex-post evaluation of interventions.
- Accounting of resources to the DDC and the Regional DMU. The RDMU will report to the Permanent Secretary of the MRDASW, and through him to the National Drought Contingency Secretariat of the MPND.

In each district the DMU will be attached to the District Planning Unit under the DDO.

The mission was led to understand in its discussions with Government, that some functions of the Turkana Rehabilitation Project (TRP) are to be transferred from the Ministry of Regional Development to MRDASW, and that a decision is pending on this at the Office of the President. It is important that the Drought Management Project gets only a small number of relevant staff from TRP. These will mainly be current TDCPU personnel and some logistics staff.

Detailed terms of reference for the DDMU are contained in Annex 6. The staffing requirements are outlined in chapter 9.3.

5.2 DISTRICT DROUGHT MANAGEMENT COMMITTEE

In the two new districts a District Drought Management Committee (DDMC) will be constituted as a sub-committee of the District Development Committee. It will be chaired by the District Commissioner and the secretary will be the District Drought Management Coordinator. A District Drought Management Committee already exists in Turkana. Membership of the DMC will include key ministries, ASAL programme officials, donors and NGOs with drought related activities.

The DMC will be responsible for:

- . Making district drought policy.
- . Creating divisional drought management committees.
- . Liaison with DDC, GoK Ministries and the regional DMU.
- . Constituting ad hoc working groups for specific interventions

Since the DMC is a subcommittee of the DDC, its secretary, the District Drought Management Coordinator, will sit in the DEC and through participation in the DEC will also be a member of the DDC. The Regional DMU Coordinator, or his/her designate, will be expected to participate in the DDCs of the various districts.

The district DMU will form the technical secretariat of the DMC.

5.3 DMC WORKING GROUPS

Specific ad hoc working groups will be created by the DMC to plan and execute particular interventions, since the DMC itself is too large and mainly focuses on policy. Working groups will operate under the guidance of the DMU. They will be disbanded once the specific intervention has been planned or executed.

Specifically, each working group will:

- . Draw up action plans based on the previously prepared shelf plans, specifying resources needed, activities to be undertaken and outputs for each intervention.
- . Submit action plans to the DMC for information and the Regional DMU for resourcing.
- . On the Regional DMU's acceptance of the action plan, coordinate the implementation of the plan under the technical supervision of the district DMU.

5.4 REGIONAL DROUGHT MANAGEMENT UNIT

A Regional Drought Management Unit (RDMU) will be set up to supervise and coordinate the district DMUs of Turkana, Samburu and Isiolo.

The Unit will report to the Development Coordination Department of the MRDASW. The Unit will be headed by a Coordinator. It will supervise the three District Drought Management Units initially and expand to supervise the DDMU in any other districts to which the system is extended.

The Regional DMU Coordinator or his representative will be a member of the DDCs in districts where DMUs have been established.

The Regional DMU will:

- . Supervise the preparation of DMU budgets and Work plans.
- . Supervise the technical drought-management-related activities (including biennial livestock census) of the District DMUs.
- . Hire and supervise specialised staff or consultants for short periods.
- . Coordinate community, GoK and donor agencies involved in drought management in the districts within the system.
- . Through a direct funding mechanism, hold a central imprest account for replenishment of DMU imprest accounts and settlement of reimbursement claims.
- . Procure and coordinate non-financial resources for use in district drought management.
- . Adjudicate contracts (including transport) for interventions on behalf of District DMUs.
- . Submit accounts to MRDASW and donors for all its activities and those of the District DMUs.
- . Produce Quarterly operational and financial reports for MRDASW, DDCs and Donors.
- . At the end of any drought period, produce a special report on the effectiveness of drought management in the districts affected, including recommendations for any necessary adjustments to the project.
- . Develop a long range plan for starting other DMUs in all ASAL districts.
- . Act as a secretariat to the MRDASW Drought Management Project Committee.

5.5 CONTRACTING FOR INTERVENTIONS

The DDMU will not implement interventions. In the interests of decentralisation, accountability (separation of implementation from monitoring), and flexibility to expand and contract operations (without keeping expensive resources idle in normal periods), specific interventions will be contracted out to implementing agencies. These agencies may be government departments, NGOs, donor/project authorities, private sector operators or community groups (including women's groups), as appropriate to the intervention in question.

This is a new approach to the implementation of drought interventions, and considerable attention will need to be paid in the early stages of the project to developing procedures to ensure its efficient operation. The following paragraphs outline the principles to be followed.

Sub-projects involving FFW/ CFW employment must be directed at community or public works: they should not produce private capital, nor any output solely for the profit of private individuals. However, it will be appropriate to contract private-sector agencies for some interventions (such as livestock traders for destocking exercises, and commercial transporters for the delivery of food aid).

Contractors (implementing agencies) will be chosen for each sub-project according to their expertise in the type of intervention planned, special knowledge of the area or community involved, logistical and management ability to implement the sub-project, and, as far as appropriate, the cost of their proposal.

Competitive tendering will be used when appropriate (for example, in hiring transporters). In many cases, however, it is envisaged that the implementing agencies themselves, particularly NGOs and community organisations, will present proposals to the DDMU/DMC.

Detailed shelf-plans for contracted interventions will, whenever possible, be prepared in advance of alert periods. Each intervention will be formulated as a distinct sub-project with specified objectives, costs, duration and target area / group. Each sub-project will be appraised by the DDMU according to standardised criteria to be developed and refined by the RDMU/DDMU. These criteria should at a minimum cover technical feasibility; appropriate siting and scale; target group definition and benefits; socio-economic, environmental, and gender-specific impacts; developmental value of any work to be achieved; costs; resources needed for implementation; management and technical supervision requirements; and success indicators or benchmarks for later evaluation.

When interventions are judged necessary, advice on the shelf plans will be presented by the DDMU / DMC Working Group to the DDMC, who will submit recommendations for the issuing of contracts to the RDMU for final approval. Funds and other resources will then be disbursed from the RDMU through the DDMU, which will be responsible for monitoring the implementation of the sub-project and, on its completion, providing a written evaluation report to the DDMC and the RDMU. This report will evaluate the financial and general management of the sub-project, as well as its benefit to target groups and achievement of objectives. Implementing agencies which cannot meet acceptable standards of accounting and management will not be awarded further contracts.

It should be noted that since contractors will generally be agencies based within, or with experience of, the District, they are likely to be members of the DDMC or the DMC Working Group co-ordinating a particular set of drought interventions. Care must therefore be taken when developing the contracting procedures to avoid conflicts of interest. During the first phase of the project, when the proposed institutional links and systems will be established, the RDMU will be responsible for:

- formulating the precise contractual requirements, formats and procedures to ensure that the above conditions are met, and that all activities funded or supported by the DDMU/RDMU project are implemented for the benefit of the target groups, and in accordance with the principles of drought management set out in this report; and
- developing standardised criteria, formats and procedures for the appraisal and evaluation of all sub-projects by the DDMU.

Once these procedures and systems are established and operational, the RDMU will have overall responsibility for overseeing and monitoring the contracting-out system, and making any changes necessary to ensure that it operates in such a way as to promote the objectives of the project.

PART II. PROJECT ACTIVITIES

The project will have three main components:

- (i) drought contingency planning, including early warning;
- (ii) drought intervention;
- (iii) drought recovery.

To support these main components, the project will also include research and training activities.

CHAPTER 6. DROUGHT CONTINGENCY PLANNING

6.1 EARLY WARNING SYSTEM

The Early Warning System (EWS) is a district-based information system to detect a serious potential food situation, resulting from a collapse in the rural livestock or agriculture economy. This is done by regular monitoring of a range of variables (called indicators), so that upward or downward trends can be detected. The information is used to warn the authorities and local communities themselves about potential impacts of drought or other major disturbance. Warnings are classified into four levels of ascending severity: Normal / Alert / Alarm / Emergency.

The present EWS system, operational in Turkana since 1987, will provide the basic model for other ASAL districts. The system is fairly general, and captures information from both livestock and agricultural economies. However modifications will have to be made to adapt the system to other districts. The functioning of the EWS is described in detail in Annex 7.

(i) Objectives

The EWS objectives are: to identify drought and related stresses in their earliest stages; to assess the stage, scale and extent of the drought or other stress; to alert district and national authorities in a timely manner; to provide information on possible interventions; to trigger interventions; to assess when the crisis is over and recovery activities can replace emergency interventions.

(ii) Activities

The project will operate district-based early warning systems. One is already in place (in Turkana). The project will set up an EWS in Samburu district in project year 1 (1993). The Isiolo EWS will start in project year 2. The preparations for an EWS in Marsabit will be made in project year 2, with a final decision depending on the mid-term evaluation.

The Turkana EWS model will be modified as appropriate in each district. Changes are most likely to be needed in the selection of indicators. Collection of baseline data (for example on household incomes or nutritional status) will be an important preparatory activity in each case, involving the use of existing material and some new surveys.

The implementing agency responsible for the EWS will be the District Drought Management Unit, but the Regional Drought Management Unit will provide technical backstopping and will be responsible for specific monitoring activities.

The EWS will monitor three categories of indicators:

- Indicators that signal changes in environment
- Indicators that signal changes in rural economies
- Indicators identifying changing trends in levels of human welfare

The indicators that will be monitored will be selected on the following criteria: accuracy, clarity, cost effectiveness, and the existence of a capacity to analyze the indicator in the district itself. The project will collect data on indicators through the following methods:

Household Surveys

Household surveys will be carried out in selected quota samples across the district. They will include surveys of livestock production, pathology, mortality, nutritional condition, sales and prices, crop conditions, sorghum storage and sales, cereal prices, and income generating activities; human welfare indicators such as diet, school attendance and nutritional status of children under five will also be monitored. Surveys will be carried out either monthly or quarterly, depending on the level of stress experienced. The project will train field monitors and divisional DMU coordinators for this purpose. Where appropriate, data on levels below that of the household will be gathered, in order to follow intrahousehold vulnerability.

Community Surveys

The same field monitors will also conduct community surveys to examine a number of variables not covered by the household surveys, such as the condition of water sources and pastures.

Aerial Surveys

Aerial surveys are an efficient way of collecting data on the number and distribution of human and livestock population in the ASAL regions. The aggregate livestock:person ratio calculated from these surveys is a basic indicator of vulnerability. The Turkana model provides a tested system, in which the data obtained through aerial survey is cross-checked by trends of livestock mortality and production obtained through the household surveys.

The project will carry out an aerial survey once every two years, in each district of operation. The regional DMU will be the implementing agency for this activity. The project will build on the Turkana experience, but will further develop the techniques through training. The project will replace the aircraft used for this purpose in Turkana with a newer, better designed and safer model. (The justification for this is given in Annex 8.)

Data Collection from Technical Departments and Institutions

The EWS will combine information from the surveys with information from meteorological departments, strict health institutions etc. The project will upgrade the equipment and data-processing of district meteorological departments. It will use satellite imagery of vegetation and rainfall patterns, obtained through the Regional Centre for Services in Surveying, Mapping and Remote Sensing in Nairobi. Where necessary, the project will develop the capacity to further process and interpret this information.

The project will analyse the material at divisional, district and regional levels. Divisional DMU coordinators will prepare EWS reports to be distributed to divisional offices. At district level all material from household and community surveys and from other sources will be processed, interpreted, and published in quarterly district Early Warning System bulletins and monthly summaries.

The District EWS will provide updated information on the indicators and warning stages, to be discussed with the District Drought Management Committee. This committee will be the focal point for action when EWS information points to the need for interventions in alert situations.

Gender Analysis

Women and men both contribute to the process of information-gathering and drought monitoring. They participate in two ways: as informants in the household and community surveys and as participants in pastoralist seminars. By experience, women have been the main informants in household surveys because they are most likely to be at the homestead when field monitors conduct the interviews.

6.2 BUILDING QUICK RESPONSE CAPABILITY

The objective of building quick response capability is to ensure timely, effective, and viable responses to early warning information.

(i) Shelf activities

The preparation of contingency or "shelf" plans will be a key part of DMU planning activities during normal periods. Shelf plans are detailed proposals for interventions in case of drought, which are planned, surveyed, assessed for technical feasibility, and costed in advance, and which are then kept "on the shelf" for rapid implementation when the EWS triggers an alert or more serious phase. Under the proposed project, shelf activities will be identified and appraised by the District DMUs, in consultation with local communities and potential implementing agencies, and within the overall policy framework agreed by the DMC. The minimum criteria for appraisal of all shelf plans should be:

- technical feasibility
- appropriate siting and scale
- volume of employment generated (number of worker-days)
- direct benefit to participants
- other expected impacts (positive or negative) on participants, their households and communities
- expected selective gender impacts at individual, household and community level
- expected impacts (positive or negative) on the pastoral economy and the environment
- general developmental value to the community and/or district
- estimated costs; equipment and resources needed
- management and supervision requirements
- success indicators or benchmarks for later evaluation.

Detailed shelf plans will be held on file by the DDMU and RDMU for rapid implementation (under the contracting system described in section 5.5) in periods of alert, alarm or emergency. As experience of drought intervention grows and as evaluations of activities (including evaluation by the participating communities) are fed back into the DMU system, the contingency plans will be revised accordingly.

(ii) Food aid in normal periods.

No permanent, open-ended or indefinitely-expandable FFW employment schemes will be started under this project (see Annex 3 for a summary of the experience of such permanent schemes in Turkana). However, a limited number of carefully selected and limited-duration FFW projects will be implemented during normal (non-alert) periods, after appraisal and approval through the procedural channels and contractual system proposed in section 5.5 above. All the conditions of the contracting system will apply in normal periods, as in drought intervention periods (including the appraisal, monitoring and evaluation of each sub-project by the DDMU, and accountability for resources and management to the RDMU).

The developmental value of FFW activities in normal periods will be of primary importance in selection. Socio-economic and environmental impacts will also be key criteria (see 5.5, 7.1, and Annex 3).

At the same time, a major purpose of low-level FFW activities in normal periods is to develop and maintain preparedness for the rapid expansion of operations when necessary. In the early stages of the project, it will be especially important to establish and refine the new and complex contractual procedures proposed. Testing this system (including technical supervision; management; financial accounting; participant consultation; evaluation, etc.) will complement training, communications and other logistics activities to ensure general readiness for quick response to identified stress.

Food aid allocated for FFW activities in normal periods will be drawn from resources already approved under WFP's ongoing Project 2669/Exp.1. The agreed total budget for these operations will be spread over all three Districts included in this first phase (Turkana, Samburu and Isiolo). All arrangements for WFP aid, including these FFW programmes, will be re-evaluated towards the end of the current WFP project and reformulated as necessary in the light of experience with the joint drought management project proposed in this report. It is strongly recommended that this WFP review be co-ordinated with the mid-term review of the drought management project in late 1994 or early 1995.

(iii) Cereal Banks

One potentially innovative use of food aid, little known in Kenya but widely used in similar environments elsewhere in Africa, is cereal banks.

The objective of a cereal bank is to contribute to food security by encouraging households and communities to stock cereals for consumption during periods of shortage.

Cereal banks are local institutions owned and managed at community level, which are equipped with a financial capital that enables them to buy and sell cereals. In pastoral areas, cereal banks can be an important tool for improving food security while at the same time generating profits out of the turnover.

Virtually unknown in East Africa, cereal banks have been experimented by rural communities in West Africa for over 20 years. This wealth of experience will be the starting point for pilot activities by the project in its focus districts. There will be a careful preliminary phase of study and consultation. Initial interventions will be pilot activities designed as a feasibility study to explore the potential for cereal banks based on West African models. The DMU will contract the activity out to an experienced NGO willing to experiment with the procedure.

To adapt the concept to the ASAL areas of Kenya, the procedure should be flexible enough to adapt to variations in seasonal patterns of mobility, production, food habits of the pastoral population, the extent of commercialization and distribution of cereals at district and national level (National Cereals and Produce Board as compared to private channels), and the coping strategies of the target group.

Special attention will be paid to the potential interference in the cereal banks by strong commercial interests. An important management component will be incorporated in all training activities.

Activities

The Regional DMU will contract with an experienced international NGO with experience of cereal banks in pastoral areas of Africa for a feasibility study for a pilot experiment in one of the districts involved in the first phase of the project; Isiolo might be the most appropriate because of limited mobility and widespread agriculture among the Boran, especially along the Ewaso Nyiro. The outcome of this study will determine whether a pilot experiment is undertaken.

The district and regional DMUs will organise workshops with pastoral groups to gather information on existing cereal networks, cereal and food availability, and discuss with the community the idea of cereal banks

Gender Analysis

In the pastoralist household, women control the food supply. This includes animal products, cereals and wild fruits. During droughts, their workload increases substantially as they search further afield for additional foods. Cereal banks can offer more secure access to cereals during periods when cereal consumption normally rises. Thus, the development of successful cereal banks would have direct, positive implications for household food security and on women's labour burden during drought periods.

(iv) Seminars with Pastoralists on Drought Preparedness

Field seminars will be organized for pastoralists in each district with an operational DMU. Seminars will focus on drought management and will include: assessment of pastoralists' current ways of coping with drought (advantages and limitations); impacts of drought on social and economic relations; evaluation of drought interventions; proposals for preparing for drought. Information from the seminars will be fed into the DMU planning process.

Three seminars will be held for pastoralists every year in each district, with seminars for men and for women separately, and an average of 25 participants at each. Timing of the seminars and their location will be tailored to the different time and mobility constraints of men and women.

(v) District Drought Contingency Manual

A District Drought Manual will be prepared by the DMU in each district. The Manual will be the institutional memory of drought planning in the district. It will provide detailed information for district officials on the concept and practice of drought management, including information on the physical and administrative makeup of the district, traditional drought coping strategies, and a "how-to" section including guidelines on the EWS, planning and intervention. In context of an administration environment where officers are frequently transferred, the Manual will provide continuity in drought management procedures. Information from the seminars for pastoralists will be incorporated into the Drought Manual.

(vi) NGO Inventory

As a tool for planning, the DMU will draw up an inventory of all NGOs operating in the district. Activities currently being carried out by NGOs will also be catalogued, together with an assessment of their capacity to step up activities in an emergency.

(vii) Baseline Surveys and Research

An important planning activity is to provide better information about drought processes and vulnerability in the district. Research and baseline survey activities to provide these data are described in chapter 9 below.

(viii) Storage Facilities

When required, WFP food assistance will be issued from NCPB district depots in Lodwar, Maralal and Isiolo to implementing agencies as authorized by the RDMU through the DMU. An important planning task is to ensure that stores are available at divisional headquarters to handle this food.

The project will construct 15 permanent divisional food stores to facilitate the dispersion and timely delivery of relief assistance during periods of intensive FFW. Of these, four will be in Isiolo, four in Samburu and seven in Turkana. Each permanent store will be designed with a storage capacity of 60 MT.

Temporary manyatta stores, made from local materials, will be constructed using FFW. These will be built to accommodate at least 7 MT of maize and beans (ie 1 lorry load), and will be located at strategic sites as determined by the DMU before the implementation of specific FFW interventions.

(ix) **Transport**

Transport of relief food will be contracted out in order to reduce the expenses incurred in maintaining a project fleet. The Logistics Officer in the Regional DMU will be responsible for supervising transport arrangements.

The transport of food commodities involves three distinct stages:

- 1) transport of food from the donor country to Kenya (Mombasa),
- 2) transport in-country from Mombasa to the NCPB depot in the district capital, and
- 3) transport in-district from the NCPB depot to the project sites. The responsibility for transport costs at each stage are as follows:

The full cost of transport from the donor country to the port of Mombasa will be covered by WFP as per their agreement with the GoK.

The full cost of transport from Mombasa to the district NCPB store will be covered by GoK through their agreement with WFP.

The full cost of transport in-district will be covered by GoK as per their agreement with WFP with the following exception:

The declaration by the DMU of an Alert (or above) Stage; under this condition, two options are available. First, under the contracting system described in section 5.5, individual contractors awarded contracts for implementation will cover the in-district cost of transport from their own resources. Alternatively, WFP, EC, the Netherlands and GoK will enter a cost sharing arrangement. GoK funds will be topped up on a matching basis through contingency funds from the above 3 donors (ie. 25 percent of the total in-district costs each). These funds will be kept in the contingency reserve described below.

(x) **Communication Networks**

A radio call network will be established for all divisions where there are no telecommunication facilities. Fifteen radios will be distributed to selected divisional coordinators. A radio operating office will be set up in both District and Regional DMUs.

(xi) **Drought Contingency Fund**

To ensure timely interventions and to meet unexpected requirements of drought, such as transport costs, a contingency reserve will be established by the project. A contribution to this fund will be made initially by WFP, EC and the RNE. This account will be administered jointly by contributors with the involvement of RDMU. During alert and alarm stages, contributions will be sought from other donors and channelled through a single account to ensure co-ordination of donors' efforts.

At present, WFP contingency funds are deposited in an interest-bearing account in Lodwar, administered jointly by WFP and TRP. This account will be transferred to the RDMU in Isiolo and will constitute the nucleus of the contingency fund, in which other donations may be directly deposited. The funds will be made available to the district DMUs for drought intervention and recovery measures recommended and agreed through the RDMU procedures outlined in this report. These funds will not be used during normal periods.

(xii) **Training**

Training regional and district staff is an important part of drought preparedness. Project training activities are described in chapter 9.

CHAPTER 7. DROUGHT INTERVENTION

When the EWS triggers an "alert" warning stage, preplanned responses will be activated. The most important of these programmes concern food and cash for work, emergency livestock purchase, and human and animal health.

7.1 FOOD-FOR-WORK AND CASH-FOR-WORK

Objective

The objective of the FFW/CFW programme is to meet temporary food and income shortfalls among the pastoral and agropastoral population in ways that anticipate and prevent large scale disruption of the local economy. Specifically, the objectives are:

- to reduce household dependence on liquidation of livestock assets in exchange for food
- to protect household food entitlements or provide a direct source of food
- to avoid population concentrations, with their attendant health risks and environmental degradation, by providing food at dispersed sites
- at the same time, to carry out work which is useful in itself, either directly to the participant workers and their communities, or to the development of the area in general.

Activities

Temporary employment schemes will be provided for able-bodied members of groups at risk of food shortage or asset depletion during a period of drought alert or alarm. Payment will be provided in a variable combination of food and money, ranging from 100 percent food to 100 percent cash, depending on the DMU assessment of local conditions, and the availability of cash: the alternatives will be discussed with the participants. Rates of payment for each activity will be based on WFP daily rations, and the temporary nature of such employment will be clearly explained to participants at the beginning.

In general, the activities carried out as FFW/CFW projects should be community or public works of pre-determined extent and duration. No open-ended or permanent employment schemes will be started as drought interventions. Examples of the types of work which are suitable for such schemes are: small-scale soil conservation and water-harvesting structures, especially micro-catchments; tree-planting of selected indigenous species in degraded areas where natural regeneration will be slow or difficult; construction and maintenance of community amenities such as wells, schools or clinics; construction and maintenance of infrastructure such as roads or permanent grain storage facilities. Where possible these works will have been planned as shelf projects during the drought planning stage.

Implementing agencies for each potential activity should also be identified in advance. In most cases it is envisaged that the implementing agencies (which may be NGOs, government departments, private contractors, community groups or other organisations) will themselves submit proposals for such projects to the DMU.

Timing

During an alert, small-scale FFW/CFW schemes at selected dispersed sites will be opened if and when the food security of the target population groups is judged to be at risk. Since one objective is to pre-empt the formation of population concentrations (or in the worst case, famine camps), the schemes should be started before the intended participants have moved away. If conditions deteriorate towards an alarm or emergency situation, further projects from the shelf plans should be opened. Increased numbers of workers could also be absorbed through some controlled short-term expansion of activities already under way, depending on the nature of the work and prior appraisal.

Target Groups and Gender Analysis

The direct target groups (i.e. the participant workers) are non-essential but able-bodied members of the pastoralist population who are under pressure to find alternative non-livestock food sources in times of stress to reduce demands on their animals. The vast majority of these (about 85 percent in the case of Turkana) are women who are not involved in herding, and are traditionally the first to move out of their communities in search of other means of subsistence until conditions improve. Non-livestock work of the kind involved in most FFW/CFW activities (particularly digging and soil works) is normally done by women. The small number of men who participate in FFW/CFW are by definition among the poorest male members of the pastoralist population - i.e. those who do not own enough animals for subsistence.

Since ration rates are set according to the food needs of an average-sized household, the short-term food security of participants' dependents is assured.

Indirectly, participants' households are also assisted since their total food needs and therefore the pressures on their livestock resources are lightened. When conditions return to normal and FFW/CFW drought interventions are wound down, most participants will be re-absorbed into their communities. Drought recovery assistance for those who may have insufficient livestock for survival is discussed below.

Temporary employment schemes of this nature have been found to be largely self-targeting to this general group of people among the Turkana, since only those who are unable to support themselves from their livestock are willing to participate. Experience in Turkana also suggests that since FFW/CFW wages function as an additional (rather than an alternative) source of income for participants and their households, payment levels do not greatly affect the numbers seeking employment. Limits on the number of workers on each scheme must therefore be agreed in advance.

Environmental Impact

The environmental impact from this activity will depend on how many additional people it attracts to the settlement, and how long people remain there. The numbers actually participating are not sufficient indicators of the impact. If cash or food has come to an area it will attract people - those looking for direct involvement and those who will benefit indirectly by additional cash and food circulating in the settlement. Keeping FFW/CFW projects small and with definite time limits will serve to control the extent that the local environment will be negatively affected.

Management

On recommendation by the DMU and DMC working group, and on acceptance by the RDMU, implementation of FFW/CFW projects will be contracted out to NGOs, government departments or other organisations according to the procedure outlined in chapter 5.

The DMU will be responsible for disbursing resources to the agency for implementation. During implementation, the DMU will monitor the management and progress of the project, and on completion will submit an evaluation of the activity and an account of resources used to the DMC and the RDMU.

7.2 EMERGENCY LIVESTOCK PURCHASE

The overall purpose of destocking or emergency livestock purchase programmes is to protect the purchasing power of pastoralists faced by a sudden decline in the value of their animals, probably simultaneously with a rise in cereal prices. Emergency livestock purchase programmes also help to destock the range at a time when vegetation is under pressure. The lessons of previous emergency livestock purchase programmes in Turkana are outlined in Annex 3.

Programmes will differ in some ways for Alert and Alarm warning stages.

Objective

To protect pastoral purchasing power; to reduce the number of smallstock (sheep and goats); to keep the pastoral system intact; and to maintain adequate human nutrition.

Activities

Alert Phase: Livestock marketing with purchase of only healthy animals. Fair payment to be made in cash, maize or a mix of cash and maize. The activity is to take place only in localized areas where an alert situation based on reduced livestock production has been observed by the DMU and where there are no livestock markets or the prices are too low to facilitate sales. Purchased livestock will be moved to a site for slaughter and distribution of meat to institutions. Should the KLDP, Isiolo proposed canning of meat activity work out, the meat from this destocking activity could be considered to be incorporated within the KLDP activity. The possibility of marketing downcountry should remain an option, but given that the traders are not interested at the time of the exercise, or it would not be needed, this would have to be examined closely. It is expected that herdowners during this period will sell only between 1 and 4 livestock at a time.

Alarm Phase: The difference from the alert phase is that weak and sick animals will be considered for purchase at this time as well as healthy animals. The payment will be in maize and at a fair rate.

Timing

When livestock production has declined, and stored or cultivated crops are unavailable, pastoralists will attempt to sell livestock to purchase grain. The exact timing of the intervention at the alert phase will come as soon as it appears that there is a pattern of abnormal seasonal increases in the slaughter of animals, bleeding of large stock (camels and cattle), and reliance on wild fruits.

Justification

If successful, livestock production will still be reduced by the drought, but the supplement of cereals will ensure adequate nutritional levels within the population. The number of smallstock utilizing the increasingly scarce local resources will have decreased; the pressure on the environment reduced; and the health of the remaining animals enhanced by reducing the need to bleed and thereby weaken large stock and by reducing competition for scarce resources. The pastoral system will remain intact.

If unsuccessful, increasing numbers of smallstock will be slaughtered; large stock will be weakened by increased bleeding; human nutrition will decrease as total food supply is reduced. Production levels will now be very low and, in the absence of cereals, calorie intake will be inadequate.

Target Group

All pastoralists within the affected area.

Gender Analysis

If successful, all members of the household unit will be able to maintain an adequate nutritional level. If unsuccessful, different members of the household will suffer disproportionately depending on the pastoral group. In some of the groups, children will be given food at the nutritional expense of both the adult men and women. In other groups the men will eat first and the children and women may then be put more at risk.

Environmental Analysis

Reduction of pressure from livestock on increasingly scarce and fragile vegetation will encourage maintenance of vegetation cover and faster regeneration after the drought.

Management

The DMU will have primary responsibility for identifying the need for action, informing the DDMC of the situation and putting forward this activity as the suitable intervention.

The DDMC will be responsible for ensuring that the activity will not conflict with other activities.

The RDMU will be responsible for ensuring that funds are allocated in a timely manner and for backstopping support.

Implementation will be contracted to a line ministry, NGO, donor, or private sector. The DMU will monitor the implementation and report to the DDMC and RDMU.

7.3 ANIMAL HEALTH

Objective

To avoid large scale livestock deaths as the result of outbreaks of contagious animal diseases and reduce risks to human health.

Activity

A vaccination campaign which aims at controlling mortality from livestock diseases which can have a direct impact on the human population: especially anthrax and diseases which can rapidly reduce herds, such as contagious caprine pleuropneumonia (CCPP), contagious bovine pleuropneumonia (CBPP), rinderpest and blackquarter.

Three levels of campaign will be conducted: small and medium-scale covering anthrax and blackquarter and CCPP, and large-scale covering CCPP, CBPP and rinderpest.

Special emphasis should be placed on anthrax and CCPP interventions.

Timing

Intervention will take place when the risk from disease(s) is high. The project will not be responsible for carrying out this exercise during normal times nor for preventative inoculation campaigns. These are part of the normal routine of the Ministry of Livestock Development.

As drought intervention and recovery activities, CCPP and CBPP campaigns will only be initiated where there are clear suggestions that the livestock populations are at risk; they will take place just before the onset of the rains.

For the other diseases - anthrax, blackquarter and rinderpest - confirmed cases must have been reported and the campaign will operate in conjunction with a destocking exercise at the alarm warning stage when the risk is highest.

Justification

Epizootics can wipe out herds/flocks faster and more completely than starvation. While mortality rates from weakness and insufficient diet will occur, it is not as likely that whole families will lose all of one species of animal at the same time, nor that they will be glutted with rotten meat - which can cause other health problems - because the mortality rate is higher than the human ability to consume the animals.

All the pastoralists in the three target districts eat the meat of diseased animals. Anthrax is the exception, but animals dying from anthrax have been known to be eaten at times when people have no other food. Smallstock are traditionally used to rebuild livestock holdings quickly. An emphasis on CCPP may enable the area to recover more quickly once the vegetation levels improve. It is more acceptable also to eat meat from animals that have not died from disease.

Target Group

All livestock owners in the targeted area.

Gender Analysis

Benefits to the household and therefore both men and women equally.

Environmental Analysis

A vaccination campaign that is timed when recovery of vegetation is expected or on its way, and when the animals are most at risk - especially from pneumonias - will have less impact on the environment than an earlier intervention which keeps livestock numbers up and pressure on the declining resources high.

A campaign during the drought will keep mortality levels low but will have a negative environmental impact if it is not coupled with destocking. It will be also be counter-productive to try and keep animals from dying from disease which will later die from simply not having sufficient food to eat.

Management

The DMU will have primary responsibility for identifying the need for action, informing the DDMC of the situation and putting forward this activity as the suitable intervention.

The DDMC will be responsible for ensuring that the activity will not conflict with other activity.

The RDMU will be responsible for ensuring that funds are allocated in a timely manner and for backstopping support.

Implementation will be by the Veterinary Department. The DMU and Veterinary Department will monitor the implementation and report to the DDMC.

7.4 HUMAN HEALTH

In a drought, extra attention should be given to the health and nutrition of vulnerable groups: all those who have been directly hit by food shortages and deficit diets. The elderly and young are a specific target group. The real danger during a widespread drought is the outbreak of dangerous diseases as a result of the reduced resistance and poor nutritional condition of the population. Overcrowding in relief camps (where sanitation is usually poor) makes the route of infection from one person to another much shorter. These conditions are not to be expected in the early stages of drought, but are likely to occur when drought is in an advanced stage.

Health interventions should focus on common communicable diseases, including common childhood diseases which are preventable but can occur as epidemics amongst nomadic populations where many children have not been routinely immunized. Health interventions should also treat malnutrition.

Target Groups

The target groups are those who have started to show signs of malnutrition (children and adults), and pregnant and nursing mothers.

Objectives

The objective of health and nutrition interventions should be to avoid outbreaks of communicable diseases and large scale malnutrition amongst vulnerable groups of the population during stress periods.

Activities and Timing

In the early stages of drought, health facilities will step up their activities gradually, and put more emphasis on providing mobile health care, so that remote yet populated areas are reached. MCH clinics will be held more frequently to increase immunization coverage of young children. In this stage, health facilities situated within affected areas are likely to have sufficient capacity to deal with the situation.

Public health officers should also play a role in extension, such as advising local communities on sanitation and the dangers of drought stress. Traditional birth attendants and other community based health care workers would also be involved in creating awareness of drought hazards among the local population.

Later Stages of Drought

In the later stages of drought, when reserves at the household level reach minimum levels and nutritional conditions start deteriorating - as indicated by the EWS - it will be necessary to start supplementary feeding programmes for young children and vaccination campaigns. Supplementary feeding programmes will be attached to MCH clinics within the affected areas. The food used for this purpose will be provided through either UNICEF (Unimix) or WFP. During this phase, nutrition manyattas will be opened to cater for severe cases of malnourished children needing therapeutic feeding.

In addition it will be necessary to carry out district-wide cholera, BCG and measles vaccination campaigns and to provide extra emergency sanitation in areas around centres where people may have moved in search of work and where destitute and semi-destitute populations may have gathered in search of relief aid.

The District Hospitals and NGO health facilities, should be well prepared for the management of these extra services needed during a drought, at least as far as staff and the availability of medicines are concerned. Cold chains should be established, and a good number of vaccines should be stored at the hospitals and other health facilities with quick access to more if needed.

To enable health facilities - under GOK or NGO management - to manage the extra duties, the project will provide logistical support. This will include provision for materials for health education, building of semi-permanent nutrition manyattas including inventory, provision of additional sanitation, extra medical equipment and drugs, transport, and staff allowances. This will be done through the DMU contract system.

7.5 REHABILITATION OF WATER SOURCES

In a drought, levels of groundwater are falling, wells may dry out, and boreholes may break down due to the extra pressure on them. The provision and / or rehabilitation of water sources can therefore be considered as an essential intervention, as it may prevent the concentration of large numbers of both livestock and people around the few remaining functioning water sources.

Provision and / or rehabilitation of water sources may also improve the accessibility of rangelands that still have sizeable levels of vegetation resources which are not utilised due to the unavailability of water supply.

It is therefore obvious that water intervention should be considered in a drought management plan.

Target Groups

Target groups specifically include, herders who are normally grazing animals at dry season ranges with still available vegetation resources, but face threats of water shortages.

Overall Objective

To maintain a minimum quantity and distribution of water availability in order to reduce risks of over-concentration of people and livestock.

Activities and Timing

During normal periods the project will encourage the development of sustainable, community based water source networks in the districts. The project will not be actively involved in such programmes, at least as far as implementation is concerned. However, the project will, through the district based Early

Warning Systems be in a position to play an advisory role and will assist in the preparation of shelf plans which will be implemented in a drought. Through the EWS, the project will make an inventory of available water sources, in each district.

This advisory role will become more explicit in an alert warning stage as indicated by the EWS. The EWS has updated information on available water sources per community, and will be in a position to pin point areas where water sources are becoming scarce, and where human and livestock pressure is highest.

Shelf plans to rehabilitate existing water resources will be carried out during alert and alarm warning stages. FFW will be the main tool which will be used to achieve this. The plans may include rehabilitation of existing (silted) water pans or dams, through excavation, construction of shallow wells. etc.

In later stages of drought, rehabilitation of broken down bore holes at strategic points will be carried out by the project. This activity will be done in consultation with other programmes. It should be clear, that this intervention is only to be implemented as a pure contingency in order to avoid over concentration of human and livestock population caused by acute water shortage during droughts. The project carries no direct responsibility for long term water development and should not be used for this purpose as such.

CHAPTER 8. DROUGHT RECOVERY

When the EWS signals that the recovery from drought has reached an acceptable level, normally with the return from Alert to Normal warning stage, a new set of activities will be triggered.

8.1 FOOD FOR RECOVERY: THE CLOSING PHASE OF FFW/CFW

Objectives

- to facilitate the reintegration of FFW/CFW participants into the local economy
- to promote the recovery and strengthening of the livestock economy itself
- to build up household assets and productive capability.

Activities and Timing

When the EWS signals a return to normal conditions, a planned process of closing any of the temporary local employment schemes still operating at that time will be put in motion. A period of notice of closure will be given to the participants: the right period will need to be discussed and tested with beneficiaries and implementing agencies. Once the period of notice of closure is set for a specific project, it will not be extended. The implementing agency and the DMU in its monitoring role will ensure through meetings and consultations with the participants that they fully understand the process of closure.

During this closure phase, the level and nature of payments will be adjusted in ways which assist and encourage the return of the workers and their dependents to the pastoral economy, and which help to re-establish or strengthen their households as viable economic units. It is expected that the main use of increased payments during the recovery phase will be livestock purchase, which should be facilitated as far as possible: however, no restrictions or rules should be placed on the use participants choose to make of these Food-for-Recovery (or Cash-for-Recovery) payments. The redistribution of such injections of grain or money within the social networks and along traditional lines of drought recovery is an equally valid support to the rehabilitation of individuals and households, and the strengthening of the social economy.

There are three ways in which recovery assistance can be directed through the closing FFW/CFW projects at the end of a drought alert. These will be refined and adapted, and new ways will be developed in the course of future operations. No new workers will be taken on during the closure phase.

(a) The system of payment-for-work (whether FFW or CFW) continues as before, but payment levels are significantly increased for the duration of the period of notice of closure. Participants should clearly understand that the purpose of the increased payments is to help them re-establish self-sufficiency when they leave the scheme, and that the date of closure is fixed. They should be consulted throughout about the effectiveness of the recovery assistance, and should be given the choice of the balance of cash and food they want for this purpose.

(b) Alternatively, on leaving the FFW/CFW scheme, each participant is given a lump-sum payment, in variable proportions of cash or food, to use in whatever way they wish. In most cases this "golden handshake" should be available to participants at any time during the recovery phase that they choose to leave. (There will be exceptions to this in some specific projects where the useful completion of work would be jeopardised by the haphazard departure of workers: the appropriate recovery process for each FFW/CFW scheme will be determined by the DMU project monitor in consultation with the implementing agency). As with the other conditions, it must be ensured that participants fully understand the purpose and the one-off nature of these payments in the context of imminent ending of the employment scheme, and there should be no rules restricting their use.

(c) "Work for livestock" is a third method of payment, which is currently being used in a different context by the GTZ project at Wamba (Samburu), but which is well suited to post-drought recovery and should be piloted during FFW/CFW closure periods. Under this system participant workers can in effect buy livestock in exchange for their labour. Having decided on the kind and number of animals they are aiming for, they choose not to draw the usual regular payments for their work but instead build up a "savings account" to the value of their labour. When this reaches the value of the animal they want, the animal itself is provided in payment. Only smallstock from the local area should be used. The effective use of this method of recovery assistance will need a great deal of prior discussion, communication and trust between the participants and implementors.

Target Groups

All participants on FFW/CFW drought interventions, who are willing and able to return to the pastoral economy, but who may need some assistance to do so in an economically viable way. This relatively low level of recovery assistance is not aimed at those poor and destitute people who are unable to return to pastoralism, who may or may not be workers on drought intervention schemes, and who will remain behind in settlements after the closure of FFW/CFW interventions.

Management

When the EWS signals the end of drought alert or alarm, and a return to normal conditions, the DMC working group will plan the recovery and closure phase of the drought interventions ongoing at the time.

The DMU in its project monitoring and co-ordination capacity will be ultimately responsible for setting the period and procedures for the closure of each scheme, in consultation with the participants and implementing agency.

On the closure of each scheme the DMU will prepare a written evaluation report for submission to the DMC and the RDMU. This report will assess the effectiveness of the project as a drought intervention and recovery measure; evaluate the management efficiency of the implementing agency; and account for the use of resources channelled from the RDMU through the DMU for the implementation of the scheme. The lessons of these evaluation reports will be incorporated in the next round of contingency planning for future interventions.

8.2 RESTOCKING

Objectives

To help reintegrate impoverished households into the pastoral economy; to reduce the pressure on resources within and around settlements; and to reduce aid dependency.

Activity

The project will use the general OXFAM restocking approach as already field-tested in the three districts with the following aspects to be standardized by this project.

- 1) Restocked families will be selected by a group who are familiar with the families. The selection group should include at least a representative from the DMU and from the implementing agency, a local chief and local elders. In Isiolo this will include representatives from the clans to which the restocked families belong.
- 2) Families to be restocked must agree to leave the settlement and return to the pastoral sector.

- 3) A complete package will be provided: a herd sufficiently large for potential viability - actual number will depend on local conditions but no fewer than 50 sheep and goats will be considered - and consists of a proper age-sex composition (mainly mature female animals), a pack animal (preferably a donkey) and enough food to last the families until the animals begin to produce milk.
- 4) Only smallstock (sheep and goats), not camels or cattle, will be given.
- 5) The animals will be in good condition and dosed against all diseases endemic to the area before distribution.
- 6) Acquisition of the animals for the package will be from a redistribution of livestock already in the area and not by importation of livestock from neighbouring areas.
- 7) The animals will be given as a gift. Loan returns and sales, slaughter, and gift-giving restrictions reduce the families' ability to survive future times of stress and will not be included in this exercise.
- 8) Close monitoring of the implementation process is essential to ensure that a full restocking package is received by the beneficiaries and will be part of the activity.

Timing

The intervention will only be enacted if a widespread emergency situation has occurred where large numbers of livestock have been lost and individuals and families displaced.

Restocking will not begin until the environment in the area has recovered and food interventions have been reduced to a level below subsistence needs. If restocking is started earlier it will erode the traditional system of restocking and it will be difficult to determine which families are truly in need of the assistance. Those families which remain at the sites where FFW or relief were given are those who are either unable or unwilling to return to the pastoral sector.

Justification

Restocking reduces aid dependency, poverty levels, environmental degradation around settlements, and the pressure on infrastructure and services.

The size of the package is justified in that it will give the best chance for continued survival in the system. Loan repayments and other restrictions are not justified because they make the restocked families more vulnerable to disaster, retard their entry into the pastoral networks, and because they necessitate an administrative setup and continuous financial and logistical support which cannot be justified.

Target Group

In general, families which are willing and able (have sufficient labour and the necessary social networks) to take care of the animals and to return to the pastoral way of life. Widows, unmarried mothers, divorced women and married women (whose husbands are unable because they are too old or disabled) who meet this requirement will be given special consideration.

In Isiolo, the head of household must have had nomadic pastoral experience from which he/she was displaced, not from which he/she chose to leave. Those who have lost their animals recently will be considered first. If there is a male-head of household his wife will be given 10 animals from the package

to be branded as her own; if he has several wives each wife will be given 5 animals. This will be done at the time of allocation to ensure that the children will be cared for should divorce occur after the intervention.

In Samburu and Turkana, the families must be those which have only recently been displaced from the system. This will primarily be those displaced by the most recent emergency, but will include special cases such as a widow who had all her animals taken because no one could support her, but who now can demonstrate such support; or unmarried mothers whose brothers or fathers have died. Repeaters, those who have regularly gone in and out of the pastoral system will only be targeted as special cases as determined by the selection committee.

Gender Analysis

Women form a large proportion of the destitute population, and will therefore benefit particularly from restocking, although female household heads whose networks have been destroyed and who lack labour should not be restocked.

Environmental Analysis

Restocking removes a segment of a settled population utilizing the resources of a small localized area and disperses them over a wider area. Pressure on water, vegetation, wood products, etc. will be reduced.

Management

The DMU will have primary responsibility for identifying the need for action, informing the DDMC of the situation and putting forward this activity as the suitable intervention.

The DDMC will be responsible for ensuring that the activity will not conflict with other activities.

The RDMU will be responsible for ensuring that funds are allocated in a timely manner and for backstopping support.

Implementation will be contracted to a line ministry, NGO, donor, or private sector. The DMU will monitor the implementation and report to the DDMC.

CHAPTER 9. RESEARCH AND TRAINING

Drought planning and management are new activities for which little previous experience is available, and few trained people. The project will undertake carefully targeted research and training

9.1 RESEARCH

Successful drought contingency planning depends on a clear understanding of the impact of drought and other disruptions to the rural economy, and especially the way people cope with this stress. Drought creates food insecurity by complex and linked processes which lead to decreased or failed production of crops and animal products, disrupted or closed markets, absence of waged jobs, and a progressive failure of local coping strategies and especially of collective village or pastoral kin group self-help networks. In extreme cases this can lead to famine. If the district and regional DMUs are to operate successfully, they must understand these processes, since such an understanding is the best basis for early warning, intervention, and recovery. These drought and food insecurity processes vary from place to place, so the understanding must be specific to individual situations.

Considerable research has been carried out in Turkana, Samburu and Isiolo, especially in Turkana where the South Turkana Ecosystem Project (STEP) has illuminated the processes triggered by drought, and the reactions of Turkana pastoralists in the south of the district. But many issues remain unclear, even in Turkana, where the coping strategies of pastoralists in the west and north of the district are much less well understood. In general there are important unanswered questions about the proximate causes of food insecurity, and about the relationships between proximate causes and their outcomes in all three districts. A particularly important series of open questions concerns collective responses and local self-help mechanisms at the level of pastoral camps, geographic groupings or neighbourhoods and lineage groups, although there is evidence (such as the Isiolo Boran clan-based redistribution of livestock from rich to poor lineage members) that some of these are essential to an understanding of and action in support of food security.

The project will undertake, through the regional DMU, three research activities on these themes:

(i) Literature Review on Drought Coping

There is a considerable but very scattered literature on drought coping strategies among Kenyan pastoral societies; a large part of this is in the form of "grey" (ie unpublished) literature, or is otherwise inaccessible to decision-makers at national and district level within Kenya. The project will commission a study to bring together and review this literature, in a comprehensive report specifically targeted to the district and regional DMUs, and to district and national decision-makers. The information will be organised into sections dealing with early warning, intervention, and recovery. Copies of the main documents will also be brought together to form the nucleus of a documentation centre for the regional DMU.

Terms of reference for this activity are in Annex 9.

(ii) Drought Processes in Turkana

The project will commission a study to describe and analyse, on the basis of existing data and new fieldwork, the interactions of the key proximate causes of food insecurity in Turkana. An important part of this study will be a comprehensive analysis of existing raw data in the database of the Turkana DCPU. The relevant conclusions for early warning, intervention and recovery activities in Turkana will be drawn, as well as general lessons for other ASAL districts.

Terms of reference for this activity are in Annex 9.

(iii) Household Vulnerability and Collective Coping Strategies

The project will commission a study to describe and analyse, on the basis of published material and original fieldwork, three key aspects of vulnerability and self-help: (i) household level economic strategies with the particular goal of understanding variations in the meat:cereal price ratio, and refining the threshold of poverty (4 TLU/person) currently used to delimit populations at risk, and (ii) the way pastoralists organise local level collective responses (within camps, geographic neighbourhoods, lineages or other groupings) to such vulnerability, the success of such processes and their limits; that is, how collective self-help mechanisms between households at risk modify (or not) such vulnerability; (iii) how this analysis clarifies the situation of long-term destitutes in the FFW settlements in Turkana, whose situation is partly a result of being outside these collective networks. The study will explore the implications of this analysis for early warning, intervention and recovery, and for solutions to the problem of long-term destitution. The purpose is to refine the indicators used in the early warning system, to design new strategies to strengthen local group coping strategies, and to suggest possible solutions to the problem of long-term destitution especially in the FFW settlements.

The study will compare strategies followed in Turkana, where considerable data are available, although they are not focussed on these questions, and Isiolo.

Terms of reference for this activity are in Annex 9.

9.2 TRAINING

Drought contingency planning and intervention are new tasks, for which there are no trained specialists, at any level. The Turkana DCPU has rightly made training an important part of its activities. The new project should continue and extend such training.

Several types of staff training will be undertaken by the project:

(i) Basic Techniques

District DMU field staff will be trained in survey and reporting techniques, including ground and air survey methodologies, report writing, data processing and simple micro-computer skills. Three two-week courses will be held in 1993, one each in Turkana, Samburu and Isiolo, organised by the regional DMU; refresher courses will be organised in each district in 1994 and 1995. As new districts are added to the system, at a rate of two per year from 1994, courses will be organised there. All district DMU staff will attend these courses. Training in aerial survey techniques will be given on the occasion of each aerial survey undertaken.

District DMU secretarial staff in each district in the system will attend an annual course in word processing, including use of graphics and spread sheet.

(ii) Food Management

A 5-day training workshop on food management will be conducted at the regional level for all staff in the Regional and District DMUs during the first year of operation. Topics will include: food handling and storage; WFP reporting and accounting requirements; food distribution (WFP food rations) and food monitoring. A 2-day refresher course for DMU staff will be carried out.

The DMU Logistics officer in each district will be trained in FFW supervision and implementation, including an exchange visit to Turkana with on-site demonstrations.

The DMU Logistics officer will implement six 2-day workshops each for about 15 community mobilizers during the first year of operation in each new district (Samburu and Isiolo). A further four workshops will be scheduled flexibly by the DMU. Community mobilizers include: church / mosque leaders, local school teachers, community leaders, divisional technical / extension workers, and chiefs. Women will be encouraged to participate in these workshops. The workshops will focus on: FFW supervision and implementation. The trained community members will assist implementing agencies in carrying out FFW programmes during periods of drought stress.

(iii) FFW Supervision

Staff already technically competent in the construction of microcatchments, surface dams and other FFW activities (mainly from Turkana), will provide three days' practical training for 20 local people (women as well as men) as identified by the DMU. These workshops will take place twice during the project with a total of 40 people trained.

(iv) Food Security Planning and Implementation

Selected district and regional DMU senior staff will be trained in food security planning and implementation at the three month course at the Institute of Development Studies at Sussex University in UK. The course, successfully completed by one Turkana DCPU staff member in 1991, covers basic concepts and methods of analysis, techniques and practical skills in food security, including: analysis of vulnerability, food security and drought contingency planning, institutions, information requirements, the links between information and action, national and local policy options, implementation, evaluation and monitoring.

A team of five people will attend the next course starting in January 1993. They will be selected on the basis of ability from the following organisations: one each from the existing or planned district DMU in Turkana, Samburu and Isiolo, one from the regional DMU, and one from the ASAL Ministry headquarters. (The presence of a team of this size encourages the use on the course of Kenya-oriented material, as well as encouraging team cohesion during the course.)

The project will negotiate with the Institute of Development Studies in Sussex to run the course in Kenya in 1994 and 1995, in conjunction with a Kenyan teaching institution, using mainly Kenyan materials, and basing the training directly on the experience and needs of the districts at that time in the system. Each of these courses will train 25 professionals from the staff of the district and regional DMUs and from central government.

(v) Geographic Information Systems

Geographic information systems (GIS) are at the heart of the data analysis on which the early warning system is based. District and regional DMU staff will be trained in GIS at two levels:

- one senior staff member will be trained to MA level at the ITC in the Netherlands during 1993-94 (one year course);
- three staff members will be trained to diploma level at ITC during the life of the project (11 month course).

(vi) Disaster Management

Selected senior district and regional DMU staff will be trained in disaster and relief management at the one month course at the Cranfield Institute of Technology in UK. A three person team will attend the course in 1994 selected on the basis of ability from among the district and regional DMUs.

(vii) Other Training

The project will provide the following additional training:

- during 1994 a two week study tour of the employment guarantee system, based on public works, in Maharashtra in India will be organised for six staff chosen from among district and regional DMU staff and the ASAL Ministry at central level; the purpose will be to demonstrate the potential role of on-going food and cash for work as a food security safety net, and the possibilities and problems in transferring the Indian model to Kenya;
- one staff member from the regional DMU will be trained during 1994 in project administration and management on a two month course in Ede in the Netherlands;
- one staff member will be trained to MA or MSc level in rural development in the Netherlands or UK (one year course);
- four staff members will be trained to diploma level (one year).

PART III. PROJECT MANAGEMENT

CHAPTER 10. MONITORING, EVALUATION AND REPORTING REQUIREMENTS

10.1 ON-GOING MONITORING

A logical framework for project monitoring is contained in Annex 10. The main monitoring, evaluation and reporting requirements are summarised there.

10.2 REPORTING REQUIREMENTS

Quarterly Progress Reports (QPR)

A report on commodities, beneficiaries and generated funds. This report is completed quarterly and is submitted by the implementing agency to WFP country office.

Project Implementation Report (PIR)

A six monthly progress report on project achievements which compares actuals with targets. Specifically this includes information on workdays, project outputs, government inputs, monetization and data on effects.

Field Trip Reports

Simple formats will be developed to standardize information collected during field visits.

10.3 PERIODIC EVALUATIONS

In addition to ongoing monitoring and evaluation, the following periodic evaluations will be undertaken throughout the course of the project:

- a yearly evaluation workshop (one week in duration) will be held at the RDMU to evaluate project performance. This forum will include representatives from the pastoral community (men and women) as defined by each DMU, select members of the district administration, a selection of implementing agencies (ie. those who have contracted to implement activities), and representatives from the three major donors. Terms of reference for these workshops will be developed by the RDMU.
- a major mid-term evaluation cum review after 2 years of operation. The evaluation will include the three major donors (EEC, the Netherlands, WFP) plus the GOK (ASAL ministry). (See annex 11 for TOR). This evaluation will decide on the rate and direction of spread of project activities.

CHAPTER 11. PLANNING AND ADMINISTRATION

11.1 COORDINATING MECHANISM

The MRDASW will form a Drought Management Project Committee to be chaired by an officer from Development Coordination Department as designated by the PS.

Core Membership of this committee will be:

- Development Coordination Department Representative, Chairman
- Regional DMU Coordinator, Secretary
- WFP Representative
- Netherland Embassy Representative
- European Community Representative
- Chairman of Isiolo DDC
- Chairman of Turkana DDC
- Chairman of Samburu DDC
- Three Pastoralist Representatives

Other agencies will be coopted as and when necessary.

The committee will meet at least once every Quarter, preferably before the Scheduled DDCs quarterly meetings, so that its deliberations can be discussed in normal DDC deliberations.

11.2 PLANNING AND MANAGEMENT PROCEDURES

Planning and execution of interventions will be at the district level. It is therefore the responsibility of the District Drought Management Units and their associated Working Groups. Policy on the same is made at the District level by the DMCs and DDCs.

MRDASW, specifically Development Coordination Department, will make policy on planning of long range fund raising, research, training and non-financial resource bulking which are functions of the RDMU.

RDMU will report and submit plans directly to the MRDASW, Development Coordination department which will identify a specific formal supervision officer.

Over and above formal reporting, District Focus supervision of the RDMU will be through the Drought Management Project Committee, which will have significant numbers of DDCs representatives.

Plans will be approved in two stages: first by the Development Coordination departmental officer and second by the Drought Management Committee.

11.3 ADMINISTRATION AND MANAGEMENT

MRDASW will authorise the RDMU Coordinator to administer and manage all project resources including procurement and personnel under direct funding mode of operations.

MRDASW field personnel at the RDMU and the DDMUs will be supervised and job evaluated by the RDMU Coordinator, who will report to the designated Project Officer in the Development Coordination Department.

If MRDASW personnel are not performing satisfactorily, the MRDASW undertakes to find replacements.

The RDMU Coordinator will be responsible for accounting of all resources to donors and GOK.

It is proposed that donors and GoK agree on a uniform financial and material reporting systems.

11.4 DMU STAFF REQUIREMENTS

For the two new Districts, Samburu and Isiolo, the Ministry of Reclamation and Development of Arid and Semi Arid Lands and Wasteland will second three staff of equivalent rank to other District Staff to serve as District Drought Management Coordinator, his deputy the District Drought Management/Contingency Officer, and District Drought Data Officer.

The Ministry will also second officers to be trained as Divisional Drought Management Officers. Four each are required in Samburu and Isiolo. Since livestock is central in these districts, an attempt will be made to find personnel from the districts who have livestock training. They will be recruited at the level of Animal Health Assistants.

Fifteen field monitors will be recruited per district, making a total of thirty in the two new districts. Their recruitment level will be the Junior Animal Health Assistants. Since they are the most crucial link to the communities, they must be fluent speakers of the relevant languages.

District staff will be supported by two secretary/data clerks, a driver and one subordinate staff.

For Turkana, existing TDCPU staff will be maintained and staff under works paid arrangements will be absorbed into the regular GoK system. It is assumed that these staff will be transferred to the Ministry of Reclamation and Development of Arid and Semi Arid Lands and Wasteland.

The existing staff, to be maintained and absorbed, are the TDCPU Coordinator, Drought Contingency Officer, Assistant TDCPU Coordinator, six divisional coordinators, twenty field monitors, two secretary/data clerks, one subordinate staff and a one driver.

In summary the total staff complement is as follows:

	<u>Turkana</u>	<u>Samburu</u>	<u>Isiolo</u>	<u>Total</u>
District Professional Staff	3	3	3	9
Divisional Professional Staff	7	4	4	15
Secretary/Data Clerks	2	2	2	6
Field Monitors	20	15	15	50
Driver	1	1	1	3
Subordinate Staff	1	1	1	3

11.5 FOOD BASKET AND FOOD COMMODITY SUPPLY

Maize and beans are the staple food for most of the people in Kenya. Rice, wheat, sorghum, millet, cassava etc. are also consumed depending on the localities. The current basic ration under WFP project Kenya 2669/01 includes maize, beans, edible oil and dried fish. The first three commodities are constituent parts of basic rations for all WFP-assisted projects in Kenya. As provision of any additional commodity will certainly increase the cost of ITSH to be met by the government and overload the distribution system, the mission does not recommend the addition of any commodity to the current food basket. The mission also recommends that the ration scale should remain at the same level.

The Turkana Rehabilitation Project was supposed to provide dried skimmed milk and sugar as supplementary therapeutic feeding for 2,000 malnourished children in Turkana. However, due to the withdrawal of donors TRP was unable to provide such rations. The mission recommends that WFP should take over this programme and provide supplementary feeding for 6,000 children in the three districts.

PART IV: FINANCIAL ARRANGEMENTS

CHAPTER 12. BUDGET

12.1 BUDGET SUMMARY

The following budget summary shows the financial resources needed for the next four years.

BUDGET ITEM	PY 1	PY 2	PY 3	PY 4
TA Staff	6,600,000	6,600,000	6,600,000	6,600,000
Loc. Staff	4,970,000	4,970,000	5,467,000	5,467,000
Aircraft	18,000,000	0	0	0
Vehicles	7,200,000	0	0	0
Motorcycle	900,000	0	0	0
Project Operating	6,960,000	6,960,000	7,660,000	7,660,000
Training	3,000,000	6,836,000	3,000,000	3,000,000
Research	810,000	1,460,000	650,000	0
Field Allowances	975,000	1,075,000	1,175,000	1,275,000
Houses	38,000,000	0	0	0
Offices	2,000,000	0	0	0
Food Stock Training/ Transport	66,500,000	66,500,000	66,500,000	66,500,000
Evaluation	240,000	240,000	800,000	800,000
Rehab. of Water	2,000,000	2,000,000	2,000,000	2,000,000
Destocking	4,750,000	4,750,000	4,750,000	4,750,000
Animal Health	900,000	2,700,000	2,700,000	3,600,000
Restocking	5,000,000	6,000,000	6,000,000	6,000,000
Human Health	741,000	741,000	741,000	741,000
EWS Survey	630,000	630,000	630,000	630,000
Stores	3,000,000	0	0	0
Copiers	900,000	300,000	0	0
Computers/ Software	2,000,000	1,000,000	0	0
Phone Ins.	100,000	0	0	0
Radios and Spares	2,000,000	0	0	0

12.2 BUDGET NOTES

This section separates the budget figures in terms of major activities of the project as well as specifying quantities and unit costs.

(i) Training

	<u>Source</u>	<u>Cost</u>
1. KENYA: BASIC TECHNIQUES		
1993	RNE	180,000
2. UK: FOOD SECURITY PLANNING	RNE	
1993 5 Students	"	2,400,000
1994 25 Students	"	2,400,000
1995 25 Students	"	2,400,000
3. NL: GEO-INFORMATION SYSTEMS	"	
1993 2 Students		1,048,000
1994 2 Students		1,048,000
4. UK: DISASTER MANAGEMENT	"	
1994 3 Students	"	900,000
5. INDIA: DISASTER MANAGEMENT	"	
1994 6 Students	"	720,000
6. NL: PROJECT MANAGEMENT	"	
1994 1 Student	"	630,000
7. KENYA: FOOD FOR WORK		
ANNUALLY 110,000		440,000
8. NL/UK: MA/MSC.	"	
1994 1 Student	"	630,000
9. KENYA/OVERSEAS: Diploma courses	"	
	640,000 PER YEAR	2,560,000

(ii) Research

	<u>Source</u>	<u>Cost</u>
1. DROUGHT COPING LITERATURE REVIEW		
1992-1993	RNE	300,000
2. DROUGHT PROCESS IN TURKANA		
1992-93	RNE	720,000
3. HOUSEHOLD VULNERABILITY		
1993-4	RNE	900,000
4. COLLECTIVE SELF HELP		
1992-1994	RNE	1,000,000

(iii) DMUs Annual Salary and Emolument Costs

	<u>Source</u>	<u>Unit Cost</u>
9 District Staff JGL	GoK	1,000,000
15 Divisional Staff JGH	GoK	1,000,000
6 Secretary/Data Clerks JGE	GoK	260,000
3 Drivers JGE	GoK	140,000
50 Field Monitors JGD	GoK	500,000
3 Subordinate Staff JGB	GoK	70,000

(iv) DMUs Field Allowances

	<u>Source</u>	
District Staff	RNE	200,000
Divisional Staff	RNE	200,000
Drivers	RNE	30,000
Field Monitors	RNE	100,000

(v) RDMU Annual Salary and Staff Costs

PROFESSIONAL STAFF

<u>Post</u>	<u>Source</u>	<u>Annual Unit Cost</u>
RDMU Coordinator	GoK	100,000
RDMU Data Systems Adviser	RNE	3,000,000
Drought Training/Planning Officer	GoK	100,000
Food Specialist	WFP	600,000
Logistics Officer/Pilot	EC	3,000,000
Accountant	GoK	100,000

OTHER STAFF

<u>Post</u>	<u>Source</u>	<u>Annual Unit Cost</u>
4 Secretaries/ Data Clerks JGE	GoK	160,000
15 Stores Staff JGE	GoK	900,000
2 Drivers JGE	GoK	80,000
4 Accounts Clerks JGE	GoK	160,000
20 Watchmen/Subordinate Staff JGB	GoK	400,000

(vi) MRDASW/RDMU Annual Field Allowance Costs

Professional Staff	RNE	375,000
Other Staff	RNE	60,000

(vii) Project Material Costs

	<u>Source</u>	<u>Unit Cost</u>
Offices		
1 Regional Office Furnished	RNE	1,000,000
2 District Offices Furnished	RNE	1,200,000
1 District Office Furnished Turkana	GOK	(600,000)
Houses		
12 Sen. Staff Houses Furnish.	RNE	12,000,000
44 Junior Staff Houses	GoK	26,400,000
4 Senior Staff Houses Existing T.	GoK	(4,000,000)
6 Jun. Staff Houses Existing T.	GoK	(2,400,000)
Communication Radios		
15 Divisions	EC	1,500,000
Telephones 4 Installations	EC	100,000
Computers and GIS and other software		
8 for Isiolo and Samburu	WFP	1,800,000
5 for RDMU	WFP	1,200,000
4 Existing for Turkana	RNE	(800,000)
Photocopiers		
3 Photocopiers	WFP	1,200,000
1 Photocopier Turkana	RNE	(100,000)

	<u>Source</u>	<u>Unit Cost</u>
(xii) Water Sources Rehab.	EC	8,000,000

CHAPTER 13. PROPOSED COMMITMENTS OF THE PARTIES

This chapter shows the specific line items and the proposed funding source.

13.1 GOVERNMENT OF KENYA: PROPOSED COMMITMENTS

Item	Amount
EXISTING	
SENIOR STAFF HOUSES TURKANA	(4,000,000)
TURKANA OFFICE	(600,000)
JUNIOR STAFF HOUSES TURKANA	(2,400,000)
NEEDED	
LOCAL STAFF SALARIES	20,000,000
JUNIOR STAFF HOUSES	26,000,000
FOOD TRANSPORT	<u>12,000,000</u>
TOTAL	58,000,000
US DOLLARS 1,933,000 (1 USD = 30 KSH.)	

13.2 ROYAL NETHERLANDS EMBASSY: PROPOSED COMMITMENTS

EXISTING	
COMPUTERS	(800,000)
PHOTOCOPIER	(100,000)
VEHICLES	(1,000,000)
MOTORCYCLES	(240,000)
NEEDED	
EWS AERIAL SURVEY	2,520,000
RESEARCH	2,920,000
TRAINING	15,340,000
FIELD ALLOWANCES	4,500,000
EXPATRIATE ADVISER	12,000,000
OFFICES	2,200,000
SENIOR STAFF HOUSES	12,000,000
FOOD TRANSPORT	12,000,000
HUMAN HEALTH	2,964,000
PROJECT OPERATING COST AIRCRAFT	2,400,000
PROJECT OPERATING COST VEHICLES	2,700,000
PROJECT OPERATING COST MOTORCYCLES	400,000
PROJECT OPERATING COST BUILDINGS	1,400,000
PROJECT OPERATING COST OFFICE SUPPLIES	2,000,000
BACK STOPPING CONSULTANCIES	4,000,000
PERIODIC EVALUATIONS	<u>2,000,000</u>
TOTAL	69,340,000
US DOLLARS 2,314,000 (1 USD = KSH.30)	

13.3 EUROPEAN COMMUNITY: PROPOSED COMMITMENTS

EXISTING

TA LOGISTICS/PILOT	(12,000,000)
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NEEDED

AIRCRAFT	18,000,000
PHONES INSTALLATION	100,000
RADIOS	1,500,000
MOTORCYCLES	900,000,
PROJECT OPERATING COST AIRCRAFT	4,800,000
PROJECT OPERATING COST VEHICLES	5,400,000
PROJECT OPERATING COST MOTORCYCLES	800,000
PROJECT OPERATING COST RADIO	600,000
PROJECT OPERATING COST PHONES	3,800,000
DESTOCKING	19,000,000
FOOD TRANSPORT	<u>12,000,000</u>
WATER SOURCES REHABILITATION	8,000,000
TOTAL	74,900,000
US DOLLARS 2,500,000 (1 USD = KSH. 30)	

13.4. WORLD FOOD PROGRAMME: PROPOSED COMMITMENTS

EXISTING

EXPATRIATE FOOD TA	(2,400,000)
FOOD STOCKPILE	(150,000,000)

NEEDED

FOOD STOCKPILE	60,000,000
FOOD TRANSPORT	12,000,000
FOOD TRAINING	9,000,000
COMPUTERS	3,000,000
PHOTOCOPIERS	1,200,000
FOOD STORES	3,000,000
VEHICLES	7,200,000
PROJECT OFFICE EQUIPMENT	<u>1,600,000</u>
TOTAL	97,000,000
US DOLLARS 3,233,000 (1 USD = KSH.30)	

GRAND TOTAL	US DOLLARS 9,980,000
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CHAPTER 14. FINANCIAL MANAGEMENT AND PROCEDURES FOR MONETISATION

(i) GOK budgeting

Since project funding will be in part from donors, the External resources Department of the Treasury must reflect this in their records against MRDASW estimates since this is the Ministry responsible for the funds. This will be reflected in MRDASW forward budget estimates and subsequent annual budget estimates. The GoK contribution will be reflected in MRDASW development revised estimates for 1992/93 and subsequent years.

The mission recommends that the actual disbursement be directly from donors to the RDMU.

(ii) Monetisation and Exchange Arrangements for WFP Food Aid.

1. Exchange of wheat with maize and beans for direct food distribution / FFW.

The WFP wheat will be delivered to NCPB in Mombasa and WFP / RDMU will receive in exchange locally-grown white maize and beans from the nearest NCPB depot(s). The current exchange ratio is one ton of wheat for 1.1 ton of maize, and 3 tons of wheat for one ton of beans. These ratios should be reviewed regularly to establish an exchange system based on the "no gain no loss" principle. That is, the price for wheat will be determined on the basis of CIF prices, and locally produced maize and beans on the prevailing local market prices.

2. Project funds.

Project funds will take two forms, either in cash or in kind.

i) Cash funds will be generated by the monetisation of wheat. In this case WFP will monetise a specified amount of wheat through NCPB to create a project fund in cash. NCPB will take charge of WFP wheat in Mombasa and credit cash to WFP/ RDMU. As specified above, the valuation of wheat will be based on CIF prices at the time of arrival at Mombasa.

ii) Funds in kind will be generated by the exchange arrangement described above.

3. Contingency funds.

Contingency funds will also be held either in cash or in kind, and will be generated by the same mechanisms as the project funds.

CHAPTER 15. REPORTING REQUIREMENTS

The Drought Management Project will be operated as a direct payment project. This means that the Regional Drought Management Coordinator will be responsible for budgeting and financial accounts.

The RDMU Coordinator will receive from Donors at least 10% of the project budget initially to open an imprest account to cover start up costs. The imprest account will be replenished quarterly on submission of a budget and plan of operations.

Financial reporting to the MRDASW, Donors and DDCs will be Quarterly.

ANNEX 1. COMPOSITION OF THE MISSION AND TERMS OF REFERENCE

MISSION MEMBERS

Mr. J.S. Omambia	Deputy Secretary, MRDASW
Mr. William Sakataka	Undersecretary, MRDASW
Mr. P. Wamburu	Senior Assistant Secretary, MRDASW
Mr. Jeremy Swift	Team Leader, Institute for Development Studies, University of Sussex, UK
Mr. Mohamed Diab	Senior Desk Officer, WFP, Rome
Ms. Peggy Fry	Anthropologist, Norconsult A.S., Nairobi
Mr. G.C.M. Mutiso	Political Scientist, Muticon, Nairobi
Ms. Kay Sharp	Socio-Economist, External Consultant for FAO

RESOURCE PERSONS

Mr. Stephen Anderson	Field Officer, WFP, Lodwar
Mr. Rudolph van den Boogaard	Adviser to the TDCPU, Lodwar
Ms. Jennifer Bush	Field Officer, WFP, Lodwar
Mr. Lammert Zwaagstra	Technical Operations Coordinator, EEC - ASAL/KLDP, Isiolo

- Terms of Reference -

1. OBJECTIVES and OVERVIEW

Project formulation will involve:

- 1.1 Review cum evaluation of current Early Warning Systems and Drought Intervention in Turkana (to be carried out by the Netherlands Embassy prior to the Mission). Review and summary of lessons learnt in WFP Project 2669/Exp. 1 (to be carried out by the formulation mission).
- 1.2 Preparation of a document for a Drought Management Project in selected ASAL districts in Kenya.¹ The document will include a summary of the Netherlands Post-Evaluation of the DCPU and lessons learnt from the Turkana experience.

¹. The EEC has a project document currently in place which may be expanded according to include recommendations from the formulation mission. The intended geographical cluster of the new project is in 4 of the 10 districts already covered by the EEC through the KLDP

The draft document will be divided into three parts:

- a) Project Strategy
 - Policy
 - Project Components - Project Components, Target Group, Project Activities, Duration of project
 - One-year Workplan
 - Monitoring, Evaluation and Reporting Requirements
- b) Project Management/Organisation
 - Planning and Administration
 - Mode of Implementation and Logistics
- c) Financial Arrangements
 - Budget
 - Donor commitments
 - GoK commitments
 - Financial Management and Procedures for Monetisation
 - Reporting Requirements

The sections outlined in the ToR should be considered guidelines only. In the draft document, mission members should address but not in any way be limited to the issues elaborated below.

2. PROJECT STRATEGY

2.1 POLICY

- a) Policy Framework of the Government of Kenya (GoK)
 - * The mission members will consult GoK official policy documents. (See attached bibliography). The mission will meet with the GoK National Drought Contingency Working Group to discuss input into GoK national policy.
 - * How is the new project expected to fit in with the official policy framework; i.e. the "National Drought Contingency Action Plan"? Is the new project compatible with GoK policy? Does it fill a need as indicated in the documents?
- b) General Principles of a Drought Management Project
 - * Define the policy of the project with respect to the following issues:
 - **Drought Management:** Provide a working definition.
 - **Livestock Focus:** Explain the rationale for a project focus on pastoralists and the livestock economy. Note the environmental implications of this focus.
 - **Use of food aid:** Address the principles of timing, flexibility and targeting of food aid as food-for-recovery in drought interventions.
 - **Community Participation:** Provide a definition of what is meant by participation: its scope, who participates (i.e., women and/or men).
 - **Women & Development:** State the scope of women's integration into the project and provide a rationale why women should receive special and positive attention.

2.2 PROJECT COMPONENTS

a) Main Project Components

- * Clarify the three main project components in terms of strategy, main goals, priority sectors, and timing of implementation.
 - Drought contingency planning and early warning systems (EWS)
 - Drought intervention
 - Drought recovery

b) Target Group

- * Who is the main target group of food aid? Might this include different target groups with different types of food assistance (i.e., nutritional support vis. income-transfer). How will this target group be involved in each stage of the project?

c) Project Activities

- * Define the project by drawing up a Logical Framework. For each project component (EWS, contingency planning, intervention and recovery) outline: (i) Development objectives, (ii) Immediate objectives, (iii) Indicators of achievement, (iv) Conditions / Assumptions, (v) Outputs, (vi) Verification of Outputs, (vii) Inputs required.

In developing project activities, the following issues must be considered:

- * Institutional link: How will the EWS unit coordinate the ongoing monitoring and the drought preparation, intervention and recovery activities?
- * Drought Recovery: What indicators will be used to measure drought recovery, and, in turn to determine when the food-for-work programmes are stopped?
- * Drought preparedness: At what level must activities operate to ensure that the organisation keeps ticking over and is primed for response? Is FFW necessary for this low-level of activity? Can it be achieved through other work (such as extension and community development)?
- * Community Participation: Describe in detail and by activity how the target group will participate in project activities using the Community Participation Matrix (attached). For example, how will drought monitoring involve the pastoralists themselves? How will women's participation be ensured in each of the four project components?
- * Gender Analysis: Specify in what ways the activities have been informed by a gender analysis of the impacts of drought, drought coping strategies, and development initiatives. For example, does drought have different impacts on pastoralist women? What implications will this have for the formulation of drought intervention strategies? What activities will facilitate the rehabilitation of women off of FFW and encourage their return to food self-sufficiency?

2.3 MONITORING, EVALUATION, AND REPORTING REQUIREMENTS

a) Ongoing Monitoring

- * Specify procedures for and frequency of regular monitoring by project staff. Design the methodology for ongoing monitoring including the design of formats for gathering standard information.
- * Which staff will be primarily assigned to monitoring? What are their specific duties?
- * How will project beneficiaries be integrated into food monitoring procedures?

b) Reporting Requirements (Non-financial)

- * Provide a sample copy of the expected format for field trip reports and activity progress reports.

c) Periodic Evaluations

- * Specify the type of project evaluations which are likely to be implemented, their scope, timing and the cooperating offices (i.e., donor vis. GoK). What expenses are likely to be incurred and who will be responsible for the costs? How will ongoing monitoring be linked to evaluations?
- * Describe procedures for ensuring community participation in project evaluations.

2.4 WORK PLAN

- * Define the time frame of involvement for each donor.
- * Draw up a one-year work plan for the first year of the new project phase including responsibilities for inputs and action of each principle Donor and for GoK.

3. PROJECT MANAGEMENT/ORGANISATION

3.1 PLANNING AND ADMINISTRATION

a) Institutional Set up

- * Briefly summarise the current GoK district planning framework and how the system will fit in with the District Focus Strategy for Rural Development and the "National Drought Contingency Action Plan".
- * Assess the capacity and readiness of the Ministry responsible for drought management (as per the "National Drought Contingency Plan") to implement the project.
- * Briefly summarise the planning system outlined in the "Plan of Action" (GoK/World Bank ASAL Working Group on Drought Preparedness).
- * By drawing up an organisational chart, describe how the project's proposed Drought Management Units will fit in with the GoK administrative system. The organisational chart should include proposed offices at two levels: (1) Regional, and (2) district level. Clarify the roles of each office. Is it practical for the role of the regional office to be supervisory, coordinating, and decision-making vis. the monitoring and implementation role of a district office? What will be the relationship between the regional office and other district institutions, such as the District Development Committee?
- * Detail the role and involvement of NGOs at each level of project activities.

b) Responsibilities of the Unit and Agency Coordination

- * To what extent would the DMU be involved in developing a district Drought Contingency Plan? What would be the role of field staff and project beneficiaries in contributing to the Contingency Plan? What would be the contributions of district ministry offices? What should a Contingency Plan specifically include?
- * What other agencies will be involved at the monitoring stage? How will existing data collection systems be integrated into the DMU early warning system (i.e, rainfall data from the Meteorological Department and the livestock census data from the KLDP)?
- * What will be the role of the DMU vis. the District Drought Management Committee with respect to the overall coordination of drought intervention activities? Will the DMU's role include coordinating the inputs from other line ministries and local agencies?
- * What procedures will be instituted to ensure regular communication amongst the different agencies and to clarify their roles and expected inputs?
- * To what extent will development support activities be integrated with the activities from other existing projects (i.e., the KLDP livestock development projects)?

c) Staff Requirements

- * How many staff would be required on an ongoing permanent basis at regional and district levels? How many and through what procedures would field staff be procured in an emergency (i.e., on a casual basis)? By what procedures will line ministry staff be seconded from district offices as staff requirements expand to meet drought-stress situations? Prepare ToRs for each unit during normal periods and during drought stress.
- * What are the training requirements for permanent staff of the DMU? What training is required for seconded line ministry staff? Who is responsible for organising and financing the training?
- * Will the donors commit (advisory and/or technical) staff specifically for the start-up and initial implementation/monitoring of the new project? In the absence of this staff, what would the prospects be for the project's successful implementation?
- * How will the expertise that has been built up locally in Turkana be utilised for training new staff of DMU's in other districts?

d) Procedures for Planning and Management

- * How can the planning cycle ensure the participation of the project beneficiaries? Prepare an ongoing planning cycle.
- * What are the regular planning requirements during the implementation of a FFW programme (i.e., quarterly plans)?

3.2 MODE OF IMPLEMENTATION AND LOGISTICS

a) Planning and Administration: Material Requirements

- * What basic office equipment is needed to establish a DMU? Who will provide this equipment?

b) Transport

- * What are the transport requirements (numbers; types of vehicles) for field, district and regional levels? Who is expected to provide and maintain this transport? During periods of expanded food distribution, to what extent will the distribution system be privatised? Who would oversee the allocation of contracts?
- * How can it be ensured that transport will remain in a state of drought readiness? What is the potential for using NGOs or private hire?

c) Stores

- * What sort of network of food stores--permanent and temporary--is needed to distribute food efficiently? Specify in terms of numbers, types, location, and inputs required. What is the potential for using private stores?

d) Food Basket and Food Commodity Supply

- * What are the current and forecasted food aid requirements for drought assistance to Kenya in general and to the project area specifically. In light of this, examine the adequacy of balance of food commitments under WFP Project 2669/Exp.1. Determine the mechanism for exchange for local maize and beans and mechanism for monetization.
- * Assess the feasibility of maintaining a buffer stock of donor food aid for emergency operations in Kenya.

4. FINANCIAL ARRANGEMENTS

4.1 Budget

- * Prepare a 5-year budget for the proposed budget.
- * What will be the procedures for an annual review of the budget?

4.2 Donor Commitments

- * Outline the commitments from each donor for both non-food inputs and food inputs. For WFP:
a) food commodities inputs for activities such as FFW, destocking, restocking, etc. b) monetization inputs c) non-food inputs. For all other donors: a) financial inputs b) technical inputs.
- * Specify the staff commitments of each donor to the project.

4.3 GoK Commitments

- * Outline the commitments from the GoK for both non-food inputs and food inputs.

4.4 Financial Management and Procedures for Monetisation

- * Specify responsible staff and procedures for managing and monitoring the project's financial resources.
- * What special arrangements are needed to ensure that monetised funds can be accessed at the time that they are needed? What monetization alternatives exist in Kenya with NCPB or the commercial market?

4.5 Reporting Requirements

- * Specify responsible staff and procedures for auditing accounts.
- * Specify reporting requirements and provide samples of reporting formats for the project finances.

ANNEX 2. LIST OF PERSONS CONSULTED

Mr. Chuma Anyona	Project Manager, TRP
Mr. G.S. Ayiga	MOLD, Nairobi
Mr. P. Bono	Father, Merti Catholic Mission, Merti
Mr. Rudolf H.G. Bos	Desk Officer, Royal Netherlands Embassy, Nairobi
Mr. A. Qolucha	Merti Holy Quu'an Centre, Merti
Mr. O. Fixio	M.O.H., Samburu
Mr. J.K. Gacanga	DS, MRDASW, Nairobi
Mr. R.K. Gaita	MOWD, Nairobi
Mr. J. Gillman	ODA, Natural Resources, Nairobi
Mr. Patrick Kalenda	WPND, Nairobi
Mr. W. Kamas	Economist, MPND, Nairobi
Ms. A. Kanai	District Nutritionist, MOH, Samburu
Mr. J.M. Karani	Soil Conservation Officer, Isiolo
Mr. F.M. Karimba	District Environmental Officer, Isiolo
Mr. M.M. Kariuki	Planning Officer, MRDASW, Nairobi
Mr. F.N. Kinuthia	D.V.O., Turkana
Mr. F.M. Kinyua	D.V.O., Samburu
Mr. D.M. Kirori	DTS, MRDASW, Nairobi
Mr. P.K. Koinei	D.S.C.O., Agriculture Office, Samburu
Mr. I. Langat	D.O.I, Turkana
Mr. N.N. Leaburia	Catholic Mission, Isiolo
Mr. E. Leiroya	Natural Resources Field Officer, IFSP, Wamba
Mr. M.M. Lenairoshi	Clerk, Samburu C.C.
Ms. R. Lenkupae	Community Development Field Officer, IFSP, Wamba
Mr. G.H. Liban	MORD, Nairobi
Mr. T. Logos	TRP Technical Coordinator, Lokori
Mr. Moses O. Lokong	Deputy Project Manager, TRP
Mr. C. Ltumugan	Operations/Service Manager, IFSP, Wamba
Mr. H.M. Lugano	Economist, MRDASW, Nairobi
Mr. I.W. Lukhanto	Acting Coordinator, TDCPU
Mr. J. Machooka	Agriculturalist, IFSP, Wamba
Mr. S.K. Maina	District Environmental Officer, Samburu
Mr. J. Makenzi	Treasury Department, Nairobi
Ms. V.J. Manielu	C.P.K. Church, Isiolo
Mr. J.N. Marete	D.V.O., Isiolo
Mr. S.M. Matherge	US/DC MRDASW, Nairobi
Mr. P.S. ole Matupe	D.O., Merti
Mr. G. Mbate	MRDASW (PE), Nairobi
Mr. H.G. Mbogoh	Manager/Coordinator ASAL/KLDP, Isiolo
Mr. D.R. Mboya	Permanent Secretary, MRDASW, Nairobi
Mr. C.M. Miano	D.O.T., Isiolo
Mr. S.M. arap Misoi	D.P.H.O., Samburu
Mr. J.S. Mosiany	District Commissioner, Turkana
Mr. E.A. Mudola	D.E.O., Isiolo
Mr. R.M. Muguanya	Asst. D.F.O., Isiolo
Mr. J.H. Mungania	MOH
Ms. J.M. Murtihi	D.D.O, Isiolo
Mr. J.H. Mwangi	World Vision International, Isiolo
Mr. S. Mwachabe	MRDASW, Nairobi
Mr. L. Namuyia	Divisional Coordinator, DCPU, Lokori
Mr. M. Nasong'o	Deputy D.V.O., Turkana
Mr. J.K. Ndegerege	A.I.O., Samburu
Mr. J.J.M. Nthiga	D.L.O., Isiolo
Ms. G.K. Nyagah	D.E.O. Office, Isiolo

Mr. S. Odhiambo	Economist, MOSM, Nairobi
Mr. S.W. Omonu	Ag.D.F.O., Samburu
Mr. J.O. Omweri	D.S.O., Isiolo
Mr. K.P.O. Onyango	D.L.P.O., Isiolo
Mr. B.P. Owino	D.E.O. Office, Samburu
Mr. K.H. Saidi	Team Leader, IFSP, Wamba
Mr. S. Selegon	Forester, IFSP, Wamba
Mr. R. Slade	KLDP, Isiolo
Mr. M. Trojanow	MOWD/GTZ, Nairobi
Mr. H. Tubatabai	World Bank ASAL Adviser to MRDASW, Nairobi
Mr. H.M. Wamukotta	District Development Officer, Turkana
Mr. M.M. Wandukusi	D.R.O., Turkana
Mr. F.W. Wanjala	Crops Officer, Isiolo
Mr. E.M. Wanjau	DS, MRDASW, Nairobi
Mr. J. Wanyama	Veterinary Officer, IFSP, Wamba
Mr. F. Wekesa	Acting Coordinator, DCPU, Lodwar
Mr. N. Wekesa	D.L.P.O., Samburu
Mr. Francis K. Were	WPND, Nairobi
Mr. K. Yifru	Director, WFP, Nairobi

ANNEX 3. THE EXPERIENCE OF DROUGHT CONTINGENCY PLANNING IN TURKANA

The following discussion is summarised from the evaluation of the Turkana Drought Contingency Planning Unit carried out under the auspices of the Netherlands Embassy just prior to the present mission, together with further discussion and input from TDCPU staff, and especially from the draft Drought Manual prepared by the unit.^{2/}

Background and Objectives

The TDCPU was established to implement the District Drought Contingency Plan, approved by the District Development Committee in April 1986. The unit became operational in early 1987, within the Turkana Rehabilitation Programme, with financial and technical assistance from the Netherlands government, the European Community and OXFAM.

The objectives of the TDCPU are:

- to monitor key ecological and socio-economic indicators of well-being and vulnerability in the district, draw conclusions about the situation and report the results regularly;
- to develop, during normal periods, contingency plans to enable the district administration to respond rapidly to a deteriorating situation;
- to activate such contingency plans when necessary; to coordinate the response; and to trigger the switch from relief to recovery activities when the monitoring system indicates that the worst of the crisis is over.

The tasks of the TDCPU are thus divided into two main categories: information and monitoring, and contingency planning. To carry out this work, the TDCPU has a central unit staff of three officers in Lodwar, six divisional coordinators, and 20 field monitors. The unit is still nominally part of the Turkana Rehabilitation Project in the Ministry of Regional Development, although in practice it operates within the District Development Officer's office. A decision is pending to transfer the unit to the ASAL Ministry.

In November 1989 a Turkana District Drought Management Committee (TDMC), a subcommittee of the DDC, was set up. The TDCPU provides the secretariat to the TDMC, and is also an independent member of the DDC and the District Executive Committee.

Information and Monitoring

The main objective of the TDCPU information system is to monitor rural people's access to food, to assess vulnerability, and to provide timely notice of deteriorating conditions which might put people at risk of food shortage. The monitoring is carried out through an Early Warning System (EWS), which has several functions:

^{2.} Turkana Drought Contingency Planning Unit Report: Post-Evaluation Mission Report. Nairobi: Directorate General for International Co-operation, May 1992. Turkana District Drought Manual, draft. Lodwar: Turkana Drought Contingency Planning Unit, June 1992.

- to identify and locate drought and drought-related stress areas and populations;
- to assess the stage, scale and extent of stress, and its causes;
- to alert district and national authorities, NGOs and donors to the situation;
- to trigger the right interventions, to guide them, and to provide information for effective management;
- to identify the retreat of the crisis, and trigger the change from relief interventions to reconstruction.

The EWS gathers information about a wide range of indicators relevant to the local population's access to food.

The main indicators are:

- environmental: rainfall, water sources, vegetation cover and quality;
- rural economy: livestock numbers and distribution, livestock production (milk yields, bleeding rates, slaughter rates, birth rates), livestock pathology and mortality, livestock nutritional condition, livestock sales and prices, crop conditions, crop harvest, sorghum storage and sales, cereal prices, and income generating activities;
- human welfare: diet, nutritional condition of children under five years, school attendance, breaking up of households.

Information on indicators is gathered by divisional coordinators and field monitors from several sources, including monthly household and community surveys (from a total of 230 sample communities throughout the district), and from technical departments. Regular district-wide aerial surveys of livestock and settlements have been carried out (six since 1982, two of them before the creation of the unit), and satellite data on cold cloud formation and a normalised difference vegetation index is obtained from IGADD. Unstructured data gathered in informal discussions with local pastoralists, chiefs and sub-chiefs, government staff and other people, and from seminars held in field areas, is also included.

The aerial surveys are a key part of the information gathering effort, since they provide an indicator of the ratio of livestock to people which is judged to be the main determinant of pastoral welfare. These trends in this ratio are cross-checked ("ground-truthed") through the household and community interviews, and through analysis of several other indicators, including rainfall, livestock vital rates and the meat:cereal price ratio.

The information is processed on computer in Lodwar to allow rapid analysis. The analysis is published in quarterly Early Warning Bulletins. The most recent of these bulletins is contained in Annex 12 of this report.

In addition to its early warning role, the TDCPU data are used for ordinary district planning and evaluation purposes. Data collection and analysis have been tailored from time to time to particular requirements, for example planning veterinary campaigns and extension. The information has achieved a good reputation for accuracy and timeliness, although it has not yet been used by line Ministries to anything like its full potential.

In conclusion, the TDCPU has created a successful information and monitoring system. The evaluation report concludes: "The TDCPU is the first of its kind in Kenya and in Africa, in terms of district focus.

Its success in creating an early warning capacity must be regarded as an important achievement since there were no other models to use as examples and it is succeeding in providing the service for which it was created. The TDCPU is successfully, reliably and accurately providing an early warning system in the district."³/

Contingency Planning

A second major function of the TDCPU is planning for drought and other disruptions in the district which could precipitate a food crisis.

Each quarterly Early Warning Bulletin assigns the district to one of four "warning stages" of increasing severity: these stages are normal/alert/alarm/emergency. The intention is that in each of the three stages from alert downwards, there will be a set of preplanned actions to be undertaken by appropriate line Ministries, NGOs and other organisations. The broad outlines of such a plan were adopted by the District Development Committee in 1986 as part of the original decision to set up drought contingency planning in Turkana. It is one of the responsibilities of the TDCPU to draw up the detailed plan.

The preparation of the district Drought Contingency Plan has been long delayed, due partly to the slow responses from technical departments who were to provide sections dealing with drought interventions within their field of competence. The plan will take the form of a District Drought Manual, which gives the background to drought and famine in Turkana, describes in some detail the operation of the early warning system and warning stages, and sets out guidelines for appropriate actions to be taken in each warning stage.

A first, incomplete, draft of the Manual was published in June 1992, and contains detailed plans for drought interventions in the field of veterinary medicine, emergency livestock marketing, cereal availability, employment guarantees, relief feeding, restocking and health and nutrition. Several of these actions presuppose preparations in normal periods, in order to facilitate rapid action when the need arises: these include the development of livestock marketing and cereal storage structures, the preparation of "shelf projects" for food-for-work (surveyed and costed projects which can be rapidly implemented when needed), and ongoing labour-intensive public works for development which maintain supervisory and managerial capability to facilitate rapid expansion in a crisis. Regular training for district line officers in emergency procedures and crisis activities is also important.

Interventions

The main purpose of early warning and drought contingency planning is to be able to intervene rapidly and effectively to protect food security when a crisis threatens Turkana. There is a large set of potential interventions available to do this, many of which will be described in the Manual.

One of the main causes of drought vulnerability is a loss of food entitlement by households: their ability to produce, barter or buy food is reduced and eventually destroyed. In Turkana and other ASAL districts, this often happens either because the price of livestock, the main product pastoralists have to sell, falls following lack of demand, or because there are no wage labour possibilities. In either of these cases, people can starve even if there is plenty of food in the district, because they cannot obtain it. Interventions in these two processes can prevent or reduce destitution.

Two key actions to maintain purchasing power are food-for-work and emergency livestock purchases. There is some experience in Turkana district in both of these, which have important lessons for interventions in other ASAL districts.

³. Post-Evaluation Mission Report op. cit. p. 5-1.

(i) Food-for-work

The Food-for-Work programmes which have been such a prominent feature of TRP/ WFP activities in Turkana grew out of emergency relief operations following the 1979-81 drought and famine. This fact is the root cause of the problems and serious misgivings which have arisen about them. There is no doubt that the relief operations were effective in saving lives and preventing a more catastrophic disruption to the pastoral economy in a severe crisis situation: but the transition from emergency relief to appropriate long-term assistance, in which the substitution of FFW for free distribution was a key element, has been more problematic.

Three major adjustments in the principles and focus of WFP-assisted operations in Turkana were recommended by the 1988 review of Project 2669: Rehabilitation Activities in Turkana District⁴. These adjustments of principle, which were incorporated in the stated objectives of the five-year extension of the project (Project 2669/Exp.1: Integrated Livestock Development Including Soil Conservation) are as follows:

- (1) The original focus on irrigated agriculture, in pursuit of eventual local self-sufficiency in food production, was recognised as inappropriate. Instead, the livestock economy was given highest priority for future development activities.
- (2) It was acknowledged that the original aim of "gradual settlement of the semi-nomadic population in agricultural schemes ... in harmony with the ecological environment" was mistaken, and that nomadic pastoralism is based on well-tried survival strategies which a drought management programme should aim to strengthen.
- (3) The importance of developing preparedness and flexibility of operations in response to stress levels was stated. The initial project's objective - "to assist the Government to rehabilitate and to develop the district and the Turkana people to attain self-sufficiency in food"⁵ - implied an understanding of recovery from famine as a one-off linear process. In the light of experience, and with the benefit of the DCPU information system, the proposal for 2669/Exp.1 emphasised instead the need to anticipate recurrent droughts in Turkana. To this end, it included a contingency reserve (10% of total wheat committed) to allow for the expansion of operations in response to DCPU alert warnings; and stated the objective of maintaining administrative and physical readiness for interventions during drought or famine periods.

Thus, major policy lessons had already been drawn from the first phase of post-famine operations. On the ground, however, the application of these lessons has so far been extremely limited. The perpetuation of institutional and operational systems which were established for famine relief and are not suitable for flexible drought management, together with the weakness so far of donor co-ordination and effective information-response links, have made it virtually impossible to re-orient WFP assistance towards a more flexible, long-term model of food security strengthening and drought management. The present joint donor reformulation mission provides the perfect opportunity to reshape these institutional and operational constraints, and to lay out in practical detail how the three principles above can be translated into action in the future.

⁴ "Draft Report of the Review-cum-Appraisal Mission of WFP-assisted Projects Kenya 2669 and Kenya 2669 Exp.", WFP 1988

⁵ Plan of Operations: Project 2669

In support of such detailed planning, a summary is given below of key operational lessons which have arisen from the WFP's experience of FFW in Turkana, and which should be carried forward into the proposed drought management systems for the ASAL Districts. (More detail on the specific activities on which these summary points are based will be found in the WFP's forthcoming interim report on Project 2669/Exp.1).

1. Permanent, on-going FFW schemes which are open-ended in terms of duration or number of workers absorbed are not appropriate for drought management in pastoral areas. In the Turkana context, such entrenched open-ended schemes have led to:

- the expansion of permanent settlements, and consequent environmental degradation.
- the creation of groups of permanently dependent food-for-workers, up to 90% of whom are women, whose connections with the pastoral economy have been weakened or severed. It is not certain to what extent these potentially destitute people, who would probably not have survived at all without the successful famine relief of the 1980s, could be re-absorbed into the pastoral economy or find alternative subsistence means if permanent FFW was withdrawn. At the time of the mission, FFW payments had not actually been received for a year, due to the breakdown of the TRP system. There were no reports of exceptional destitution or hunger among the former participants, who have apparently been moving away from the settlement sites. If careful monitoring of these former FFW beneficiaries shows that they cannot now survive without aid, and/or that they remain exceptionally vulnerable to food insecurity, there will be a clear moral imperative to ensure their survival and welfare. However, this consideration should be separated from future drought management plans. The type of permanent FFW which created such a dependent group outside the sustainable local economy should not be perpetuated.

2. Flexibility in response to information on changing stress conditions is essential to effective drought management. The Turkana experience suggests that on-going open-ended employment schemes, and centralised bureaucratic management, are a barrier to such flexibility. Particular lessons and suggestions for changes are:

- aid-supported employment schemes (whether food-for-work or cash-for-work) should be organised as discrete projects, at dispersed sites according to areas of need, and of specified duration and extent. Prior limits should be set on each project in terms of numbers of workers, duration, and/or physical targets for the completion of work.
- Detailed shelf-plans and appraisals of such interventions are needed in advance of alert warnings.
- Agreed procedures for scaling-down and closing employment projects are as essential to flexible response as the readiness to start them quickly when and where they are needed.
- The management and implementation of such discrete projects should be decentralised. A system of contracting out implementation to agencies with particular knowledge of the area, community or type of work involved, is proposed.
- No permanent or indefinitely expandable FFW operations should be started. This does not preclude a limited on-going programme of employment schemes with valid development objectives, organised as projects with defined limits, and approved through the institutional and management procedures outlined elsewhere in this report.
- Payment to workers should be provided in cash, or food, or adjustable combinations of the two, in response to changing conditions of food availability. This is more economical in terms of management and logistical resources than the automatic provision of wages in the form of food commodities when there is no local shortage. It also reduces the risk of disrupting normal market mechanisms or other sustainable food supply systems.

3. The type of work chosen for implementation by FFW/CFW must be developmentally useful and environmentally sound. It has already been noted that the initial focus on irrigation in Turkana was inappropriate. The avoidance of similar mistakes elsewhere, and the selection of activities which benefit participant communities and their Districts, can be promoted by incorporating the following points in regular procedures:

- consultation with the communities at the planning stage
- prior appraisal of shelf plans according to set criteria, which should include technical viability, developmental value, and expected impacts on participants' households, communities, economic system and environment.
- evaluation of each intervention on completion, and incorporation of any lessons in the next round of planning.

4. The misuse of food, a highly visible and politically sensitive resource, should be guarded against by:

- the separation of the responsibility for implementation of FFW from monitoring and accounting for the use of resources.
- evaluation of the management of each project, as well as its impacts on food security and development, at the end of each operation. Under the contracting system proposed, further contracts would not be given to implementing agencies which did not reach satisfactory management and accounting standards.
- ensuring that participant workers are always informed of the rates of payment to which they are entitled.

5. The targeting of FFW/CFW schemes needs special attention in pastoral communities. Among the Turkana it has been found that the vast majority of participants in FFW are women, who are traditionally shed from pastoralist households in times of food shortage, and re-absorbed when and if improving conditions allow. Well-managed temporary employment schemes can strengthen this traditional coping strategy by simultaneously providing short-term food security to the most vulnerable members of the pastoral economy, and protecting the longer-term economic viability of their households. However, the willingness of the Turkana to diversify income sources by splitting their households in this way, together with their mobility, means that the number of individuals wishing to work on any particular scheme may be virtually unlimited. Limits must therefore be agreed on the number of participants in each project. In this context the lessons of experience are:

- interventions should be targeted on stressed areas and communities.
- the number and identity of individual participants in each project should be determined in consultation with the target community, according to criteria of relative need, and within the viable limits of the activity proposed.

6. Women's involvement in planning, management, evaluation and training for FFW/CFW activities should be proportional to their participation as workers. This has not happened in Turkana in the past, despite the fact (noted above) that women form up to 90% of FFW participants, and it will not happen in the future unless specific detailed procedures are laid down to ensure it. The lessons to carry forward are that:

- the DMUs, in drawing up the detailed formats and procedures for the appraisal and evaluation of contracted FFW/CFW projects, should include requirements that the gender composition of committees, trainees and managers should reflect that of the participant workers.

- the assessment of any gender-specific impacts of particular projects should be automatically included in the appraisal and evaluation procedures.
- regular consultations with community groups and representatives on the planning and evaluation of interventions should be developed in all DMU Districts, on the lines of the "seminars" piloted by the Turkana DCPU. This system, which involves holding separate meetings for women and men, is integrated with the drought monitoring network and has proved a very effective way of exchanging information with the target communities. No difficulty has been encountered in consulting and discussing with women in this way.

All these lessons have been incorporated, as far as possible at this stage of project design, in the recommendations of the reformulation mission on drought management for ASAL Districts. They should also be referred to during the preparation of detailed workplans and operational procedures for each of the District Drought Management systems established in future.

(ii) Emergency livestock purchases

The TDCPU has implemented two emergency livestock purchase schemes, the first in 1988, the second in 1990.

The ELP operation of March 1988 was carried out in Todenyang, Lokitaung, Lowarengak and Kaeris, small settlements in north-eastern Turkana. In general, rains had been good during 1987 except along the northern lakeshore region which received sparse rainfall. By March, the beginning of the long rains, livestock in Todenyang showed signs of significant stress. The DCPU alerted the Livestock Marketing Officer who organized a small scale emergency purchasing operation at one site. The operation saw cooperation between a small team of Livestock, NORAD, DCPU and TRP personnel. The team itself worked effectively; within a month 400-500 livestock had been purchased and re-sold in Nairobi. Maize was not used in purchasing the animals.

DCPU staff identify several factors that contributed to the success of the 1988 operation.

Localized Drought Stress. 1987 and 1988 were years of good rainfall for most of Turkana. Only small pockets of stress such as in Todenyang, were noted. This was an advantage during the ELP operation. For instance, pasture in the Lotongot holding ground was adequate and the animals remained in good condition while being held there for a few weeks before resale. Localized stress conditions also meant that the drought was not politicized.

Institutional Readiness. In 1988, both NORAD and TRP were operating effectively. After the DCPU had proposed implementing the ELP operation, the NORAD Livestock Marketing Division of TRDP immediately offered financial assistance. In the end, NORAD was crucial; they paid for purchasing costs, maintenance of the animals in Lotongot, vaccinations and salaries for the herders at the holding ground, TRP also had resources in place. One Mitsubishi lorry (double-decker) was used for transporting approximately 300 shoats.

The 1990 emergency livestock purchase scheme was not so successful, but also contains important lessons.^{6/}

The programme bought a total of 2,768 sheep and goats at five auctions in the vulnerable area along the lake shore and in northeast Turkana. At the time of the purchases, the barter price of animals was very low; in contrast, the auctions achieved an average price of Ksh 185 per goat.

^{6/} Jennifer Bush, Destocking, Restocking and Tree Planting: A Review of Selected Activities in WFP Project 2669/Ext.1, Turkana District. World Food Programme, 1992. mimeo.

A TDCPU survey one year after the auctions found that three quarters of the sellers interviewed felt the auction prices had been fair. Most pastoralists had sold only a few animals: over three quarters of the sample had sold fewer than five sheep or goats, and over half had sold three or less. Sellers had been offered a choice of cash or maize, or a mix of the two. Over half the sellers had chosen a mix, around one third cash alone, and the remainder maize alone.

Food was the main item purchased with the cash received: of those who received cash alone, 79 percent spent at least half of their income from the auction on food, and a quarter of the group spent their entire cash income from the sale on food. Of those who received a mix of cash and maize, all spent some of the cash on extra food. In most cases the food lasted a very short time, perhaps because of demands to share the food from kin. More than half the sample households had to sell more animals within the following year.

Some objectives of the scheme, especially destocking to improve the ecological balance (itself a controversial objective) and creating a sustainable revolving fund with money from the sale of the animals bought at auction, were not achieved. There were several reasons for this. First, although this was contrary to agreements made in the Drought Management Committee, there was pressure for the auction to buy sick and dying animals, which were subsequently unsaleable, and one third of them died. Second, livestock market infrastructure is so little developed in Turkana, that there was no efficient market mechanism to resell the animals. Also, attempts to create and manage a revolving fund proved unsatisfactory, because the income from subsequent sale of the animals was insufficient for this purpose, and no proper framework to handle such a fund existed.

The evaluation concluded however that the main objective - protecting herders' purchasing power - had been met to some degree. Future emergency livestock purchase programmes should take only this as the objective. Most of the animals purchased should be rapidly slaughtered, and the meat distributed to institutions or as relief. Price support of this sort should be extended to other products, including especially hides and skins (which would particularly benefit women, since they are the main traders in skins).

Problems faced by TDCPU

The main problem faced by TDCPU has been an inability to link information to intervention. TDCPU has no mandate to intervene, or even to coordinate interventions. The experience of food-for-work and emergency livestock purchase summarised in the previous paragraphs shows that the link between information and intervention is possible, and that when it works good results are obtained which effectively reduce threats to food security for pastoral Turkana. But the lack of adequate institutions severely limits this: in the case of food-for-work, TRP and other district departments have proved ineffective planners and managers, and there is no viable alternative covering the entire district; and the district has no viable livestock marketing network which can handle large scale emergency livestock purchase. If drought intervention is to work, these requirements have to be met in different ways, until such time as ordinary institutions to handle these activities are functioning properly.

ANNEX 4. SCOPE AND TIMING OF THE PROJECT

The Mission recommends that an initial Phase one project of 4 years to fit into the WFP project schedule and to allow synchronisation thereafter. It should cover Turkana, Samburu and Isiolo. It is the Mission's view that the real lifetime of a national project to cover all ASAL districts should be about twenty years. It is therefore important that the GoK discuss how other donors can begin to take part in the long term project over and above the EC, WFP and the Netherlands. Clearly other donors with area based programmes in the ASALs should be brought into this discussion. The already existing mechanism of the World Bank ASAL Programme, which is charged with coordinating future planning on the ASALs, may be a good framework for discussions.

Timetable

The Mission recommends that the start up time for the new project, by creating the Regional Drought Management Unit be 1993.

Towards that end the following actions must be undertaken over the next few months.

July 1992

Transfer of TDCPU (renamed Turkana Drought Management Unit) and WFP Turkana food activities from MRD to MRDASW.

July 1992

Initiation of negotiations between MRDASW and RNE, WFP and EC on project financing.

August 1992

Initiation of MRDASW recruitment of personnel for the Regional Drought Management Unit and the District Drought Management Units in Isiolo and Samburu.

August 1992

Agreement with donors on TA component of Project.

Donor Initiation of recruitment procedures.

Initiation of donor procurement procedures for aircraft, vehicles, motorcycles and equipment and supplies.

Initiation of modular prefab office and houses construction at Isiolo and Maralal.

September 1992

Attachment of Regional DMU and Isiolo and Samburu DDMU nominees and MRDASW Nairobi based supervising officer to Turkana DMU for preliminary field training and computer training for preliminary selection

October 1992

Continue training of selected staff.

November 1992

Continue induction training of staff.

December 1992

Terminate initial staff training.

Reach agreement on financial, monitoring and project management procedures.

January 1993

Post experienced staff from Turkana and newly inducted staff to Regional DMU and District DMUs.

Start DMUs and DMCs in the new districts.

Start preliminary monitoring and drought contingency planning activities in the new districts.

Start RDMU activities.

Start development of work detailed regional and district work plans and budgets.

1993

Develop District Drought Management Plans for Isiolo and Samburu

Update Turkana DM Plans.

Timetable for Expansion to Other ASALS - The Mission was enjoined by the PS MRDASW to suggest how the project could be expanded to cover all ASALS. Whereas the system developed in Turkana is expandable to other ASALS, it is the view of the Mission that it needs refining in other livestock production districts for now. However, the Regional DMU can plan the expansion to cover all ASALS over an eight year period as suggested below. At different points of Phase one, other resources will have to be planned and committed. The mission believes the expansion will be possible for the two key resources logistical capability encapsulated in the aircraft, and training capacity encapsulated in the experienced staff implementing the system will be available within Phase 1.

1994

Plan expansion of DMU activities in Marsabit

Expand activities to Marsabit.

Early 1995

Conduct a midterm evaluation

Make decision on whether to:

- (1) Continue expansion into livestock dominated ASALS (Wajir, Garissa and Mandera) or
- (2) Expand into the mixed farming ASALS of either West Pokot, Elgeyo Marakwet, Baringo and Laikipia or Tharaka Nithi, Embu, Kitui and Machakos.

The key policy issue here is that the system developed in Turkana to date deals mainly with a livestock dominated production system. Isiolo, Samburu and Marsabit are also livestock production districts. As one of the long term objectives is to develop a national system covering all ASALS, a decision will have to be made at this point on whether to start developing a subsystem for the mixed

production asals. The Mission position is that to start handling the two subsystems at the start of the project would complicate matters greatly. There also is an obvious need to target livestock production ASALs initially since they are more vulnerable to drought. We believe the midterm review should evaluate and recommend whether the second phase should remain in the livestock ASALs or expand to mixed farming areas.

Late 1995

Plan to expand to either three livestock production districts or four mixed farming districts

1996

Expand to either three livestock production districts or four mixed farming districts

Conduct terminal evaluation of phase 1.

Plan phase 2 of project.

1997

Start Phase Two of Project

Expand to EITHER 3 Livestock Production Districts OR 4 Mixed production Districts

1998

Plan expansion into the following clusters of ASAL Districts:

Southern Rangelands - Kajiado and Narok

Coastal ASALs - Kwale, Kilifi, Taita, Tana River and Lamu.

1999

Expand into EITHER Southern Rangelands OR Coastal ASALS.

2000

Expand into EITHER Southern Rangelands OR Coastal ASALS.

ANNEX 5. VULNERABLE POPULATIONS AND BENEFICIARY GROUPS

Introduction

In the districts in zones VI and VII there are four basic subsistence/production groups: nomadic pastoralists, semi-nomadic agro-pastoralists, settled agriculturalists and settled wage earners. The nomadic pastoralists and settled wage-earners are the most resilient to drought; the semi-nomadic agro-pastoralists and settled agriculturalists the most vulnerable.

In order to understand why there are four basic subsistence/production groups an overview of the basic dynamics of the pastoral systems in each of the three districts is essential.

Background

Traditionally the Turkana, Samburu and Boran have relied on their livestock for subsistence and for their identity. Animals are important from birth until death for their products (milk, fat and meat as food and skins as clothing or shelter); to celebrate events; to formalize marriages; pay debts; to create and solidify relationships; as medicines; to establish a family's status and authority; and as food security. Livestock also ensured the access to grain through trade with grain-producing neighbours. Of the three pastoral groups, only the Turkana practised any form of agriculture and that was opportunistic.

In the pastoral system, people move around livestock and livestock move around people. In the first instance, poorer relatives and friends aggregate around a household with 'surplus' livestock. Families with any surplus are obliged to assist friends and relatives in need. The wealthier a herdowner is, the more people will be dependent on his livestock. Dependents include mothers, widowed sisters and their children, in-laws, orphans, disabled, elderly male relatives with no close kin, etc. The number of animals supporting one person is therefore roughly the same whether one lives in a wealthy or poor household.

There are three main threats to the viability of a livestock holding: drought, epizootics and raiding. While one factor may be the direct cause of herd loss, the three are interrelated. Epizootics are more common when livestock are weak from drought conditions and raiding is more frequent when there is a need to quickly rebuild herds decimated from drought, disease or raiding. Because camels, cattle, sheep and goats all have different levels of drought resistance, reproductive rates, levels of milk production, herding management requirements and suffer from different types of disease; a mixed herd reduces vulnerability to one specific disaster.

Other strategies to reduce risk beside mixed livestock holdings include keeping some livestock with friends or relatives so that if a disaster occurs locally not all animals will be affected, and building up as many relationships and credits as possible. The credit system is a form of indirect exchange where an animal is given on the understanding that in future an animal of higher status will be returned, such as a male goat for a mature female goat.

The main response to livestock loss or impending loss is to attempt to maintain the viability of the herd. If herd survival is threatened then dependents must leave. If the situation deteriorates further then wives and children not required for herding will go. The aim is to reduce pressure on the remaining livestock and to help ensure a more rapid recovery. Once recovered those who left can return. The attempt will also be made to collect credits and to try and get others to give animals.

The extent to which credits can be collected or animals given depends on how affected those who can give the animals are. Even when the livestock are available, it is difficult to collect credit during drought and epizootics since the giver is uncertain of the future of his own herd. If a disaster is particularly widespread, it may not be possible to reclaim or to acquire more animals.

One bad year or disaster is not the main problem, it is the cumulative effect from a series of bad years or events which slowly erode the livestock holding until the herd is no longer viable. During this time credits will have been collected but it is harder to make new ones.

The Boran decline in livestock holdings began during the Shifta Wars during the late 1960s. This was followed by a series of droughts of varying magnitude during the 1970s. Raiding activities have continued periodically throughout the period. The clan system is traditionally very strong among the Boran and members in need are traditionally restocked by the clan. Since the late 1960s, the ability of the clans to redistribute livestock to needy clan members has declined because the number of livestock held has been reduced.

Samburu livestock also suffered from the same series of droughts during the 1970s. Raiding, especially in Baragoi Division, reached a height during the late 1970s early 1980s. The 1984 drought added additional stress. Herds that had remained intact, still suffered continuous losses during this period. The indirect credit system 'esile' is a one-time event among the Samburu. As livestock holdings declined credits were recalled whenever possible but few new ones could be established, thereby increasing vulnerability to disaster.

The Turkana also suffered from the droughts of the 1970s which cumulated in 'Lopiar' 1979/80; the drought for which the TRP was formed. Raiding was periodic until Lopiar when it increased in severity until the early 1980s. Credits had been reclaimed whenever possible throughout the period, but unlike the Samburu, the credit system among the Turkana is a method of forming long-term friendships which facilitates giving of animals during times of need. In addition, the exceptionally high bridewealth in Turkana (average of 60 large animals and 100 smallstock compared with 4 cattle among the Boran and 8-10 cattle among the Samburu) creates a close and livestock giving relationship with a large number of in-laws.

Women are in a more vulnerable position in all three groups because they are dependent on livestock and men own the livestock. Unmarried mothers, divorcees (common among Boran, rare among Samburu and Turkana) and widows are in the most tenuous position because they are dependent on sons, brothers or fathers. Widows are the most common class of female-headed households and their fate is variable. For decisions, ownership of animals is with their sons.

In all three groups, if a widow has only daughter, no sons old enough to take care of the animals, or no male relatives who can stand up for her rights, the livestock she should have received upon her husband's death can be taken by her husband's male relatives. She and her children will be forced out of the pastoral system.

Nomadic Pastoralists - form the largest proportion of the population although proportionally they are slowing declining. Within this group are found both very wealthy and poor pastoralists.

Vulnerability to Drought/Stress. Two groups of nomadic pastoralists are particularly vulnerable to drought: dependents and poor herders.

Dependents are vulnerable because they are the first to leave. Poor pastoralists with herds which fluctuate around the viability level are only able to stay in the system because of their network of friends and relatives. Poor pastoralists are in a more precarious position because the families that they usually rely on cannot in a bad year offer the same level of assistance as during good years and a percentage reduction in livestock holding will be felt more severely by a household with fewer than with more animals. Since they have fewer animals, they also have fewer dependents so must split their households (sending wives and children away) sooner than a wealthier herdowner would have to. If necessary, the herdowner will also leave the system but will keep his few remaining animals with friends or relatives until they increase and he can return.

Semi-nomadic Agro-pastoralists - rely on their livestock, rainfed agriculture, fishing (Turkana), petty trading and FFW (when available) for their subsistence. These pastoralists have been pushed into this marginal existence through steady reduction of their herds and social networks. The decline in their herds is due to drought, disease or raiding; or to poor management ability. Their social networks with nomadic pastoralists are poor or non-existent and their access to labour is restricted. Some of the families restocked by OXFAM in all three districts can be found among this group.

The members of this group have too few animals for subsistence and therefore must utilize a more varied subsistence base. When they move it is usually within a very small area, although livestock may go further. Many would return to nomadic pastoralism if they had sufficient numbers of livestock, but the inclination is declining as they become more dependent on the services (such as health and education) found in nearby settlements. The numbers in this group are increasing in all districts as the human population increases and the livestock population fluctuates around a stable but declining mean. Because the subsistence base is smaller, only those dependents who are extremely close to the family can be maintained during good years, such as parents.

Vulnerability to drought is high. During droughts, harvests from rainfed agriculture will be poor at best; although harvests from crops planted along river flood plains may do well. Few years are good enough to create a surplus of grain to allow for storage and then pests, rodents and mobility result in insufficient amounts to carry a family through a stress period. Cropping is new to many Turkana and most Samburu and Boran. Livestock holdings are too small to provide for a family during a good year; during a bad year low production and offtake from sales and mortality will further reduce herd size. It is difficult to place animals with other herders because the social network is among the same group - all of whom are at high risk. Households headed by women are especially vulnerable because it is more difficult for them to make the friendships which would allow for livestock exchange.

Many in this category comprise the continuous 'losers' who have been going in and out of the pastoral system continuously.

Settled Agriculturalists (irrigation) - depend on the produce from the irrigation schemes and the livestock they have been able to accumulate. Numbers of livestock are usually small as is the number of dependents. In general, the scheme populations are destitutes who were not able to survive in the pastoral sector. The trend is one of declining numbers as fewer schemes are created and others fail. People on the schemes have few resources or reserves. Since the emphasis of most schemes is on cash-cropping, storage of cereals is minimal. Many households are headed by women who have small children. The elderly and disabled can be found in the settlement. Men either work on the schemes, herd the few livestock or emigrate to find wage labour. Nutritional levels among these destitutes are usually poor.

Vulnerability to drought is to some extent dependent on the water resource on which the cropping depends and its level of reliability. Even if the source is reliable, vulnerability may still be high if the market for the cash crop is poor or if there is insufficient food to purchase with the returns. Relationships with nomadic pastoralists may have been developed through the exchange of crops for livestock, but they are not strong enough to receive assistance during stress periods. Women-headed households are more vulnerable because they do not have male support and it is more difficult for them to invest.

Settled Wage Earners - perform a number of activities for cash. The range of wealth is large, but many in the settlements exist on a marginal level of existence by working in the informal sector, as casuals or on FFW. Destitutes are common. Many of the elderly, disabled, and other would-be dependents of the agro-pastoralists are found in the settlements. They receive little or no assistance from their agro-pastoral relatives, because they do not have the resources to help them. Women-headed households are common. The numbers in the settlements are increasing, although there is wide variation depending on conditions in the district. Pastoralists or their dependents and agro-pastoralists who are temporarily 'wiped out' of the system come to settlements during stress periods but many will later return. With population increase and the cumulative effect of drought, disease and raiding, the settlements are slowly growing, particularly the poor - elderly, widows, unmarried mothers, children, and the disabled. Nutritional levels among these 'hard-core' destitutes are poor.

Vulnerability to drought is not as pronounced since food security is less directly dependent on rainfall. Indirectly, however, it affects the need for goods and services in the informal sector, on which the poor rely for income, and it affects the prices and availability of food.

Women heads of household are more vulnerable because they have less access to resources.

ANNEX 6. TERMS OF REFERENCE FOR DISTRICT DROUGHT MANAGEMENT UNITS

Composition

The Drought Management Unit will be composed of the District Drought Management Coordinator, the District Drought Contingency Officer and the District Drought Data Officer, Divisional Drought Management Officers and Drought Field Monitors. It will be attached to the District Planning Unit under the DDO. It will be the secretariat to the District Drought Management Committee of the DDC.

Executive

The executive officer of the DMU will be the District Drought Management Coordinator. He will be a member of the DEC and the DDC. He will be the secretary to the District Drought Management Committee of the DDC. He will report to the Regional Drought Management Coordinator and through him to the Permanent Secretary of the MRDASW.

Responsibilities

The DMU will have three basic responsibilities:

- . Operation of an Early Warning system.
- . Contingency planning.
- . Coordination of intervention planning and implementation.

This will be done through:

- . EWS Data collection, processing and presentation to all levels in the district (including communities) in formats they can readily use.
- . Provision of technical information and advice to the DMC and through it to the DDC.
- . Preparation of detailed shelf plans, in consultation with the communities, implementing agencies and DMC.
- . Management and disbursement of resources for field interventions through the DMC Working Group mechanism.
- . Appraisal, monitoring and ex-post evaluation of interventions.

Accounting of resources to the DMC/DDC and the Regional DMU.

Participation in the Drought Management Committee, the District Executive Committee and the District Development Committee.

Advising the DMC on the constitution of specific intervention planning and implementation working groups.

Keeping a list of shelf plans for interventions.

Guiding and collaborating with specific drought management working groups created by the District Drought Management Committee to plan and execute specific interventions. Specifically, to ensure that each working group will:

- Draw up an action plan, based on contingency plans, which specifies activities to be undertaken and outputs for each intervention.
- Submit action plans to the DMC for information and the Regional DMU for funding.
- On Regional DMU's acceptance of the action plan, initiate implementation of the plan under the supervision of the particular district DMU.
- On completion of each intervention, defined as when the EWS signals a return to normal, the DDMU will produce an internal evaluation report to the DMC and the Regional DMU covering objectives, management, target groups, correct channelling of appropriate quantities of food used and an assessment of costs and benefits.

Calling for and short listing of contractors for each specific intervention, identified as needed by the district EWS from line ministries, donors, private sector or NGOs.

Ensuring that the following intervention contractual procedures are followed:

First, that contracts are adjudicated by the Regional DMU.

Second, after a contractor or contractors are identified and begin planning and implementing activities, as part of a DMU working group, the DDMU will set up an operations monitoring system to be used in evaluating the intervention and the implementing agency (as outlined in chapter 5.5)..

Supervising the implementation of intervention contracts.

ANNEX 7. EARLY WARNING SYSTEM

Introduction

The Early Warning System is an information gathering system that is geared to monitoring serious food shortages or famine in the pastoral sector. More specifically, the EWS monitors a collapse in a livestock or agriculture economy that could lead to food insecurity. Pastoralists' access to food is assessed by monitoring a wide range of variables (called "indicators"). By collecting this information on a monthly basis, upwards or downwards trends in rural food security can be detected. The information that is generated is then used to warn authorities about the impacts of drought and the scale and extent of food shortages. These warnings are classified into four levels of ascending severity: Normal / Alert / Alarm / Emergency. Linkage of EWS information to action is essential to provide further collapsing of a local production system as well as reducing the risks of famine threat. Specific interventions in each particular warning stage are required to achieve this.

EWS systems are geared to a greater or lesser extent towards monitoring famine, as opposed to chronic food insecurity. Theoretically, they are all linked to a response mechanism which is normally, but not necessarily, geared towards food aid distribution.

An EWS would have to be district based, taking account of the variations in local economies. The Turkana EWS however, is a fairly uniform model and captures both information on livestock and agricultural activities as well as social welfare indicators. It can act as a model of which only minor modifications may be necessary to make it fit for monitoring production systems in Samburu, Marsabit, Isiolo and other Arid Districts within Kenya.

Objectives

The primary objectives of the proposed district based Early Warning Systems are:

- To identify and locate drought and drought related stress areas and population groups.
- To assess the stage, scale and extent of a drought.
- To alert district and national authorities, NGOs and local population, on a decline in a production system caused by drought and including the risks involved for food security. This should be done in a timely manner.
- To provide information on possible interventions and to activate implementation of drought contingency planning and actual execution of interventions.

Main Activities

The activities that would guarantee the supply of reliable and timely information on drought or drought-stress indicators include (i) various types of surveys and (ii) data supply from ministerial departments or technical institutions. In addition (iii) processing - analyzing - interpretation of the data will be essential project activities.

The indicators which will be monitored by the project can be subdivided into various groups. (As indicated below)

INDICATOR or INDICATOR GROUP	USE
Environmental indicators	Will indicate drought in early stages and therefore warn for declining trends to be expected within production systems
Livestock mortality, Livestock production, Agriculture production	Will indicate declining trends within production systems
Livestock Quantity / TLU levels / TLU-Person Ratios	Will provide information on asset status which indicates relative prosperity and/or deprivation. The indicator is particularly important in pastoralist economies to detect actual vulnerability of population groups to famine
Cereal Price / Meat Price ratios, Diets, Nutritional Condition	Will provide information directly linked to food entitlements. These indicators signal levels of peoples ability to have access to food and provide direct information on the stress experienced within population groups.

Surveys

Three types of surveys will be carried out in order to get sufficient and timely information.

1. Household surveys

In most pastoral and agricultural economies, matters related to food security are decided upon at household level. Household units are generally production and consumption units in both economies in the ASAL regions. The household unit therefore provides an important source for retrieving information on indicators linked to production, consumption and welfare levels. Provided that surveys are carried out regularly, and in a widely dispersed pattern which will cover areas with main concentrations of population groups, the surveys will provide timely information on the behaviour of indicator values.

Methodology of household surveys

Sampling and frequency of household surveys:

Household surveys are to be carried out by field monitors who have been trained in basic techniques related to this activity. The field monitors are guided by the DMU. As the aim of this type of survey is to provide time series on indicator values—in order to detect declining trends—it is clear that the surveys have to be repeated regularly, within the same area, sampling the same households, at least for as far this is possible. In practice however, since the areas of operation include regions with predominantly nomadic pastoralist population, it will be unavoidable to repeat the process of sampling new households regularly. In order to reduce bias effects as result of this, it is necessary to aim for a sample size, of at least 1.5%.

Frequency of the surveys should be quarterly or monthly. The determining factor to step up the frequency of monitoring would be the expected stress. During normal periods, quarterly surveillance of households is sufficient, however when stress is expected due to drought, it will be necessary to follow trends of indicators more closely to enable timely action. Monthly surveillance of households will then be carried out by the project.

The household interview:

The interview will be carried out with aid of a questionnaire or a checklist. Questions asked will relate to a number of indicators and must be to the point. During the interview, the interviewer will use his own observations too, in relation to the questions asked, in order to obtain the most reliable results.

The respondent should be a senior representative of the household, either male or female. It is clear that in some cultures, women have more detailed knowledge on matters directly related to food security issues. Under such circumstances, it is clear to aim for their participation in this type of survey.

2. Community surveys

The project will carry out community surveys in combination with the household surveys. In fact, on completion of a number of randomly selected household interviews, a community survey will be carried out in the same sample area. These surveys will be done by those who did the household interviews. Thus these surveys will be done as frequent as the household surveys.

The community surveys will cover a number of variables which also relate to livestock and agriculture. However in addition, some indicators are examined which cannot be checked at household level such as the number of available water sources and the condition of the surrounding pastures of the particular community.

Data processing, analysis and reporting of household and community surveys

The project will analyze and report on the trends of indicators on two levels.

First, Divisional DMU coordinators will process the information from household and community surveys at divisional level. This will be done at the end of each month. A Divisional Monthly EWS Assessment Report will be prepared and circulated to various divisional offices, including livestock development and veterinary departments, agricultural department, Divisional DO. The divisional assessment report will provide an overview of changes in environment, livestock situation, agriculture, cereal storage and welfare conditions of pastoral population. Unusual changes in trends are reported, and divisional heads of departments can make use of this information in providing assistance or adjusting their programmes.

Second, all questionnaires and data sheets from household and community surveys will be forwarded to the DMU District Headquarters. The DMU contingency officer will process the information with aid of a computer system and pre programmed software. The analysis of the data will be interpreted by this officer and will be used for Quarterly Early Warning System Bulletins and Monthly Summaries.

3. Aerial Surveys.

The project will carry out aerial surveys in all districts of operation. The surveys will be carried out once in a period of two years. The implementing agency will be the Regional DMU. The aim of the aerial surveys is to generate data on the conditions of the environment, livestock quantity and distribution, distribution of areas under crop fields and distribution and quantity of pastoralist population. This data is important for the District based Early Warning Systems and for other planning purposes.

Methodology

There is no known method better than the Aerial Survey to assess and quantify the level of one of the most important resources of the ASAL districts in Kenya: Livestock. To have a regular update of this available resource is extremely important for EWS monitoring within areas of predominant livestock economies as the results allows to assess the factual vulnerability to famine in a drought.

The arguments to prefer the use the aerial survey methodology instead of other types of methods such as ground surveys or ground sample surveys include the following:

- Accessibility: ASAL regions within Kenya are known to be inaccessible up to a large extent. Should livestock census be carried out using ground methodology, it is likely that complete zones will not be covered due to the inaccessibility of the region to monitoring teams. This could lead to considerable incorrect figures, leading to wrong assessments and conclusions.
- Efficiency: The time factor is important. Livestock counts using ground surveys cover a long period of time. When ground surveillance is used in a district the size of Turkana, the period from onset to completion may be several months up to a year. Within that period considerable changes within distribution and quantity of livestock species may have occurred which would weaken the reliability of the result of the survey. Aerial surveys, using similar methodology as were used in Turkana, can be carried out within a time span of not more than two weeks. Furthermore, it will be more useful to have regular surveys, than a one time exercise. Time series of data are important to keep track of changing trends.
- Management: Managing ground census is a difficult task. The activities to be dealt with are many such as: - training and supervision of (a large number of) enumerators, - provision and coordination of transport to various parts of the districts, screening data for bias control, etc.
- Cost effectiveness: Aerial surveys can be carried out in a relative cost effective manner. When compared to ground census, costs of aerial surveys do not have to be substantially out of balance.
- The substantial amount of information, generated by aerial surveys during a relatively short period, is not only useful for the district based Early Warning Systems. Additional users of the information include technical departments and other planning bodies within the district.

The Turkana model provides a tested system, whereby aerial survey data is checked through ground surveillance. The methodology is described below and will be the model for similar activities in other districts covered by the project.

The surveys are to be carried out with high wing aircraft, and a crew of four--pilot, 1 Front Seat Observer (FSO), 2 Rear Seat Observers (RSO).

Height of aircraft is to be maintained at 400 feet and transects are flown spaced 10 km apart. Sampling intensity of the entire district is 2.7%.

The entire survey area, i.e. most of a district, is subdivided into contiguous blocks on the basis of prominent land features. Transects within the blocks can run either east - west or south - north. The blocks are in fact clusters of UTM grid cells. Each UTM grid (10x10km) is sub divided into four sub-grids (5x5km), which are coded. An additional task for the pilot is to navigate the aircraft to the selected survey area (block) and with aid of GPS read outs, to announce the codes of each new sub-grid.

The FSO's tasks includes the recording of the entire flight, the codes of the sub-units, as well as observing the following variables: River wells, river pools, surface pools, grass cover, grass greenness, browse greenness, extent of dead forests, and areas under cultivation. During the surveys vertical photographs will be taken (one in each sub - grid). The FSO operates the camera.

The two rear seat observers scan counting strips which are demarcated by fibre glass rods attached to the wing struts on both sides of the aircraft. The combined width of the strips is 289 meters. RSO observation includes counting the following variables: Livestock by species --sheep and goats, camels, cattle, donkeys-- , wildlife, houses in use (awis), houses abandoned. Within each sub-unit, livestock, wildlife and houses will be counted.

Changes from census to census, coupled with all year round household surveillance in stratified areas (which includes surveillance on livestock production and mortality rates), will reflect real trends in livestock numbers. The Turkana experience shows that calculations carried out on livestock numbers using the figures on production and mortality rates (obtained through EWS household surveys), correlate within very acceptable ranges with the livestock figures obtained through the aerial surveys.

Data processing and storage Aerial Survey Information

This activity will take place at regional level. A first analysis will be carried out at the regional DMU using computer technology. The outcome of the surveys will be made available immediately to district level. Each District will have a GIS software programme, where data from aerial surveys and other sources can be stored and mapped out.

Data Collection From Technical Departments and Institutions.

In addition to the data generated by surveys for which the Regional and District DMUs carry direct responsibility, the EWS will rely on information received from other sources. In some districts departments and/or institutions have regular information on indicators available, which can be used for the Early Warning System. One example is the Meteorological Department in Turkana District which operates a large network of rainfall monitoring stations.

Other departments include the Ministry of Health, which will supply information on health and nutrition, through their CHANIS system.

DMUs will provide technical assistance to those departments for analyzing the data.

At national level the Regional Centre for Services in Surveying Mapping and Remote Sensing, supplement District based EWS data with Images on Vegetation Growing Rates, and Cold Cloud Cover Duration (from which rainfall patterns can be derived). The project will establish the capability to interpret the information received from this source.

The above mentioned centre provides information on rainfall and vegetation in the form of images. In fact, raw data is supplied to the TDCPU, who, with aid of a computer programme process the data. The end result gives satellite image displays of cold cloud cover duration, and satellite image displays of vegetation growing rates.

Data Interpretation and Response

It is imperative that the project develops the capacity to interpret data at district level. Only when data is converted into meaningful information can conclusions be drawn about a situation and can action plans be formulated. When information is well understood, people can verify it through their own observation and sources. This generates greater confidence in EWS information, which in turn, contributes to more timely action and drought interventions. Thus, accurate, meaningful information heightens the effectiveness of the EWS.

Warning Stages

Early Warning information is only useful when it leads to early action. To ensure that this happens, the information in the Early Warning System will be used to designate a particular warning stage or preparedness stage for the whole district. Most of the time, the warning stage will be "normal" and no special actions are required.

However, if a number of indicators suggest that conditions are worsening in a particular division or the whole district, the warning stage would change from "normal" to, for example, "alert". The aim is then that a number of measures, which are planned in advance, would be automatically implemented. The intention is to plan interventions in advance, and to implement them as soon as a particular warning stage is declared without need for major new decisions.

Based on the performance of the indicators, the overall situation in a district will be assigned to one of the following warning stages: "normal" "alert", "alarm" or "emergency".

* Warning Stage "Normal"

- Environmental, livestock and agricultural production indicators as well as pastoral welfare indicators show no unusual fluctuation but remain within the expected seasonal ranges.

* Warning Stage "Alert"

- Environmental, livestock and agricultural stress indicators start to fluctuate outside expected seasonal ranges within certain localised areas. An alert stage can also be engaged when an unusual low asset status is reached within the district. (This might occur if reserves are low due to previous loss of livestock / or agricultural produce.)

* Warning Stage "Alarm"

- Environmental, livestock and/or agricultural stress indicators continue to fluctuate outside the expected seasonal ranges and this situation extends to most parts of the district. Population welfare indicators fluctuate outside expected ranges. Reports of displaced population groups (due to the collapsing of the production systems) are becoming more and more frequent.

* Warning Stage "Emergency"

- The environment and the population is in a state of emergency. More groups of population get displaced due to large scale mortality of livestock and the further collapsing of the production system. All indicator values including those of welfare levels have reached minimum values.

The end of a crisis or stress period would be achieved when indicators of production systems would return to normal (= upwards trend of production) and values of welfare indicators return to acceptable levels. The normal stage will then be engaged by the EWS system, but recovery interventions may still be required during this stage.

Response to EWS information

It is of paramount importance that the functions and operations of a district based Early Warning System be integrated into Government Ministries at the national level in order to ensure that implementation of the necessary responses is not constrained due to lack of formal integration.

ANNEX 8. AERIAL SURVEYS

Background

The EEC has committed resources, through KLDP, to fund a national livestock census. The High Potential areas will be covered by ground enumerators while the ASAL will be covered by aerial surveys. The secondary task of the livestock census unit at the Ministry of Livestock Development headquarters is to update the census data on a regular basis.

Through funding is still a major constraint, it is expected that the census will be carried out in the middle of 1993.

Regional Unit

The organisation of the aerial census has not been decided yet, and this offers a good opportunity to coordinate the activities of the Drought Preparedness project on ongoing KLDP activities. The mission proposes that: (1) the Regional Drought Management Unit implements the aerial livestock census, thus testing its Turkana methodology at the level of ASAL as a whole, and (2) that responsibility for the regular updating of the census is also given to the RDMU, as the first step to an ASAL-wide livestock monitoring system.

To achieve this, the budget set aside in the national census for the ASAL component would have to be channelled through the RDMU; in effect, the RDMU would be subcontracted by MOLD and the EC to carry out the aerial census. An exchange of letters could formalise such an agreement.

The RDMU, as part of its regular monitoring activities, would then have a substantial budget for the aerial surveys in ASAL areas. Although the Drought Preparedness project initially proposes to work in only two districts in addition to Turkana, other districts will follow after 1995. Under the proposed new arrangement all ASAL districts would be surveyed from the start. This would ensure that the same methodology is used throughout, and that the results are comparable across the ASAL zone.

EC contribution

The EC has budgeted, through KLDP, Kshs 12 million for the aerial census part of the national livestock census. In addition the EC has committed 220,000 ECU (Ksh. 8.8 million) for the Early Warning System to be set up jointly with WFP and the Netherlands. The total amount available for these two activities would come to Ksh. 20.8 million. With this level of resources, it would be cost effective to purchase a plane.

Proposal

The mission suggests the following course of action:

The EC purchases a suitable aircraft for the RDMU, costed at Kshs. 18 million.

An aerial census is implemented during 1993 by the RDMU.

Data from the aerial census are made available to the Livestock Census Unit.

The RDMU regularly update the initial data by carrying out regular aerial surveys, initially at two yearly intervals.

The EC, in addition to providing the aircraft, should contribute Kshs. 2.8 million to the recurrent cost of the first aerial census.

The remaining recurrent cost component for the first survey and the total recurrent cost for future surveys should be funded by other donors, to be identified.

Budget

	<u>EEC</u>	<u>Other (Ksh. million)</u>
1. Purchase of aircraft	18	-
2. Cost of initial census	2.8*	2
3. Annual flying 1994 onwards	-	3.6**

Note:

** Cost based on estimated flying of 800 hrs. at Ksh. 6000/hour

** Cost based on estimated flying of 600 hrs. at Ksh. 6000/hour

Aircraft

The most suitable type is an Observer P68 - TC. This particular aircraft has been designed for long range observation and aerial census work. Its plexiglass dome gives the crew a wide and unobstructed view to the front and sides.

The aircraft is a high wing, twin engined, six seater, with fixed landing gear. Its engines, due to expected adverse working conditions should be turbo-charged. Endurance is 8 hrs with a full payload; this can be extended to 10 hrs with reduced payload. The operating cost for an hour of this aircraft are slightly higher than the currently used Cessna 206. The much higher speed (155 knots compared to 118 knots) more than eliminates this disadvantage. The greatest advantage is however in terms of safety. The terrain over which the aerial census is to be flown is dangerous, and survivability of an emergency landing over much of the area, especially when operating from a survey height of 100 m above ground level, is very small. Due to its twin engine configuration, the proposed aircraft has much reduced this risk.

Moreover, the current aircraft dates from 1974 and high maintenance costs during the remainder of its life may be expected. The proposed new aircraft has similar landing and take-off characteristics to the current aircraft, and is very suitable for use from rough and short airstrips.

Finally, the current aircraft is owned by a different department which may at any time create a problem of usage.

ANNEX 9. TERMS OF REFERENCE FOR RESEARCH

1. LITERATURE REVIEW ON DROUGHT COPING IN NORTH KENYAN PASTORAL SOCIETIES

The purpose of this activity is to review available literature, including grey literature, on food insecurity, vulnerability and drought coping strategies in north Kenyan pastoral societies. The review is aimed primarily at drought contingency planners and administrators, especially staff of district and regional drought management units, district administration and central government, and should be written accordingly.

The study will be organised into the following major sections:

- climate and environment, including drought and other major sources of risk;
- background to north Kenyan pastoralism, including: social organisation of production, production systems, economic activities, organisation of herding, agriculture, other activities, division of labour, consumption patterns and diet;
- experience of recent severe droughts, general coping strategies and their outcomes;
- adaptation of production strategies to drought risk: changing species composition of herds, mobility etc;
- market-based risk: livestock and cereal marketing, changing terms of trade;
- wage labour and other sources of income
- collective self-help mechanisms based on camps, geographic neighbourhoods and lineages; redistribution of livestock and other commodities;
- mechanisms facilitating recovery from drought, especially customary restocking programmes;
- specific recommendations for the work of district and regional drought management units and government, divided as follows:
 - . elements of use in early warning systems
 - . elements of use in drought interventions
 - . elements of use in recovery programmes

The output will be a report of approximately 20,000 words covering the above topics, with a summary of no more than 3,000 words covering the main findings and recommendations for the work of the ASAL Ministry and the district and regional DMUs.

During the study, copies of all relevant documents will be procured. On completion, these will be delivered to the regional drought management unit for its documentation centre.

2. DROUGHT PROCESSES IN TURKANA

The purpose of this activity is to describe and analyse, on the basis of existing data and new fieldwork, the interactions of key proximate causes of food insecurity in Turkana. The output will be aimed principally at drought contingency planners and administrators, especially staff of district and regional drought management units, district administration and central government, and should be written accordingly.

The study will make a comprehensive analysis of existing raw data in the database of the Turkana district drought contingency planning unit, and will complement this with extensive new fieldwork in representative Turkana pastoral samples. The study will integrate existing and new data on household incomes, nutritional and health status, ecological conditions and household behaviour patterns. Case histories of drought vulnerability and Turkana coping strategies will be included, based on workshop discussions with pastoral households.

The study will cover the following aspects, among others:

- changes in household and individual vulnerability due to variability in livestock production resulting from drought and other environmental factors including animal disease, and from social and economic factors such as raiding;
- changes in household and individual vulnerability due to variability in exchange, barter and market processes;
- changes in consumption patterns and nutritional outcomes as indicators of vulnerability.

The output will be a report of approximately 20,000 words covering the above topics, with a summary of no more than 3,000 words covering the main findings (especially those relevant to early warning, intervention and recovery activities) and recommendations for the work of the ASAL Ministry and Turkana and other district DMUs and the regional DMU.

3. HOUSEHOLD VULNERABILITY AND COLLECTIVE COPING STRATEGIES

The purpose of this activity is to describe and analyse, on the basis of published material and new fieldwork, three key aspects of drought vulnerability and collective self-help activities among pastoral populations in selected areas of northern Kenya. The study is aimed primarily at drought contingency planners and administrators, especially staff of district and regional drought management units, district administration and central government, and should be written accordingly.

The study will be organised into three sections:

(i) Household level economic strategies

Cereals are a major component of pastoral diets, and are generally obtained by direct barter of livestock for grain, or by sale of an animal for cash which is then spent on grain. Taken in conjunction with household herd size and potential offtake, the "pastoral terms of trade" or the meat:cereal price/calorie ratio are a crucial determinant of the ability of households to meet their consumption needs. An important goal of this section of the work is a better understanding of variations in livestock marketing strategies and in the meat:cereal price ratio at household level, and how households adapt their economic strategies to these variations.

This part of the work will produce results which will assist in the design of more accurate early warning systems and of more closely targeted drought interventions, especially emergency destocking programmes and activities to increase the supply and lower the price of cereals. A key purpose of this work is to refine the threshold of poverty (4 TLU/person) used to identify populations at risk in the drought management strategies and early warning systems in Turkana and other ASAL districts. Different thresholds may be appropriate in different districts, due to different conditions.

(ii) Local level collective responses

A key but little understood pastoral coping strategy is a range of collective self-help activities between households within camps, geographic neighbourhoods, lineages and other groupings. These are usually among the first responses of vulnerable households, and include gifts and loans of food and animals, shared meals, institutionalised begging and other ways of redistributing resources within social groups, reallocation and sharing of labour, especially grouping of herds, and the exploitation of pastoral households of increasingly wide kin and other networks outside the pastoral economy (e.g. traders, civil servants, urban informal sector workers).

Such mechanisms can function well as a first reaction to localised stress in a productive economy with accumulated household assets, but become increasingly less available as stress becomes widespread, or communities face consecutive stress years. At a certain threshold in the downward spiral, lack of resources makes such redistribution impossible; this threshold marks an important turning point in the ability of households to cope.

These types of collective self-help behaviour vary substantially, not only according to the economic context, but also to the cultural context: Boran and Turkana herders, for example, have very different ways of doing these things, and perhaps very different approaches to interhousehold cooperation in general. The results of this study therefore have important implications for indicators used in early warning and the design of intervention and recovery strategies, not only in general, but also those appropriate to each district.

This study will compare strategies followed in Turkana, where considerable data are available, although they are not focussed on these questions, and Isiolo.

The output will be a report of approximately 25,000 words covering the above topics, with a summary of no more than 5,000 words covering the main findings and recommendations for the work of the ASAL Ministry and the district and regional DMUs.

(iii) People outside collective self-help mechanisms: the long-term destitutes

In Turkana, and to a lesser extent Isiolo, there is a particular problem of long-standing destitution. In Turkana, this is especially the case of those people who have been dependent on FFW for several years, in some cases since the early 1980s. In Isiolo the problem concerns both some Boran groups who lost their camels in the shifta war in the late 1960s and have been unable to reestablish themselves, and also those who have not recovered as independent pastoralists for animal losses in the droughts of the 1980s.

In theory, restocking could eliminate this problem, but in practice this is not so. Households which have been out of the pastoral economy for some years lose their pastoral skills (or rather children do not learn them as they grow up), and more importantly such households are no longer considered part of the social networks of livestock exchange, shared labour and collective self-help which are essential to household participation in the pastoral economy. It may be therefore that for such households a return to pastoralism is impossible, and alternative economic opportunities must be found.

This study will investigate this question in Turkana and Isiolo, with a view to proposing concrete alternative approaches to these problems of long-term destitution. It will be based mainly on fieldwork in the districts concerned.

The output will be a report of approximately 25,000 words, with a summary of no more than 5,000 words, covering the main findings and recommendations.

ANNEX 10. LOGICAL FRAMEWORK FOR MONITORING

MONITORING, EVALUATION AND REPORTING

Objective	Indicators of Achievement	Methods, Timing and Responsibility
DROUGHT CONTINGENCY PLANNING		
(i) Early Warning System		
To identify and locate drought and drought-related stress areas and population groups within the district.	Information is coming in from all the areas on a regular basis.	Assessment of EW bulletins by RDMU on a quarterly basis. Brief written report on quality of timeliness of information to be made quarterly by RDMU.
To assess the stage, scale and extent of the drought or other stress factors.	Regular production and distribution of EWS bulletin Interventions are effective because they have targeted the right level of stress.	On completion of each intervention a written evaluation report to be submitted by DDMU to RDMU.
To alert district and national authorities as well as NGOs and the local population.	Drought Management Committee, MRDASW, relevant NGOs and the local affected population have been informed of the situation in a timely manner. Number of DMC meetings, number and location of barazas.	On-going monitoring by RDMU of Bulletin distribution and meetings. Brief written report on effectiveness of dissemination and use of information in each district to be made quarterly by RDMU. RDMU quarterly reports to be distributed to DDMUs, GOK, DDMC, donors, etc.
(ii) Planning for Drought		
To plan interventions in advance of drought in order to facilitate timely action and the delivery of relief assistance to affected populations.	District Contingency Plan has been produced. Detailed Workplans have been made and approved. Shelf plans for specific interventions in each area have been appraised according to the given criteria and implementing agency identified.	On-going monitoring by RDMU of planning activities in each district during normal periods. All shelf-plan, after preparation by DDMU and discussion by DMC, to be submitted to RDMU for final technical advice and assessment.
To plan interventions that are based on community priorities (selection, design and siting of activities) and that reflect traditional strategies for coping with drought.	Number, location and attendance of workshops in the project area. Target group priorities have been incorporated into the contingency plans.	Reports from workshops prepared by DDMU. Planned interventions have incorporated traditional strategies; RDMU to evaluate when assessing the shelf plans.
(iii) Building Quick Reaction Capability		
To develop a strategic infrastructure for the implementation of activities in response to need.	Required infrastructure (radio network, food stores, etc.) is in place. Personnel have completed their training. Contractual procedures/formats for implementing agencies are operational. Financial and physical resources are readily available.	RDMU will be responsible for monitoring the level of contingency funds and aid food available. RDMU will be responsible for assessment of the district status of infrastructure completion.

(iv) Cereal Banks		
To assist pastoral households to sustain themselves during drought stress periods.	<p>Feasibility studies have been carried out and an area has been identified where beneficiaries are willing and able to undertake the activity.</p> <p>If feasible, pilot project is designed with the local constraints and capabilities included</p>	<p>RDMU has overall responsibility for the feasibility study.</p> <p>If a pilot project is mounted, DDMU will monitor implementation and report regularly to RDMU.</p> <p>Full evaluation of pilot project to be submitted by DDMU and approved by RDMU before replication is considered.</p>
DROUGHT INTERVENTION		
(i) FFW/CFW		
<p>To meet temporary food/income shortages among the target population.</p> <p>To reduce stress on livestock and liquidation of household assets.</p> <p>avoid population concentrations and expansion of permanent settlements.</p> <p>To implement public/community works of benefit to the target groups and/or district.</p>	<p>Target group identified.</p> <p>Food rations delivered to workers on time, in correct quantities.</p> <p>Nutritional and welfare status of target groups satisfactory.</p> <p>Economic viability and food security of target households and communities maintained or improved.</p> <p>Dispersed sites for FFW/CFW appropriately identified on advice of EWS and consultation with communities.</p> <p>Closure of FFW/CFW schemes after planned duration, according to agreed procedures.</p> <p>Activities meet criteria set for shelf-plans.</p> <p>Work is satisfactorily completed.</p>	<p>Preparation of shelf-plans by DDMU and identification of participants based on EWS information and in consultation with communities.</p> <p>RDMU responsible for monitoring at all stages.</p> <p>On-going monitoring of management and accounting by DDMU during implementation.</p> <p>Evaluation report by DDMU to RDMU at end of implementation, to include management evaluation.</p> <p>Monitoring of relevant indicators by DDMU/EWS.</p> <p>Assessment of each plan by RDMU after preparation/appraisal by DDMU.</p> <p>DDMU to monitor closure in each case to be included in evaluation report.</p>
(ii) Destocking - Alert Phase		
To reduce the number of smallstock (sheep and goats) by purchasing only healthy smallstock in areas of low livestock production at a fair price and without disrupting the marketing system in other areas and before livestock condition reaches the poor state; to keep the pastoral system intact; and to maintain adequate human nutrition.	<p>Number of healthy smallstock offered and number purchased including amount/price paid.</p> <p>Location of purchases and location of their destination.</p> <p>Market prices before the destocking exercise in the areas destocked and in the areas of destination.</p> <p>Market prices after livestock resold in areas of destination.</p> <p>Slaughter rates, incidence of bleeding of large stock and timing of exercise.</p> <p>Rates of out-migration from nomadic pastoral sector.</p> <p>Nutritional status of affected group.</p>	<p>On-going monitoring of management and accounting by DDMU during implementation.</p> <p>Monitoring of relevant indicators by DDMU.</p> <p>DDMU responsible for incorporation of evaluation by target group of the exercise into the evaluation report.</p> <p>Evaluation report by DDMU to RDMU at end of implementation.</p>

(ii) Destocking - Alarm Phase		
To maximize the number of people who can remain in the pastoral sector by providing grain in exchange for livestock in poor condition.	<p>Livestock mortality rate and the time of the intervention.</p> <p>Numbers of animals offered for exchange and number accepted.</p> <p>Amount of grain input into area calculated on a per person basis.</p> <p>Slaughtering procedures and dispersal of meat including to whom, and how much per person.</p> <p>Rates of out-migration from target group after the exercise.</p>	<p>On-going monitoring of management and accounting by DDMU during implementation.</p> <p>Monitoring of relevant indicators by DDMU.</p> <p>DDMU responsible for incorporation of evaluation by target group of the exercise into the evaluation report.</p> <p>Evaluation report by DDMU to RDMU at end of implementation.</p>
(iii) Animal Health		
To avoid large scale livestock deaths as the result of outbreaks of contagious animal diseases and to enhance human health through the timely intervention of a vaccination campaign.	<p>Incidence of confirmed disease cases in the targeted area and neighbouring areas before campaign is initiated.</p> <p>Incidence of confirmed disease cases in the targeted area and neighbouring areas after the exercise is complete.</p> <p>Number of animals inoculated and number of animals of that type in the affected area.</p> <p>Lag time recorded between activity being approved and implementation.</p> <p>Timing and location of campaign and destocking exercise.</p>	<p>Monitoring of implementation by Veterinary Department and by any others involved. Monitoring of indicators and implementation by DDMU.</p> <p>Evaluation report by DDMU and RDMU. Assessment of impact of the campaign by pastoralists in the targeted area be included in the evaluation report.</p>
(iv) Human Health		
To avoid outbreaks of communicable diseases and large scale malnutrition amongst vulnerable groups of the population during drought/stress.	<p>Rates of infectious diseases are within 'normal' range.</p> <p>Nutritional status of target population is high.</p>	<p>Monitoring by DDMU and implementing agency(s).</p> <p>Evaluation report by DDMU to RDMU. Assessment of report by RDMU.</p>
DROUGHT RECOVERY		
(i) Food for Recovery		
<p>To facilitate reintegration of FFW/CFW participants into the local economy.</p> <p>To promote recovery of local economy.</p> <p>To build up household assets and productive capacity.</p>	<p>FFW/CFW participants move away from project sites as planned and rejoin households/communities.</p> <p>Usual livestock/economic indicators monitored by DDMU/EWS.</p> <p>Recovery assistance is effective in helping rebuild assets and strengthen household economies.</p>	<p>Monitoring by DDMU of closure/recovery phase, in consultation with participants.</p> <p>Evaluation report by DDMU to RDMU at end of implementation.</p>

(ii) Restocking		
To help reintegrate recently destitute households back into the pastoral system by provision of a viable herd and sufficient food supplement to reduce the pressure on resources within and around settlements and dependency on food aid.	<p>Timing of intervention in relation to numbers of livestock in the district now and during last normal period.</p> <p>Number of families selected by activity criteria compared with number who did not meet the requirements.</p> <p>Number of restocked families with members still in settlements and on food aid.</p> <p>Health, age, sex and number of animals distributed to each family.</p> <p>Timing of when given animals begin producing milk and when the food package was withdrawn.</p> <p>Locations of animal purchases and redistribution.</p> <p>Proportion of female-headed households given restocking package.</p>	<p>Close monitoring during and after (about 6 mos) implementation by contracted agency and DDMU field staff.</p> <p>Evaluation reporting by DDMC to RDMU.</p> <p>Assessment by RDMU.</p>
DISTRICT LEVEL INSTITUTIONAL FRAMEWORK		
District Drought Management Committee		
To make district drought policies; create divisional DMCs; liaison with DDC, GOK Ministries and RDMU; and to constitute DMC working groups.	<p>Frequency and number of meetings held and attendance rates.</p> <p>District Drought Policies prepared and approved.</p> <p>Divisional DMCs formed and operational.</p> <p>DMC working groups formed when needed.</p>	Regular reporting to the DDC
Drought Management Unit		
To operate an early warning system; contingency planning; and coordination of intervention planning.	<p>EWS data collection, processing and presentation at all levels in the district is on-going.</p> <p>Technical information and advice is presented to DMC.</p> <p>Implementing agencies have been advised on appropriate shelf activities.</p> <p>Resources for field interventions are managed and disbursed through DMC Working Groups</p> <p>Interventions have been assessed and evaluated.</p> <p>Resources have been accounted for to the DDC and RDMU.</p>	<p>EWS Bulletin prepared by DDMU and distributed to all relevant bodies.</p> <p>RDMU responsible for monitoring the DDMU.</p>
Drought Management Committee Working Groups		
To plan and implement specific interventions during periods declared as alert or alarm.	<p>Shelf contingency plans have been drawn up.</p> <p>An action plan including resources, activities and outputs is in place.</p> <p>Action plans submitted to DMC for information and RDMU for funding in a timely manner.</p> <p>Initiate implementation of the plan accepted by the RDMU.</p>	<p>MRDASW responsible for active participation in the groups and monitoring progress.</p> <p>Report of Working Group activities made by DMC and submitted to RDMU, GOK and other relevant agencies.</p>

Contracting for Specific Interventions		
To ensure that implementation is efficiently and effectively handled in a timely manner.	Contracts submitted and shortlisted by DDM Coordinator Identified contractors have planned and implemented activities within the Working Group.	DMU will set up an operations monitoring system for internal evaluation. RDMU and MRDASW to monitor the contracting process. Terminal evaluation at end of intervention by RDMU in consultation with DMC and targeted community. Donors and MRDASW to undertake normal external project evaluations at mid-term and end of project.
Staffing of District Drought Management Unit		
To ensure that there are sufficient qualified staff to undertake the duties of the in a timely, effective and efficient manner.	All levels of staff are in place. All staff have the necessary qualifications for position held.	DMU to report to the RDMU on a regular basis on staffing situation.
Regional Drought Management Unit		
To ensure coordination among the Ds and to supervise the Units.	Procurement and coordination of non-financial resources has taken place. Records of central imprest account are up to date and settlement of reimbursement claims have been made. Long-range plans for starting Ds in all ASAL districts have been made. Acted as secretariat to the MRDASW Drought Management Project Committee. Hired and supervised specialised staff/consultants. Properly coordinated community, GOK and donors involved in drought management. Supervised preparation of D budgets and work plans and drought management-related activities.	MRDASW and donors responsible for monitoring the RDMU. RDMU responsible for submitting accounts to MRDASW and donors for all activities, including those of the DMUs. RDMU to produce quarterly operational and financial reports for MRDASW, DDCs, and donors.
RESEARCH		
(i) Literature Review		
To provide the information required on drought coping strategies among northern Kenyan pastoralists to provide the basis for planning and decision-making.	An acceptable report submitted with an executive summary.	Completed by May 1993
(ii) Drought Processes and Drought Vulnerability		
To provide information from Turkana required to form a basis for early warning, interventions and recovery activities in Turkana and general lessons for ASAL.	Submission of a satisfactory report with executive summary.	Completed by September 1992
(iii) Household Vulnerability and Collective Coping Strategies		
To refine the indicators used for early warning system and to enable the design of new strategies to strengthen local group coping strategies.	Submission of satisfactory report with executive summary.	Completed by May 1994.

	TRAINING	
(i) Basic Techniques		
To train field staff in survey and reporting techniques including ground and air survey methodologies, report writing, data processing and simple micro-computer skills.	Satisfactory completion of basic and refresher courses; acquisition of necessary skills by D and R staff; and ability to carry out duties effectively.	1993: basic course given in Isiolo, Turkana and Samburu districts 1994: refresher course given in Isiolo, Turkana and Samburu districts
(ii) Food Security Planning and Implementation		
To train senior staff in food security issues.	Satisfactory completion of course; acquisition of necessary skills by senior staff; ability to carry out duties effectively.	1993: course in U.K. 1994, 1995: courses in Kenya
(iii) Geo-information Systems		
To provide specialized training to district and regional staff in a system which forms the basis for data analysis on which early warning system is based.	Satisfactory completion of course; acquisition of necessary skills by senior staff; ability to carry out duties effectively.	M.A. training: 1993-4 Diploma: 1993-6
(iv) Disaster Management		
To provide specialized training to senior district and regional staff on disaster and relief management.	Satisfactory completion of course; acquisition of necessary skills by senior staff; ability to carry out duties effectively.	Course in 1994
(v) Other Training		
<p>To provide additional training to selected district and regional staff and ASAL Ministry personnel at central level through a study tour in Maharashtra, India.</p> <p>To train a regional staff member in project administration and management in Ede, Netherlands.</p> <p>To locally train NGOs, line Ministry personnel, etc. in management of labour-intensive public works and FFW.</p> <p>To train one staff member in rural development in UK or the Netherlands</p> <p>To train 3 staff members at the University of Kenya to BA/BSc level</p>	Satisfactory completion of course; acquisition of necessary skills by senior staff; ability to carry out duties effectively.	<p>Study tour in 1994.</p> <p>Project Administration course in 1994</p> <p>FFW training: no yet decided</p> <p>MA/MSc Rural Development course: 1993-4.</p> <p>BA/BSc Course: 1993-6.</p>

ANNEX 11. TERMS OF REFERENCE FOR MID-TERM EVALUATION

The objectives of the mid-term evaluation are:

- to assess the performance of the project to date and its prospects for achieving the objectives set out in the Plan of Operations.
- to assess the timely provision of inputs and the achievement of outputs
- to assess separately each sectoral component in terms of its management and technical performance.
- to review the role and functions of food aid, its intended positive effects and the justification for food assistance in light of project performance.
- to examine the effects of food aid on internal production and local markets.
- to make appropriate recommendations for the improved management and organisation of the project in light of findings.
- to consider whether additional activities should be added/expanded or existing ones deleted.
- to make recommendations concerning the allocation of resources within the project for the remainder of the phase.
- to make recommendations on timing and strategy of project expansion to cover all ASAL districts.