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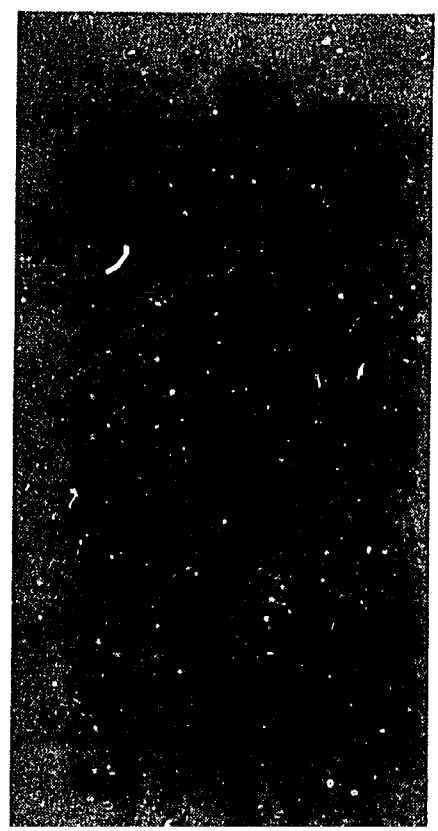
FOOD NEEDS ASSESSMENT: KENYA

March 1988



FOOD NEEDS ASSESSMENT PROJECT

Bruce Cogill

Place: USAID Kenya
Dates: March 15 -- March 18, 1988

Objective

The objective of the four day trip with USAID Kenya was three-fold. First, to carry out a food needs assessment using the FVA methodology so as to compare and contrast with the efforts of the Mission. Second, to continue training of Mission staff engaged in FNA. And third, to discuss the differences and similarity of the methodology and its applications with the Mission, host government, and others involved in FNA.

1. Introduction

The Kenya Mission, as a result of its dedicated and informed staff, have developed and greatly extended the application of food needs assessments. The recent efforts to integrate food aid in the overall development strategy demonstrates this effort. The availability of data in Kenya must rank among the best in Africa and the information generated by the analysts illustrate the potential of thoughtful food needs assessments. The key documents produced by the Mission were reviewed in the context of FNA include the USAID/KENYA "Food Assistance Development Strategy" (October, 1987), "Agricultural Sector Strategy Statement" (June, 1986), and "Food Situation Outlook" (draft pending April, 1988).

The report will examine the objectives stated above as well as comment on the relevance of the Missions' efforts to our requirement of updating the methodology as well as giving guidelines for the application of food needs assessments to analysts elsewhere. It will begin be summarizing the assessment carried out using the information provided by the mission. Where possible, comparison will be made with the Mission's estimates and that of FAO's food needs assessment.

2. Food Needs Assessment

2.1 SUMMARY

Country:	KENYA
Consumption Year:	July 1, 1987 -- June 30, 1988
Crops Covered:	Maize (45% diet, 80% cereals), Wheat
Harvest period:	May to June/July
Per capita consumption of crops included:	124 kgs/person/year (Milled)
Population:	22,119,000

2.1.1 Introduction

The overall food security situation in Kenya remains tenuous. While the current year's situation is manageable, the implications of the longer-term trends are ominous. The recent "Food Assistance Development Strategy" details the short and long-term implications of rapidly increasing demand for food, particularly cereals, and static production. Low technology, labor intensive agriculture and population growth are among the major factors contributing to these problems.

In addition to declining food availability, the second major concern is one of the ability of the urban and rural poor to acquire food. Official stocks of maize are increasing yet reports of food shortages and malnutrition indicate income inequity and maldistribution. These problems need to be addressed within the context of an overall development strategy.

2.1.2 Notes of interest

The short rains of late 1987 were erratic and reduced overall production of cereals. Fortunately, private and government stocks more than compensated for any production shortfalls.

The timely arrival of the long rains in March has increased earlier projections of the 1987/88 production year by 10 percent. The USAID Mission estimates of food availability indicate the additional production will further boost the overall government stock situation beyond one million metric tons. While Kenya is a regular importer of grain, this year will likely exceed last years export of over 150,000 tonnes of maize. In addition, over 100,000 tonnes of maize were donated to Zambia amidst the widely voiced concerns of domestic food security recalling from recent experiences of exports in 1983 prior to the drought on 1984.

Wheat remains the crop with the greatest deficits. The

Mission estimates a current year import requirement of 186,300 tonnes of which 48,800 tonnes will be provided by commercial imports. As of 03/15/88, the uncovered deficit for wheat was 61,200 tonnes.

2.2 Background information

In comparing the results for the Food Needs Assessments carried out by FNAP staff, Kenya USAID Mission, and FAO some basic differences need to be taken into account. Firstly, stocks are handled differently with Kenya USAID assuming that all current stocks will be consumed which is not the case in Kenya. (In 1988, approximately 250,000 tonnes will be maintained as a strategic reserve.) In addition, historical private stocks are derived from the difference between the total food availability (Total Supply) minus the total utilization after subtracting out the officially known stocks of the Kenya government

Table 1 summarizes the 1987/88 (July 1 - June 30) food supply and consumption picture for four cereals which contribute about 50 percent of all energy sources. These data are similar to the results of the analysis of the mission. Using current production estimates (which have recently been revised upwards to 2.2 million tonnes for maize), the country will be in surplus for maize and rice but in deficit for wheat and sorghum. These figures, when compared with stock estimates would suggest that Kenya will have adequate supplies of food with the exception of wheat which is in chronic shortage (see Food Strategy report). While this production estimate is down 30 percent from 1986/87 marketing year, which was a bumper year, it is 16 percent higher than the drought affected 1984/85 period. The fundamental difference between 1987/88 period and the earlier period is the relative abundance of government and possible private stocks. As noted above, the excess of over 1,000,000 tonnes of maize in government stores during this low production year has meant relative stability at the aggregate level.

When compared on a milled base commodity equivalent (in this case maize), the four commodities shown in Table 1 result in a actual surplus of 317,025 milled tonnes of maize. This estimate is largely influenced by the maize surplus and the assumption that all stocks are potentially consumed. Assuming a strategic reserve of (say) 250,000 tonnes of maize, the apparent surplus is really not available for consumption. The assessment, therefore, indicates that while apparently adequate supplies of food are available at the aggregate level, the policy of reserve stocks makes the national supply situation vulnerable and unlikely to cope with the increasing demands of population growth

and static agriculture. This statement also assumes that the substitution among these commodities is acceptable, which it may not be given differences in preferences.

Does an apparent surplus of 433,724 tonnes of just maize this marketing year assure the Kenyans of food security? No, for several reasons. The most important is that the fluctuations in food production captured by the food needs assessment does not reflect food security at the household level. While different definitions of food security exist, a family unable to acquire food (due to lack of resources to purchase, barter, or grow food), or have access to food (due to poor marketing or distribution systems) is not food secure. This may be reflected in increase in local food prices and an decrease in livestock prices. Whatever the mechanisms, household or local food insecurity will not be reflected in the sorts of fluctuations captured by the above aggregate analysis unless there is an extreme fluctuation in production and possible "trickle down" to those with low purchasing power.

Food availability or supply information in of itself is not sufficient to understand the food security situation for a region or country. So to substantiate the apparent food balance for Kenya, it is necessary to examine complementary data such as prices, income, and sensitive social and well-being statistics. This task has yet to be done.

2.3 The long-term situation and the case of wheat

Where the analysis is useful is in tracking the change in production over time. These data provide a valuable opportunity to detect trends in production that may have policy implications. The Food Strategy document noted above has done a remarkable job is outlining trends by commodities using a FNA methodology. Furthermore, the trends have been interpreted in terms of appropriate strategies for intervention by USAID.

Most interestingly, the production trends for maize and wheat tell a recurrent African story of production unable to keep up with population increases, static yields (in the case of maize), and increasing reliance on imported wheat to meet the increasing demand for baked goods. As noted above, food security is a combination of the ability of households (indeed individuals) to have access to food as well as the ability to acquire it. It is also a function of their desire for food.

Table 1: Summary FVA Food Needs Assessment Analysis for 1988 for four commodities for Kenya (all figures in tonnes)
---(REVISED based on Cable Nairobi 11989 Apr 28, 1988 --------

	Maize	Wheat	Rice	Sorghum
---MILLED----------				
Per Cap Reqt kg/cap	93.0	16.4	2.6	12.4
Total Food Need	2,057,067	362,752	57,509	274,276
---UNMILLED----------				
Gross Domestic Production	2,350,000	225,000	34,999	270,000
Seed Saved	61,100	8,500	1,818	13,500
Waste, Feed, & Industrial Use	147,500	25,500	2,128	21,600
NET DOMESTIC PRODUCTION	2,141,900	191,700	31,053	234,900
---MILLED----------				
Milling Losses	256,968	42,020	10,558	23,490
Net Domestic Production	1,884,432	148,980	20,495	211,410
---MILLED----------				
Total Stocks	925,144	96,330	85,000	58,680
Official Food Exports	78,232	0	0	0
Unofficial Food Exports	0	0	0	0
Domestic Food Supply	2,731,344	245,310	104,495	270,090
---MILLED----------				
Import Reqt.	(674,277)	117,442	(47,986)	4,186
---MILLED----------				
Official Commercial Food Imports	0	35,334	5,000	0
---MILLED----------				
Unofficial Commercial Food Imports	0	0	0	0

Food Deficit (Milled)	(674,277)	82,108	(52,986)	4,186
Food Deficit (Unmilled)	(766,224)	105,266	(80,281)	4,651

Note: figures in parentheses indicate surplus

Preferences for bread in the rapidly increasing urban areas is now well extended to rural areas through Kenya's efficient marketing system. While national wheat production is concentrated in the larger estates with near maximum yields, the area devoted to wheat is diminishing and part of the explanation must be the low cost wheat available to Kenya from its donors.

There is currently a review of the Kenya Food Aid Development Strategy (REFTEL 117019 14 April, 1988) which has careful examined the strategy and suggested guidelines for program food aid. In addition, some reservations were expressed over the projection of maize production and subsequent increased needs for maize. Furthermore, the displacement effect of imported wheat was also of concern. The suggestion was made for Title III as the food aid program of choice due to its flexibility and ease of administration.

3. Meetings

Briefings were held with the Director, Deputy Director, and other senior staff of the Mission. Tom Ray, who as Food For Peace Officer, was both informative and a strong advocate for our methodology. Of great assistance to my understanding the information available was Al. Smith. Jennifer Gachagua also assisted me and I was able to reciprocate by continuing some of the training that was begun at the Harare workshop. During these meetings, the objectives and experiences of the project were explained. The type and extent of assistance we offer was presented and there was some discussion as to the use of the information we generate with FNA. I was careful to differentiate between the type of aggregate analysis of trends we carry out and the need to link this with information more directly related to food security. The need for complementary information is apparent to the analysts in the mission.

Meetings were held with Kenya Rangeland Ecological Monitoring Unit (KREMU), Central Bureau of Statistics (CBS), and the Food Security Unit out of the Ministry of Agriculture. Briefly, KREMU is out of the Ministry of Planning and was established 13 years ago with funding from various sources including the World Bank. David Andere is the Director of this group which is responsible for establishing an inventory of national resources which will lead to a data base. They feel such a data base will be important in monitoring change in the country. They use satellite images or remote sensing, aerial photography, and handle resource management including water, housing, urbanization, and forestry.

The main users of the information is the Interministerial Committee which is chaired by the CBS. They use a Prime computer with a French ARCINFO software system. Jess Greenblatt was assisting in the development of the resource utilization data while Don Peden (not available for the meeting) handles the maize production forecasting.

A second meeting was held with the Food Security Unit with in the Ministry of Agriculture. Mike Westlake of HIID is on loan to the MOA and is working with James Muthaka of the Planning Office. (Muthaka's address is PO Box 22829, Nairobi -- Telephone Number 728370/1/2/3/4/5/6/7/8/9 Ext 2672.)

Westlake and Muthaka are required to write a discussion food security paper and are considering various strategies. I shared our information including the spreadsheet and manual. It would be useful to keep in touch with both these people as it extends our efforts into the government.

Also seen was Mr. Festus Omoro of the Planning Ministry. Mr. Omoro is assistant to the permanent secretary and senior planner. His past work was technical manager of the Central Bureau of Statistics and he brings to the MOP a keen knowledge of survey work as well as graduate studies in economics and statistics. Mr. Omoro current responsibilities relate to policy in the GOK with specific reference to health, population, and food security.