

Country Portfolio Evaluation

Kenya: An Evaluation of WFP's Portfolio (2006-2010)

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Fact Sheet: WFP's Portfolio in Kenya

Timeline and funding level of KENYA portfolio operations.

Operation	Title	2006	2007	2008	2009	2010
102640 DEV	Country Programme	Requirements: \$ 103.0 - Contributions: \$ 82.2				
106680 DEV					Req: \$ 118.8 Contrib: \$ 78.8 (Feb. 2011)	2012
102581 PRRO	Food assist. for Somali and Sudanese Refugees	Req.: \$ 75.2 - Contrib.: \$ 53.4				
102582 PRRO			Req.: \$ 129.4 - Contrib.: \$ 103.1			2011
102583 PRRO					Req: \$ 181.8 Contrib: \$ 130.5 (Feb. 2011)	
106660 PRRO	Protecting and rebuilding livelihoods in the arid and semi-arid areas of Kenya				Requirements: \$ 505.8 Contributions: \$ 311.0 (Feb. 2011)	2012
103740 EMOP	Food Assist. to populations affected by drought and 2008 post election violence	Requirements: \$ 375.9 - Contributions: \$ 360.3				
107450 EMOP				Req.: \$ 132.2 Contrib.: \$ 123.4		
105690 SO	Air operation in support of the flood emergency		Req: \$ 16.6 Contrib: \$ 10.4			
P4P	Pilot Purchase For Progress Project					Contributions: \$ 1.8 2014
Beneficiaries (actual)		5,046,438	4,201,169	2,546,435	4,141,267	5,099,500*
Food distributed (MT)		345,638	241,580	223,116	317,028	277,574*
Direct Expenses (USD, mill.)		\$153	\$190	\$162	\$247	N/A
% of Direct Expenses: Kenya vs. World		6%	7%	5%	6%	N/A

Source: last SPR available, Resource Situation (1 February 2011, for on-going projects), Annual Performance Report 2009.

Colour: % funded (Contributions received vs. Requirements). Green: ≥ 75%, Orange: 75% > funded > 50%. Red: ≤ 50%. Grey= % funded N/A (on-going operations)

Note: Requirements and Contributions are USD millions.

* Planning figures for 2010 (Source: ERD PoW 14 June 2010)

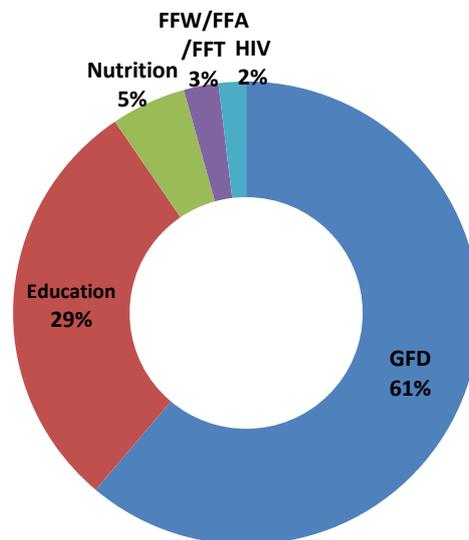
Activities by type of operation and beneficiaries

Operation	Type of activity	GFD	Education	Nutrition	FFW/FFA/FFT	HIV
102640 DEV		X	X	X	X	X
106680 DEV			X			X
102581 PRRO		X	X	X		
102582 PRRO		X	X	X	X	
102583 PRRO		X	X	X	X	X
106660 PRRO		X	X	X	X	X
103740 EMOP		X	X	X	X	
107450 EMOP		X	X	X	X	
% of planned beneficiaries		61.1%	29.3%	5.2%	2.4%	1.9%
% of actual beneficiaries		60.2%	33.5%	3.5%	1.6%	1.2%

Source: DACOTA (12 April 2009)

X: the type of activity is present in the operation

Planned Beneficiaries by activity



Main donors and partners

Top five donors (2002-2009): USA, ECHO, UK, JICA, WB

Partners: Government of Kenya, 60 Non Governmental organisations

Source: WFP External Relations Department, Data Collection for WFP Reports (DACOTA).

Executive Summary

INTRODUCTION

Evaluation features

1. This report presents the findings of the Country Portfolio Evaluation (CPE) of WFP in Kenya between 2006 and 2010. Its objectives were to: i) assess the performance and results of WFP's portfolio (*accountability*); and ii) support *learning* by generating evidence-based analysis and insights on the way the portfolio and its operations were planned and managed.
2. The evaluation focuses on three key issues: 1) strategic alignment of the WFP portfolio; 2) making strategic choices; and 3) performance and results of the WFP portfolio. The evaluation was timed so that its findings can be used by the Country Office (CO) for formulation of its Country Strategy Document (CSD) and the UNDAF review.
3. The evaluation was conducted by a team of four independent consultants with expertise in food security, nutrition, HIV/AIDS, school feeding and agriculture. The field work took place in March 2011.

Context

4. Kenya has a population of 38.2 million (it has tripled over the last 30 years), 80% of which lives in rural areas. It is divided into five broad livelihood zones: i) the pastoral areas in the arid lands; ii) the marginal agricultural areas in the South-Eastern, Coastal lowlands and lakeshore areas; iii) the agro-pastoral areas; iv) the high potential - mixed farming areas situated in the highlands; and v) the high potential areas, commonly referred to as the "grain basket" of the country. The economy is agriculture and livestock based, with about 80% of the population relying on these for their livelihood. The arid and semi-arid lands (ASALs) are subject to climatic shocks, including recurring droughts and floods. Kenya suffered from three major droughts in the last six years, decimating grain production on semi-arid lands and diminishing the productivity of the rangelands.
5. Kenya's economy is the largest and the most diversified in the East Africa region. Despite significant recent GDP growth resulting from the Economic Recovery Strategy launched in 2003, the proportion of the population living below the national poverty line has increased from 42 to 52 percent over the same period and 7.5 million live in extreme poverty. Kenya is classified as a low-income, food deficit country, ranked 128th (of 169) on the 2010 Human Development Index.
6. The ASALs, which host about 50 percent of the population, are, together with the informal urban settlements, the foci of vulnerability, poverty and food insecurity. About 70 percent of arid lands households, more than half the semi-arid lands households and 70 percent of the urban slum dwellers fail to meet their daily food requirements. Poverty is the major cause of food insecurity, exacerbated by frequent droughts, floods, inefficient food distribution and marketing systems, population growth and HIV/AIDS.
7. Nutrition level shows a deteriorating trend and HIV prevalence stood at 6.3% in 2008/9. In 2007, 1.42 million people were living with HIV and approximately 1.8 million children were estimated to have been orphaned by AIDS.
8. With the introduction of Free Primary Education in 2003, the net enrolment rate increased from 77 percent in 2002 to close to 90 percent in 2007. However, there are still nearly a million children of primary school age are out of school. In the arid districts, only one-third of children are in school and complete primary education and rates are similarly low in the slums.
9. Since 1991, Kenya has been hosting Somali and Sudanese refugees in Dadaab and Kakuma camps, totalling about 380,000 people at the time of this evaluation. The 2007 Refugees Act upholds the encampment policy, which prohibits refugees from engaging in

agriculture or economic activities outside the camps and makes them dependent on humanitarian assistance. Durable solutions in terms of repatriation or resettlement in a third country are limited.

10. In ASAL areas, the Government is focusing on building resilient pastoralist livelihoods through investments in recovery and long-term transformation and a Ministry for the Development of Northern Kenya and other Arid Lands was created in 2008. The Economic Recovery Strategy for Wealth and Employment Creation focuses on economic growth, equity, poverty reduction and governance objectives. The Strategy for Food Security and Nutrition, the Revitalization of Agriculture and the National Policy for the Sustainable Development of the ASAL of Kenya are supported by donors and United Nations agencies as the framework for recovery interventions, which promotes government strategies to address hunger and poverty. These actions are supported as follows:

11. The United Nations country team (UNCT) promotes good governance, emergency response, sustainable livelihoods, enhanced environmental management and response to climate change under the 2009–2013 United Nations Development Assistance Framework (UNDAF). Under the Government/United Nations Horn of Africa Initiative, UNCTs in the region have also analysed the causes of food insecurity and outlined strategies for progression from relief to recovery to development.

12. The Drought Management Initiative (DMI) of the European Commission (EC) contributes to the effectiveness and efficiency of drought management. USAID has a contingency mechanism: the famine prevention funds and the Regional Enhanced Livelihoods in Pastoral Areas project aims to bridge the gap between emergency relief and economic development.

13. DFID started a ten-year hunger safety net programme (HSNP) to support the establishment of a government-led social protection system delivering long-term, guaranteed cash and the World Bank also provides credit for the Government's Arid Lands Resource Management Project (ALRMP), a community-based drought-management project aimed at enhancing food security.

WFP portfolio

14. During the period 2006 - 2010, WFP has implemented nine operations: two Country Programmes (CP), four protracted Relief and Recovery Operations (PRRO), two Emergency Operations (EMOPs) and one special operation (SO).

15. The main activities of the portfolio include general food distributions (GFD); food for education; supplementary nutritional programmes including supplementary feeding (SFP) and MCHN; food for Assets (FFA) and HIV/AIDS activities for prevention, ART support and assistance to OVCs. Cash and vouchers have recently replaced older transfer modalities for some activities. Activities take place in pastoralist/agro-pastoralist and marginal agricultural zones, including some urban centres in these areas. See factsheet for details of the portfolio and the map for the geographic coverage of WFP programmes in 2010.

16. With a total budget of US\$ 1.6 billion, this is a large portfolio by WFP standards. 63 percent of the budget relate to emergency and recovery activities for Kenyans; 13 percent to development activities; and 24 percent to relief and recovery for refugees. The portfolio main donors been USA, ECHO, UK and JICA and its partners have included the Government of Kenya as well as over 60 Non Governmental organisations.

Alignment and strategic positioning

17. The portfolio objectives are fully aligned with the corporate strategic objectives and the CO has taken steps to shift to food assistance by introducing new delivery modalities. A vouchers programme was initiated, cash transfers were mainstreamed into FFA in marginal agricultural areas and the Purchase for Progress (P4P) initiative was launched end 2009. This multi delivery mechanism approach mixing cash, vouchers and food is congruent with the approach of an increasing number of donors locally and permits a more flexible approach to emergency, transition and development. While the portfolio has been managed in accordance with corporate policies, it does not yet reflect the recent increasing corporate focus on prevention of malnutrition and the HIV programmes are not yet aligned with the new WFP policy on nutrition and HIV/AIDS.

18. The portfolio is considered well aligned with the needs of the population, the Government of Kenya policies and appropriate in the context of national priorities and processes. By taking concrete steps to align the portfolio objectives with GoK priorities, WFP has proven to be a reliable and resilient partner in supporting GoK to fulfil its Vision 2030, its economic recovery programme and relevant sector policies, notably in agriculture, health, education and disaster preparedness. Regular dialogue takes place to ensure that WFP activities are fully coordinated with that of the relevant government agency or department.

19. For example, the current PRRO evolved from a consensus-building process led by the Government to guide its design. Compared with past EMOPs, the resulting operation broadens the focus to rebuilding livelihoods and strengthen resilience to shocks and focuses on strengthening drought preparedness in the ASAL and marginal agricultural zones notably by giving more prominence to Food For Asset (FFA) and by piloting a voucher programme enabling pastoralists to migrate without jeopardising access to their food ration. The PRRO is thus fully aligned with the 2007 National Policy for the sustainable development of ASALs, which seeks to address the decades of neglect and recognises pastoralism as a viable livelihood.

20. Similar efforts have gone towards ensuring strong coherence of objectives in the education sector. Further harmonisation has been achieved by preparing joint action plans delineating WFP and GoK's respective responsibilities. Through active membership in the Education Working Group, WFP has positioned itself as a strategic partner of the Government by contributing to the development and implementation of the gradual hand-over strategy to GoK including setting up the Home Grown School feeding Programme (HGSFP) and capacity building to MoE counterparts.

21. The nutrition and HIV objectives of the portfolio have been convergent with the GoK priorities but alignment could be stronger if additional focus was placed on the underlying causes of chronic malnutrition and on HIV prevention in addition to support to the Wellness Centres, even if HIV prevention is not a core objective in the WFP strategic plan or in the new HIV/AIDS policy. Support to the GoK refugee processes is ongoing even if alignment is made difficult by the absence of a refugee policy.

22. WFP not only works with the Government but often also within Government processes and structures and WFP is a member of a number of important and influential committees where policy is often discussed and decided. By virtue of membership, WFP is well positioned to influence the hunger agenda and the ongoing development agenda even if more efforts should go towards effective participation in nutrition and health coordination committees. Taken together WFP has a significant role in supporting and influencing policy at a national level.

23. For example, following the post election violence, WFP swiftly responded by providing assistance in urban settings and played a key role in advocating for – and supporting - the development of Kenya's National Disaster Management Policy (2009) and a National Disaster Management Plan.

24. WFP is also co-chair of the Kenyan Food Security Meeting (KFSM) and the Kenyan Food Security Steering Group (KFSSG), which play a pivotal role in determining the depth and intensity of any emergency and in agreeing on a proportionate response. Continuous dialogue between the CO, senior Government officials, donors, other UN agencies and civil society, has allowed a rapid and flexible reaction to changes in policy or to the onset of a natural disaster.

25. While alignment with, and contribution to, national policies has been generally good, district level alignment to the District Development plan is poor mostly because the DSG has over-shadowed the District Development Planning Process since it is easier to mobilise funding and other resources for planning, coping and mitigating emergency situations compared to the development context. All WFP plans must be integrated into the District Development plans, which at present do not happen, compromising the district development process. This seems particularly important since over the years, food aid has become increasingly politicised and some DSGs have succumbed to political influence serving to strongly focus on relief and away from development and rendering WFP vulnerable to political pressure and

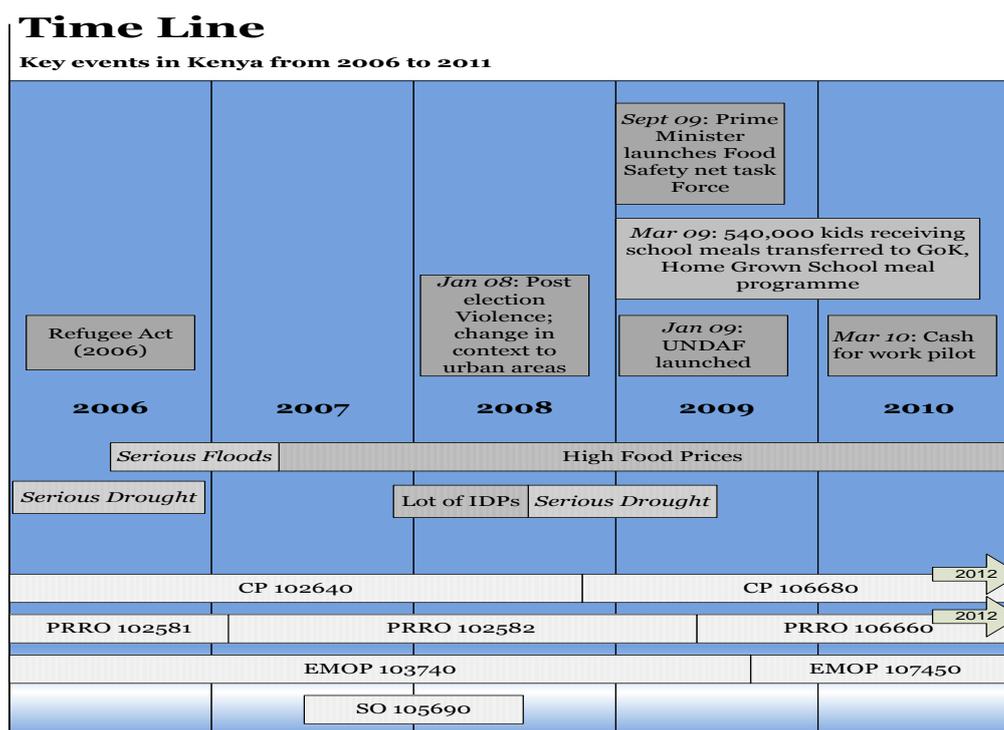
26. The WFP portfolio is aligned to the UNDAF and playing an increasing role in its development. Overall alignment with sector investment priorities by other Development Partners has been good even if the link-up with these programmes has been slow notably with the EC's Drought Management Initiative (DMI) and DFID's HSNP.

27. WFP is also a strategic partner for NGOs, the United Nations and donors, because of its operational capacity, geographic reach and its ability and willingness to support synergies with existing government policies and programmes. While coordination with these entities was found effective, it could be improved, notably if the DPP were revitalised. The apparent lack of coordination at district level implies that synergies across activities is not always actively pursued nor achieved.

Making strategic choices

28. External events as well as WFP corporate developments have influenced the WFP programme choices that shaped the portfolio over the review period. See figure 1. For example, the combination of prolonged droughts (2006/2007, 2008/2009 and 2009/2010), high food and fuel prices, below normal staple food production exacerbated by displacement following the disputed 2007 elections, led to WFP scale up operations and introduce some of the new food assistance tools with the support of the innovation unit created in 2008 to provide a structure through which new initiatives could be piloted and evaluated. In particular, WFP: i) introducing cash transfers to targeted food-insecure families in the Mathare slums of Nairobi; ii) launched a short EMOP (July 2008 to March 2009); scaled up school-feeding in the most affected pocket of semi-arid areas and urban slums of Mombasa and Nairobi (about 650,000 hot lunches per school days); and iv) extending coverage of the school feeding programme also during the August 2009 holidays.

Figure 1: Timeline of important and significant events 2006 - 2010



29. To a large extent, programme choices, targeting and operational decisions were driven by the results of analytical work, including biannual assessments, periodic food security monitoring and alerts, monthly food security updates, Joint Assessment Missions for the refugee assistance and internal or external reviews of programmes and activities. The Kenya CO has a solid assessment capacity including expertise in technical areas, M&E and VAM.

30. WFP has made good use of the long/short rains assessments conducted within the purview of the KFSSG and KFSSM processes, which provide a sound basis to effectively plan and implement operations despite growing concerns that the assessment process is under threat from political interference. During emergencies (most typically drought), needs are reviewed jointly by WFP and the GoK with a view to identify the most affected pockets to be provided with assistance, and more generally, results of the assessments are used to withdraw or to continue assistance. Because the Districts are retargeted bi-annually, WFP has been quick to react to emergent droughts and has remained focused on the areas of critical need. WFP has also been instrumental in initiating, building capacity and conducting the first comprehensive urban food security and nutrition baseline in Kenya.

31. The assessments and the related analytical work (other partners surveys and data sources) have also led the Ministry of Education, with WFP support, to revise the targeting methodology used to identify districts and schools to be prioritized in school feeding activities, thereby ensuring that the limited available resources continue to reach the most vulnerable. More work will be required however to strengthen the linkages between the nutrition data and analysis and programme design to make it more compliant with the District Development Process, and to improve quality of data for the geographic targeting of the HIV programme currently based on multiple criteria.

Portfolio performance and results

Relevance

32. The portfolio activities were found relevant and appropriate to the needs of the population. Relevance was particularly high in the school feeding programme where only the most vulnerable and food insecure areas were selected thanks to both regular (re)targeting and differentiated timing/duration of assistance per area.

33. The shift from relief (GFD) to recovery through increased reliance on FFA has allowed the creation of assets in line with the demands of the recipient community. Likewise the cash-for-assets programme was found to be relevant and to respond better to the needs of recipients who had the possibility of deciding what to buy.

34. Relevance of the emergency nutrition programme (primarily focused on drought-affected districts with very high GAM rates) and of the HIV/AIDS programme could be improved (this does not apply to the highly relevant Wellness Centres): in the first case, nutrition programmes have failed to address the underlying causes of chronic malnutrition and stunting, in the second some flaws in programme design have been identified.

Performance and results

35. Over the period, donors' contributions covered 77% of the portfolio budget requirements. On average, EMOPs were funded at 95%, CPs at 75% and PRROs for refugees at 74% forcing the CO to resort to the Immediate Response Account for loans, which have not yet been fully repaid in light of continuing budget constraints. With a budget of over half a million dollar, much more significant than any other operation making up the portfolio, the 2009 - 2012 PRRO for protecting and rebuilding livelihoods in the arid and semi-arid areas of Kenya has thus far received 63% of its planned budget requirements.

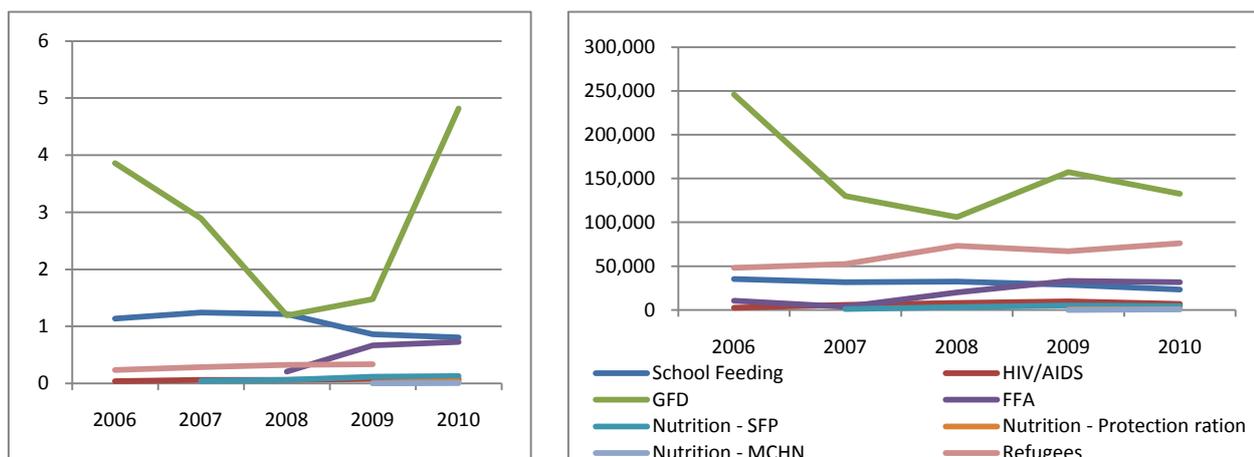
36. The USA has by far been the largest contributor showing a dominance of one donor as opposed to more diversified spectrum of donors. Significantly, Kenya has made in-kind contributions of maize from its Strategic Grain Reserve valued at over US\$ 32 million.

37.

38. Figure 2 illustrates the number of beneficiaries served and the tonnage delivered by activity. On average, 79% of the planned tonnage was delivered with variations by operation and activity. While no major pipeline breaks were observed for the refugee operations, there have been severe shortfalls in relation to non-refugee pipeline, most apparent in Turkana, where food distribution cycles have been frequently missed owing partly to logistical challenges (one partner reported that ten of the past 15 cycles were missed).

39. Overall, the number of beneficiaries reached has been in excess of 100%, demonstrating a good performance. The total number of beneficiaries varied between about 4 million in 2008 to over 6.6 million in 2009 with the onset of the 2009/2010 drought. As such, at any given time over the period, WFP has assisted between 10% and 17% of Kenya's population.

Figure 2: Trends of Beneficiaries & Tonnage delivered by activity across operations 2006-2010
Beneficiaries (Millions) **Tonnage delivered**



40. **Relief.** GFD consistently had the highest tonnage (58% of tonnage went to GFD) and beneficiary figures have exceeded the plan (reaching 101% and 105% of planned male and female beneficiaries respectively) reflecting the high priority placed on the life-saving objectives. In addition, coverage was expanded and peaked during droughts and post-election violence period.

41. The recent pilot to replace GFD with a voucher programme allows a better response to the needs of pastoral migrating communities. This is a first step towards a market-based response to shocks affecting communities' food security as the programme explores mechanisms to substitute externally-supplied commodities with locally produced protein-rich foods sourced by local traders. In particular, the examples of vouchers in Turkana and Wajir have used fish and goat meat as local substitutes for WFP beans and the potential associated cash injections into fishing and goat rearing communities appear to make this an interesting and appropriate variation. More generally, market and trade development impact and the impact of substantial cash injection in the targeted area are likely to be significant: shop keepers and local traders recorded increased turnover and income, and improved access to credit (in kind and cash). It is likely that greater numbers of traders will lead to greater competition of transporters and ultimately reduce transportation costs.

42. Approximately 95% of the planned SFP beneficiaries were reached and the emergency nutrition programme focused on the worst drought affected districts with high Global Acute Malnutrition (GAM) rates. However SFP coverage was low in the 2006 drought and the scaling up of the 2009 drought response actually occurred in 2010. While SFP clearly contributed to reducing malnutrition in the communities reached, notably for children under five and pregnant and lactating women, the lack of rigorous outcome and impact monitoring limits a thorough assessment of its contribution.

43. The Expanded School feeding Programme (ESFP) was designed to provide assistance of limited duration to off-set the negative impact of drought on schooling. ESFP has generally succeeded in preventing drop-outs and keeping children at school during a drought period and also provided incentives for new enrolments but these trends were reversed once the assistance was discontinued.

44. Overall, WFP's relief activities in Kenya have provided critical humanitarian support, GFD activities have saved lives and after the two droughts in 2006 and 2009, GAM rates, which were very high, were significantly reduced, reflecting the effectiveness of the GFD intervention supported by the emergency nutrition programmes. However, given the increasing food prices and reduction in donor funding, it might become increasingly difficult

to meet future demands and WFP will have to consider strong advocacy with the GoK in implementing the ASAL policy and the adoption of tighter targeting criteria for GFD.

45. **Recovery.** The prominence of FFA has intensified over the period and the number of beneficiaries increased from 207,300 in 2008 to 726,400 in 2010. The food for asset has proven to be an effective means of facilitating access to food whilst strengthening the robustness of recipients' livelihoods.

46. In line with GoK policy, the FFA programme has built community assets. While the actual assets created are well below the planned figures, the activities have nonetheless contributed to conserve 38,493 ha, restore 343 irrigation systems, repair 194 km of feeder roads and produce 170,000 tree seedlings. While the projects were selected by the communities, there has been a strong focus on crop production even if livestock is the principle livelihood in arid and semi arid areas.

47. The assets created served to: i) reduce the distances that beneficiaries and animals need to travel to access water; ii) improve soil texture and moisture retention; iii) increase crop yields and iv) link remote locations to nearby markets even if seasonal assessments continue to report that recurring droughts keep eroding the ability of pastoralists and marginal agricultural farmers to meet basic food needs. Community cohesion has been strengthened.

48. The introduction of Cash for assets in the marginal agricultural areas includes a mechanism to switch back to FFA in the event of price inflation and beneficiaries are fully supportive of this notion.

49. FFA has entailed higher costs per metric tonne than GFD with higher administrative, technical assistance, monitoring and evaluation costs despite savings on logistics in the case of Cash for Assets. However, the assets created are considered an investment and may in the long run help mitigate the effects of droughts and reduce the need for future food aid. However, the inherent bias against remote pastoral communities may reduce effectiveness, which would be strengthened if greater focus was paid to pastoral grazing patterns rather than settled cultivators. Also, steps need to be taken to balance better between accessible and remote communities and to limit the frequent pipeline breaks (reportedly owed to partners' challenges).

50. FFA and CfA have been less susceptible to political interference than GFD because beneficiaries work for the food, which cannot be presented as a free gift from local politicians; however, the presence of a single NGO for FFA activities per district is undesirable.

51. **Development.** 95% of planned school feeding beneficiaries were reached and school feeding, for which Government ownership was strongest, had the second highest number of beneficiaries after GFD. However, beneficiary figures are seeing a downwards trend as their number was reduced from 1.2 million in 2008 to 860,000 in 2010 as a consequence of high food prices and hand-over to the Government of 540,000 school children through the HGSP Programme.

52. School feeding has provided strong motivation to attend school. Although improvements cannot be attributed to school feeding alone, attendance rates were good and ranged between 88% and 91%. In Garissa district, where 100% of schools are covered, enrolment increased by 24.6% from 17,100 in 2008 to 21,100 in 2010. Discussions with teachers also revealed a positive effect of the school meals on pupils' attentiveness as well as cognitive and learning abilities. However, the evaluation team noted that many schools have a severe water problem, which has on occasions led to the non-preparation of school meals. Although outside WFP's mandate, hygiene is an issue: hygiene standards are poor and hand-

washing and other hygiene practices are not systematic leading to high risk of enteric disorder.

42. As part of a longer-term capacity building strategy notably in the context of the HGSP, training and technical support to MoE staff has been ongoing and is having some impact.

43. The HIV/AIDS programme is technically complicated and geographically widely spread, making management difficult and the maintenance of cost-efficiency challenging. Consequently the Field Offices find it difficult to manage the technical issues, concentrating on logistics and reporting (distribution reports) instead. While the Wellness centres programme has been very successful and is having a good impact in terms of HIV prevention, the effectiveness of the other HIV programmes is compromised primarily because of design issue (relevance), e.g. the added value of the programmes for improvement of ART adherence and to increase school attendance seems limited. Generally, little information on output and outcome indicators is available of the HIV programmes.

53. **Refugee assistance.** WFP works closely with UNHCR and UNICEF in both refugee camps and relations with the camp administrations and cooperating partners are efficient. Despite increasing refugee numbers and very difficult road conditions, no major pipeline breaks were observed and WFP has been effective in providing a full ration to all registered refugees. The efficiency of the refugee operation was enhanced with the development of new corridors, as well as with the opening of the carriage of food rations to all transporters; transport costs have come down as a result.

54. WFP assistance, together with other effective complementary services from partners, has clearly contributed to reducing malnutrition from above emergency levels in 2006 to GAM rates below 10% in both camps by 2010, while these rates rose amongst the host population. However, despite verifications of refugee status and discussions between the Department of Refugee Affairs, UN agencies, donors and partners, the number of bona fide refugees remains a concern. The absence of biometric identification to verify the recipients currently compromises the effectiveness of the food aid.

55. School feeding in the camps has also served to increased enrolment by nearly 8% during the period despite the gradual closure of schools in Kakuma camp as of 2008 to encourage return to Sudan. The ratio of girls versus boys enrolled increased, notably because of the provision of take home rations improved and attendance rates were good.

56. The environmental impact on the area surrounding the camps has been severe mostly due limited firewood distribution (less than 30% of requirements) and decreasing levels of ground water. While these issues are the responsibility of partners, they affect the effectiveness of the food aid efforts as refugees are collecting and paying for firewood from outside their camps and cause severe environmental degradation.

57. **Sustainability.** In FFA sites visited, ownership of assets created appears to be strong and communities are involved in the planning and management of the assets, thus strengthening sustainability. Given that some of the assets created are for complementary livelihoods (water melon production) rather than core livelihoods (livestock), it remains to be seen whether cultivation (which unlike livestock clearly cannot follow the rains) will receive community investment once the *food aid* component of FFA has ceased.

58. As a consequence of funding shortfalls and the ensuing transfer of in 2009 of 540,000 children to the home grown school feeding programme, the school feeding programme now has an agreed exit strategy (50,000 children/year to be transferred to the government programme). While the proposed exit is entirely appropriate, but it

appears that continued donor support is required, including continued capacity building to the school head teachers managing the home grown school feeding programme.

59. Although it is a major achievement that the Integrated Management of Malnutrition (IMAM) now is the standard of practice, the food for the programme is still fully dependent upon external inputs (WFP and UNICEF), which limits its sustainability. There is currently no exit strategy for HIV assistance or graduation to other programmes even if this has now been recognised and the HIV/AIDS programme is committed to developing greater sustainability among beneficiaries.

Recommendations

Recommendation 1: As the CO further attempts to adopt changes in light of the corporate shift to food assistance, it is recommended that it:

- a) Regularly reviews budget allocation in light of changing priorities, with a view to limit the share of the portfolio dedicated to GFD.
- b) Further develops and expands some of the excellent innovations piloted to date and scales up its innovations unit to meet the demands for a more flexible approach to food security, particularly if an urban component is added.

Recommendation 2: Under the new constitution, new developed governance structures will be established, to address the balance between emergency (DSG) and development (DDC). It is recommended that WFP rebalances the DSG planning in terms of the ongoing District planning process by emphasising the supremacy of the District Development Committee and that the DSG and emergency is an essential adjunct to the process. District Development Plans must provide the continuum into which DSG and emergency processes fit.

Recommendation 3: With respect to GFD, it is recommended that the CO:

- a) critically reviews the number of GFD beneficiaries and considers GFD as an emergency response of last resort after mitigation and response strategies embedded in longer-term recovery and transitional development strategies have been exhausted.
- b) continues to utilise vouchers or Smart Cards as a means to facilitate access to food in pastoral areas (as they are more sensitive to pastoral livelihoods than GFD) and further develops the approach and coverage in conjunction with donors and other partners.

Recommendation 4: With respect to FFA, it is recommended that the CO:

- c) continues to move away from GFD towards FFA, where circumstances permit and depending on the communities' vulnerability to be ascertained through a field level review.
- d) allows a variety of organizations, including Community Based Organisations (CBOs) to perform complementary FFA roles in a given area, according to their comparative advantages and, if found reliable, the CO should adopt a policy of promoting their development in the long run.
- e) forges, develops and operationalises a stronger partnership with FAO, in order to enhance technical triangulation of FFA, notably on agricultural and livestock issues.

Recommendation 5: With respect to **school feeding**, it is recommended that the CO:

- a) explores greater levels of institutional collaboration on issues related to water and hygiene, which, while outside WFP's mandate, are critical to the school feeding. Within the framework of the National School Health Guidelines, it is recommended that a joint plan of action be developed to ensure the supply of clean drinking water to all schools within the school feeding programme.

- b) WFP and MoE should also mount monitoring missions and, resources permitting, awareness campaigns to ensure high hygiene standards are maintained throughout the school meal process and consider further capacity building on the matter.
- c) Rethinks the modalities of ESFP to avoid creating long-term expectations amongst communities and damaging the credibility of WFP and MoE, when assistance ends.

Recommendation 6: With respect to **nutrition**, it is recommended that the CO:

- a) continues to support the GoK (with food and capacity building) for the implementation of supplementary feeding to malnourished children as component of IMAM, and better enact the decision to include in GFD households with moderately malnourished children.
- b) starts exploring ways to engage in more preventive nutrition activities targeting children from - 9 up to 24 months of age by: i) linking up with the new High Impact Nutrition Interventions (HINI) initiative led by UNICEF/GoK; and ii) piloting innovative urban interventions in the slums.
- c) starts integrating its nutrition contributions in the Annual Operational Work Plan and Budget of the Ministry of Public Health Services (MoPHS).
- d) increases its senior nutrition capacity to enable a more active participation in the various related fora and in the development of policies and guidelines and allow investments in improving malnutrition prevalence data quality at district level, e.g. through a pilot on establishing MoPHS sentinel site monitoring linked up with the early warning system run by the District Steering Groups in the ASALs.

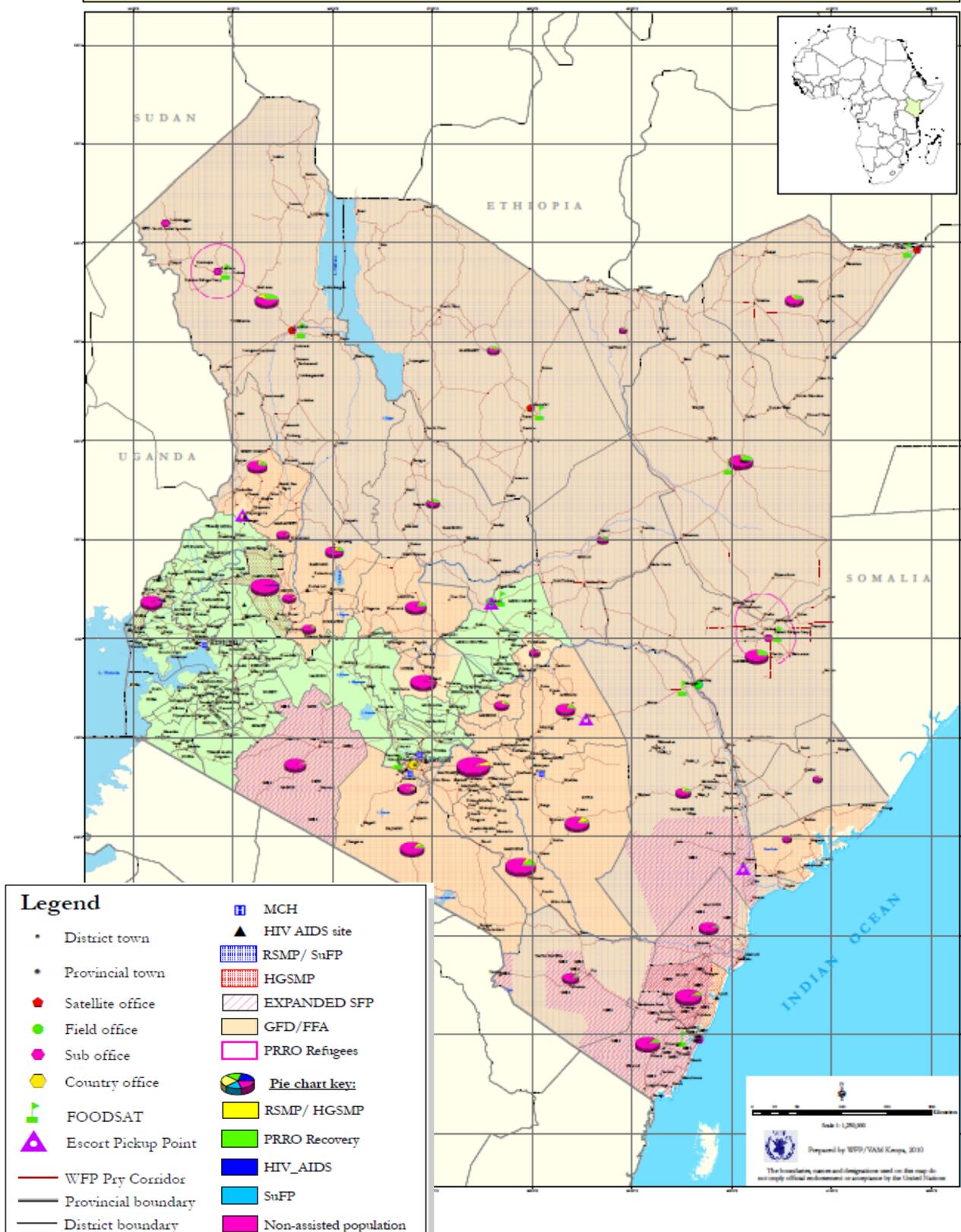
Recommendation 7: With respect to **HIV/AIDS**, it is recommended that the CO:

- a) continues to support the very relevant and successful Wellness Centres along the main transport corridors targeting truck drivers and sex workers with preventive messages and VCT facilities and enhances the mainstreaming of HIV prevention (e.g. in collaboration with NASCOP to formulate key messages to be communicated at community level) and reach beneficiaries across all activities.
- b) focuses on filling coverage gaps until full roll-out of PEPFAR's Food by Prescription programme for PLHIV on ART has been achieved and considers the provision of Food by Prescription for PLHIV on TB treatment not covered by PEPFAR.
- c) Focuses mainly on supporting food insecure HIV-affected households through sustainable safety nets with clear exit strategies, e.g. through FFA. There is a need to move away from the rations providing 50% of the minimum daily requirements that are already in their 8th year in some of the locations, but care should be taken to ensure alignment with the new WFP HIV/AIDS policy.

Recommendation 8: With respect to **assistance to refugees**, it is recommended that the CO vigorously takes the process of biometric identification forward with partners and makes biometric identification an integral part of the food distribution process with a positive biometric identification resulting in the distribution of a full ration entitlement.

Map

WFP KENYA - CO: OPERATIONAL AREA AND ACTIVITIES - 2010



1. Introduction

1.1. Evaluation features

1. The Kenya Country Portfolio Evaluation (CPE) encompasses the 9 WFP operations undertaken between 2006 and 2010, i.e. 2 Country Programmes (CP), 4 protracted Relief and Recovery Operations (PRRO), 2 Emergency Operations (EMOPs) and one special operation (SO). It evaluates the performance and results of the portfolio as a whole and provides evaluative insights to make evidence-based decisions about positioning WFP in the country and about programme design, implementation and partnerships.

2. **Rationale & Objectives.** As per the evaluation TOR (see annex 1), the rationale for this CPE is to contribute to reviewing the past performance and comparative advantage of the Kenya Country Office (CO) in order to support the definition of a future country strategy. Indeed, since 2009 WFP COs have been required to prepare country strategy documents (CSD) that are the basic vehicle for the Strategic Plan implementation and outline the current and future strategic orientation, priorities and expected results of the main activities at country-level¹. This process is also expected to ensure the transition towards a more strategic-oriented CO, which, in coherence with the national agenda, is well positioned in the UN harmonisation process and among other partners in the host country².

3. The evaluation has been timed so that its findings can be used by the CO to feed into the 2011 CSD formulation process and UNDAF review as well as in other national processes such as the Mid-Term Implementation Plan of the Vision 2030.³

4. The CPE serves the dual objectives of accountability and learning; to this end, the evaluation will:

- Assess and report on the performance and results of the CO portfolio in line with the WFP mandate and in response to humanitarian and development challenges in Kenya (accountability).
- Determine the reasons for observed success / failure and draw lessons from experience to produce evidence-based findings in order to allow the CO to make informed decisions about positioning itself in Kenya, partnerships, operations design and implementation (learning).

5. The evaluation focuses on three key issues: 1) Strategic alignment of the WFP portfolio; 2) Making strategic choices; and 3) Performance and Results of the WFP portfolio.

6. The intended users of the evaluation are the Kenya CO and local partners including the Government, UNCT, donors and NGOs. In addition, WFP management and the Executive Board are expected to be users of the evaluation.

7. **Evaluation process.** The Kenya CPE evaluation team was composed of a team leader, an agricultural economist, a nutritionist, a school feeding expert. The CPE was organised in three phases: an inception phase, a field phase and a reporting phase.

8. The methodology is outlined in greater detail in the inception report and in annex 2, which includes the full evaluation model that groups WFP (Kenya) activities under the WFP strategic objectives (2009 – 2013).

¹ Framework for the Strategic Plan implementation at the CO-level through a Country Strategy Document; draft 08/05/2009.

² CSDs seek to 1) Assess the rationale and define strategies for future WFP activities in the country; 2) Strengthen /redefine the strategic position of the CO in the host country's humanitarian and development process and among UN and other development partners; 3) Guide and support the implementation of the Strategic Plan at the CO-level; 4) Strengthen the CO's analytical capacity and national capacity development assistance with the aim of including hunger, food security and disaster issues in the national humanitarian and development framework.

³ This is in line with the Paris Declaration on Aid effectiveness and the Principles for Good international Engagement in Fragile States and Situations.

9. The field phase, which took place over the period March 14 – April 1, 2011, covered all field work activities, including the additional review of data and information, extensive stakeholder consultations, and site visits. Collectively, the evaluation team visited both refugee camps in Dadaab and Kakuma, GFD and FFA sites in Northern and North Eastern Kenya; the cash for assets pilot in Mwingi (Eastern Kenya); HIV/AIDS and nutrition sites in Eastern and Western Kenya, school feeding sites in Eastern and Western Kenya. In the time available, visits were made to the field locations for 8 out of the 9 operations. No visits were made to the location of SO 105690. The mission timetable is presented in Annex 3 and the list of persons met in Annex 4.

1.2. Country Context

1.2.1. Socio-economic context

10. **Overview.** Kenya has a population of 38.6 million⁴ with an estimated growth rate of 2.5% per year⁵. Kenya is classified as a low income, food deficit country and is ranked 128 out of 169 countries in the 2010 Human Development Index (HDI). Despite significant GDP growth in the last seven years and despite significant improvements in Kenya's HDI (from 0.404 in 1980 to 0.47 in 2010), the proportion of the population living below the national poverty line has increased from 42 to 52% over the same period and per capita income averages US\$ 360/annum. It is estimated that more than 20 million Kenyans are poor, with about 7.5 million living in extreme poverty.

11. The country is divided into five broad livelihood zones; the pastoral areas mainly situated in the arid lands and where 80% of income is derived from livestock and products; the marginal agricultural livelihood predominantly found in the South-Eastern, Coastal lowlands and lakeshore areas of the country where production is characterized by low and poorly distributed rainfall; the agro pastoral areas where both livestock and crop production are practiced; the high potential - mixed farming areas situated in the highlands of Central, Eastern, Western and Nyanza; and the high potential cereal and dairy livelihood, commonly referred to as the "grain basket" zone of the country.

12. Poverty in Kenya is concentrated in the urban slum areas, particularly Nairobi and in the Arid and Semi Arid (ASAL) areas⁶. The combination of drought, population increase and other factors has resulted in low and declining agricultural productivity, increased land degradation, poor soil fertility and increased competition for land. Other contributory factors include insecure land tenure, difficulty in accessing credit, bad roads, corruption and poor governance. Combined with chronic under investment in the pastoral sector, recurring droughts continue to erode the ability of pastoralists and marginal agricultural farmers to meet basic food needs. In seven of the last ten years, Kenya has experienced acute crises and food shortages requiring international aid.

13. **Food security:** 80% of Kenya's land is arid and semi-arid (ASAL). In 2008,

Table 1: Natural disaster in Kenya 2002-2010

Year	Natural Disaster Type	No. of Total Affected
2010	Drought	1,600,000
2010	Floods	20,000
2009	Drought	3,800,000
2009	Floods	44,850
2008	Drought	1,082,000
2008	Floods	30,000
2007	Drought	650,000
2007	Floods	40,000
2006	Drought	3,500,000
2006	Floods	700,000
2005	Drought	1,600,000
2004	Drought	2,300,000
2003	Floods	60,000
2002	Floods	150,000

Sources: "EM-DAT: The OFDA/CRED International Disaster Database and Assessment reports by the Kenya Food Security Steering Group

⁴ Source: 2009 Census, KNEBS.

⁵ Source UNDP – Human Development Index.

⁶ In the ASAL areas, Kenya's Gini Coefficient stands at 47.7% (2005 figure), which demonstrates high levels of inequality, between rich and poor. UNDP's HDI figures estimate at 19.27% the population with incomes below US\$ 1.25/person/day. Source World Bank 2010

approximately 3.3 million people lived in arid districts and 9.6 million in semi-arid districts. Over 60% of ASAL inhabitants live below the poverty line (subsisting on one dollar per day) (GoK, 2007). 35% of the ASAL land is subject to degradation and desertification and climatic shocks, including recurring droughts and floods. Rainfall is low and erratic, ranging from 150 – 450 mm/year, insufficient for crop production, without some form of rainwater harvesting or irrigation. Seasonal flooding of rivers results in some irrigated agriculture, the crops are coarse grains but production is limited.

14. The 2005–2006 droughts affected over 3.5 million rural pastoral and farming people in 26 districts¹⁰. Poor rainfall in 2008-2009, coupled with lowered maize production in key growing areas, left a domestic shortfall of 2.4 million MT. As a result, staple food prices doubled in 2009, cooking fuel prices increased by 30–50 percent and the cost of water by 90–115 percent. Urban food insecurity was particularly acute.¹¹ Over six million poor from pastoral and high density urban livelihoods in Kenya saw their food intake decline below the minimum kilo caloric requirement.¹²

15. **Education.** The Government introduced Free Primary Education (FPE) in public schools in 2003 and free day secondary education in day schools in 2008¹³. The national literacy rate was 71.4% in 2005/2006, with the highest levels recorded in Nairobi and the Central Province and the lowest in North Eastern with 24.8%¹⁴. Nationally, the literacy rate declines with age. With the introduction of FPE in 2003 and the school feeding programmes, the total enrolment in primary education increased from 6.1 million in 2006¹⁵ to 8.83 million in 2009. These children were attending 22,667 primary schools, of which 18,543 were public¹⁶.

16. **Nutrition.** The 2008/09 Kenyan DHS data (see Table 2) indicate that the average global acute malnutrition in North Eastern Province is still unacceptably high (close to 20%)¹⁷. An overview of the results of district-level nutrition surveys 2006 – 2010 is attached in Annex 5. Chronic malnutrition continues to be a serious problem affecting about one-third of children under five¹⁸. Stunting levels¹⁹ have remained more or less static since 1998. Causes include

Table 2: Comparison of Demographic Health Survey (DHS) results on acute child malnutrition⁷

Province	DHS 2008-09	
	GAM ⁸	SAM ⁹
Nairobi	3.8%	1.5%
Central	4.9%	1.1%
Coast	10.8%	3.0%
Eastern	7.3%	1.4%
Nyanza	3.9%	1.5%
Rift Valley	8.9%	2.1%
Western	2.3%	1.0%
North Eastern	19.5%	8.3%
National average	6.7%	1.9%

Source: DHS 2008/09

⁷ Ref: http://www.measuredhs.com/aboutsurveys/search/search_survey_main.cfm?SrvyTp=country

⁸ Global Acute Malnutrition (GAM): proportion of children 0-59 months with a Weight-for-Height < -2 Z-score.

⁹ Severe Acute Malnutrition (SAM): proportion of children 0-59 months with a Weight-for-Height < -3 Z-score.

¹⁰ Improving Drought Response in Pastoral Areas of Kenya: Catherine Longley and Mike Wekesa.

¹¹ 10666 PD 2009 WFP WFP/EB.A/2009/10/1

¹² <http://documents.wfp.org/stellent/groups/public/documents/ena/wfp234060.pdf>

¹³ National Human Development Report 2009

¹⁴ Kenya National Human Development Report 2009.

¹⁵ Impact evaluation of School Feeding Programmes 99-08

¹⁶ MDG Draft Report 2010, Kenya UNDP

¹⁷ In most developing countries, the Demographic Health Survey reports are the most reliable source of information on trends and actual status of the main public health and nutrition indicators. Sampling frames are geared towards obtaining reliable estimates of national and province-level averages and do not allow disaggregation at district level.

¹⁸ The results indicated the existence of increased acute malnutrition in Kisumu slums (GAM 9.5%, SAM 4.1%), but in Nairobi and Mombasa slums the malnutrition rates were the same or lower than the Provincial averages in the 2008/09 KDHS. See: Schofield L (2009), *Report of Baseline Urban Nutrition Assessment in the Slums of Winam Division, Kisumu East Kenya*, Concern Worldwide, February 2009. Schofield L (2009), *Report of Baseline Urban Nutrition Assessment in the slums of Nairobi East and North Districts, Nairobi Kenya*, Concern Worldwide, February 2009. KNBS (2010), *Mombasa Informal Settlement Survey*, Kenya, 2009.

inadequate food consumption including dietary and micronutrient deficiencies, poor hygiene, lack of drinking water, high morbidity and poor care practices.

17. **HIV/AIDS.** In 1999, the AIDS epidemic was declared to be a national disaster in Kenya and the National AIDS Control Council (NACC) was established²⁰. After a peak of 13.4% in 2000, HIV prevalence in 2008/09 has decreased to 6.7%²¹. Adult HIV prevalence is greater in urban areas (7.2%) than rural areas (6.0%) of Kenya, and higher among women (8.0%) than men (4.3%). Nyanza Province is by far the most affected part of the country (prevalence of 13.9%). According to the 2007 Kenya Aids Indicator Survey (KAIS), Kenya had 1.42 million people living with HIV (PLHIV). 11% of all households were found to be affected by HIV (for three quarters of them with the head of the household being infected), and approximately 1.8 million children were estimated to be orphaned by AIDS (i.e. 11% of all children below 15 years of age)²². The coverage with Anti-Retroviral Treatment (ART) was estimated at 41%²³. In 2003, only 5% of people in need of therapy were receiving ART. With the introduction of free antiretroviral drugs, treatment coverage increased significantly (172,000 patients on treatment in 2007, 336,980 in 2009²⁴). However, despite an increase in children's access to treatment, the overall coverage for children remains extremely low. It is significant to point out that once people know their status, access to ART is generally good. The prevalence of HIV/AIDS has reduced life expectancy to 46 years, from 59 years in 1989.

18. **Refugees.**²⁵ Approximately 380,000 refugees are currently registered in Dadaab and Kakuma camps, while 45,246 refugees (mostly Somali) are registered in Nairobi²⁶. The rate of arrivals per month for 2010 was 5,433²⁷, with Somalis making up 94% of new arrivals. The average Dadaab refugee population has increased from 142,605 in 2006, to 280,850 in 2010. In Kakuma, the refugee annual average has decreased from 93,474 in 2006 to 71,441 in 2010.

1.2.2. Government strategy – policies and programmes

19. The Government of Kenya (GoK) has articulated its development strategy in the Economic Recovery Strategy, a multi-faceted medium-term development framework that aims to support economic growth, equity, poverty reduction and good governance. The ERS had a five year implementation plan (2003-2007), which has then been replaced by Vision 2030. Vision 2030 is built on three pillars – economic growth, equitable social development and strengthened democratic political system. The ERS and Vision 2030 are supported by a range of sectoral policies and strategies that underpin the government's and partners' efforts.

20. **Food Security.** The Strategy for Food Security and Nutrition, the Revitalization of Agriculture and the National Policy for the Sustainable Development of the ASAL of Kenya are supported by donors and UN. The Ministry of Arid Lands and Northern Kenya was set up to implement the policy.

21. The objectives of the National Policy for the Sustainable Development of ASALs include the reduction in reliance on livestock, increased emphasis on education, improved

¹⁹The 2008/09 Kenya DHS found a national average of 35.3% moderate and 14.2% severe stunting. The urban nutrition surveys indicated that in Kisumu and Nairobi slums chronic malnutrition is around the national average, while in the Mombasa slums stunting was found to be less prevalent (23.5%).

²⁰ See: <http://www.nacc.or.ke/>

²¹ KDHS 2008/09.

²² GoK (2009), [Kenya AIDS Indicator Survey 2007](#), Nairobi.

²³ It is interesting to note that 92% of the non-covered did not know their status, while among tested PLHIV, 92% were taking daily ARVs.

²⁴ The WHO treatment guidelines were changed in 2010 and now recommend to start treatment earlier and to provide ART for all PLHIV who are co-infected with TB (whatever the stage of HIV progression). As a result, coverage figures reduced and now only an estimated 48% of Kenyans in need of HIV treatment are receiving it (under the previous guidelines, treatment coverage would have been 65%). Source: UNGASS (2010) 2008 [Country progress report - Kenya](#).

²⁵ Refugees from Sudan, Somalia and a number of other countries (Uganda, Burundi and Ethiopia).

²⁶ April 2010 – Human Rights Watch, Welcome to Kenya.

²⁷ Analysis based on actual persons registered with UNHCR database (ProGres)

market access, access to financial services and better management of risk, in an effort to redress underinvestment in pastoralist areas. The Government's Task Force on Social Protection, Resilience-Building and Drought Management ("Task Force") coordinates the work of development partners. The GoK's Agricultural Sector Development Strategy (ASDS) recognizes agriculture's potential to contribute to economic growth but is geared towards high potential areas. On the other hand, the GoK "Kazi Kwa Vijana" ²⁸ is a nationwide initiative, part of the Kenya Youth Empowerment movement that foresees numerous labour-intensive projects to secure water supplies for farming and livestock, repair infrastructure and upgrade residential facilities.

22. The GoK still intervenes in agricultural markets by buying above market price. Through its National Accelerated Agricultural Inputs Access Programme (NAAIAP), the GoK provides inputs to poor and vulnerable rural families.

23. **Education and school feeding.** Key legal and policy reforms include: the National Plan of Action on Education for All; the National Gender and Education Policy; the Education Act; the National School Health Policy and the Kenya Education Sector Support Programme (KESSP).

24. The overall goal of the National Plan of Action on Education for All Policy (2005) is to give Kenyans the opportunity to access education and training regardless of their socio-economic status. The KESSP five-year plan (2005-2010) provides a roadmap for the education sector development in the short and medium term by costing and prioritising investment programmes.

25. The education sector operates under various frameworks including: i) The National Gender and Education Policy (2007), which provides a framework for achieving gender parity at all levels of education; ii) The Education Act, which empowers the Minister for Education to promote the education of the people of Kenya²⁹; and iii) The National School Health Policy (2009), which provides a coordination mechanism between Government and other institutions and stakeholders.

26. **Health and Nutrition.** The objective of the National Health Sector Strategic Plan II (NHSSP II³⁰) for the period 2005-2010 was to reverse the declining health trends. The Plan stresses the need for more equitable access to healthcare for all cohorts across the life cycle. The Plan highlights nutrition as part of health promotion in the various life phases.

27. The draft National Food and Nutrition Policy (2007) stresses the multi-dimensional nature of nutrition and the need to break away from the stagnant food insecurity and malnutrition levels in the country. The Policy discerns the four dimensions of food and nutrition security (availability, access, stability and nutritional requirements). The complementary draft Food Security and Nutrition Strategy³¹ (2008) adopts a life cycle approach to nutrition and identifies the need to protect vulnerable populations.

28. Further national strategies in the nutrition sector encompass the National Strategy on Infant and Young Child Feeding (2007) and the Guideline³² for Integrated Management of Malnutrition (IMAM) (mid-2009³³).

²⁸ Swahili for "Work for Youth"

²⁹ National Human Development Report 2009

³⁰ Republic of Kenya (2005), [National Health Sector Strategic Plan II](#), Ministry of Health, Nairobi, September 2005. The Plan highlights the need to align with the Economic Recovery Strategy (ERS) and to achieve the Millennium Development Goals (MDGs) through a shift to a sector-wide approach.

³¹ Republic of Kenya (2008), [Food Security and Nutrition Strategy](#), 2nd draft, Ministry of Agriculture, Nairobi, May 2008.

³² In the MoU for implementation of IMAM, UNICEF is responsible for provision of therapeutic foods for treatment of severe acute malnutrition (SAM), non-food commodities and technical assistance while WFP will provide the supplies of fortified blended foods for treatment of moderate acute malnutrition (MAM).

³³ MoMS / MoPHS (2009), [National Guideline for Integrated Management of Acute Malnutrition](#), Nairobi, June 2009. The MoU was signed mid- 2007. Districts covered are Turkana, Marsabit, Moyale, Isiolo, Samburu, Mandera, Wajir, Garissa, Tana River

29. Currently, there is growing awareness in Kenya of the need to focus on prevention of chronic malnutrition (stunting and micronutrient deficiencies) as well. As a result, a new initiative that combines curative and preventative approaches to nutrition - High Impact Nutrition Interventions (HINI)³⁴ - is being piloted; it is preventive in nature and focuses on pregnant and lactating women and on children up to 23 months of age. The growing body of nutrition policies and programmes is still to be matched by an increase in financial resources for the sector, currently Ksh 7 (US\$ 0.10) per person per year, which represents 0.5% of the expenditures in the total health sector (2011).

30. **HIV/AIDS.** In 2006, the National Guidelines on Nutrition and HIV / AIDS and the Kenya National Aid Strategic Plan (KNASP) II 2006-2010 were published. In 2008, these were followed by the Kenya Nutrition and HIV/AIDS Strategy and in 2010 by the publication of the new KNASP III 2010-2013.

31. More specifically, the 2nd Kenya National AIDS Strategic Plan (KNASP II; 2006-2010) focused on three priority areas of action: (a) Reduction of the number of new HIV infections; (b) Improvement of the quality of life for PLHIV people; and (c) Mitigation of the socio-economic impact of HIV/AIDS. In the 3rd Kenya National AIDS Strategic Plan (KNASP III; 2010-2013) the main channels of intervention are (1) Health Sector HIV service delivery; (2) Sectoral HIV mainstreaming; and (3) Community-based HIV programming.

32. The GoK has not yet provided any budget for ART; the country fully depends on external donor support. In Kenya, there is an Orphans and Vulnerable Children (OVC) Cash Support programme that runs through the Ministry of Gender, Children and Social Development and provides KSh. 1,500 (US\$ 20) per month. The number of OVCs is currently estimated at 2.4 million, of whom only 77,340 (3.2%) in 37 districts are benefitting from the Cash Support programme³⁵.

33. **Refugees.** There has been no refugee policy over the period 2006 – 2010. The GoK considers the presence of refugees as a short term phenomena and plans for the improved management of refugees do not appear in Vision 2030. The Refugee Act³⁶ passed in 2006 was used as the *de facto* policy from promulgation to date and foresaw the set-up of a Department for Refugee Affairs with a constitutional mandate to administer refugee affairs and acts as the administrator of both camps. The Refugee Act prohibits refugees from taking employment and other economic activities.

1.2.3. International assistance

34. The UN's Development Assistance Framework (2009 – 2013) estimates that the total Development Assistance to Kenya represents approximately 4% GDP or about 10% of the Kenyan total annual budget.

35. **USAID (food for peace)** has a US\$ 683, 863 and 687 million programmes in Kenya for 2008, 2009 and 2010 respectively. The programme concentrates on peace and security,

and Ijara. In the course of 2009, the partnership has been extended to the southern parts of Eastern Province, while discussions are currently ongoing about inclusion of Coast Province as well.

³⁴ In 2008, the Lancet series on nutrition highlighted a range of effective nutrition interventions. In 2009, the World Bank identified a more selective package of 13 high impact interventions which, if implemented at scale, are effective in preventing alnutrition and mortality in children (26% death prevented). This package has been further analyzed and endorsed by a group of nutrition partners in the recently released 'Scaling Up Nutrition-A Framework for Action'. Kenya has adopted 12 High Impact Nutrition Interventions (HINI), which include: support and promotion of exclusive breast feeding until the age of 6 months, support and promotion of adequate complementary feeding from the age of six months, twice yearly Vitamin A supplementation, therapeutic zinc supplementation for diarrhea management, multiple micronutrient fortification, iron-folate supplements for pregnant women, prevention of acute malnutrition, management of acute malnutrition (moderate and severe), improved hygiene practices including hand washing, de-worming for children, Iron fortification of staple foods and salt iodization. Source: <http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docId=1181342>

³⁵ The programme was scaled up from 500 families at the start in 2004/5 to 12,500 in 37 districts by the end of 2007. Source: <http://www.gender.go.ke/index.php/Divisions/cash-transfer-programme-for-orphans-and-vulnerable-children.html>

³⁶ Kenya Gazette Supplement No 97 (Acts No 13), Nairobi 2nd January 2007, page 437 - 462

supporting District level peace committees, Governance, which is pursuing a programme of governmental reform. By far the largest USAID programme is investing in people (capacity building) in the health and education sectors. USAID also has a significant programme in agriculture and natural resource management and in Kenya is by far the most significant donor on HIV related interventions.

36. **European Commission.** EuropeAid, under the 9th FED, has focused on a wide variety of programmes, particularly water and sanitation, agriculture and rural development. The Drought Management Initiative located in the Ministry of Northern Kenya works in concordance with the World Bank's Arid Lands Resource Management Project, which has a voucher scheme. ECHO works in the same sector as WFP and is supportive of WFP activities. ECHO funding for Kenya in the past years has mainly focused on drought risk reduction, food assistance and nutrition.

37. **Department for International Development (UK):** DFID's priorities are to increase school attendance in the poorest areas, improving maternal and reproductive health, developing safety nets, such as the Hunger Safety Net Programme (HSNP) in Northern Kenya and strengthening accountability within the Government.

38. **JICA (Japan)** is committed to improving governance, reducing poverty through equitable growth, achieving human security and promoting economic development.

39. **World Bank:** The World Bank's strategy is to support the GoK's vision 2030 and the emergent constitutional reforms. The Bank's strategic focus is decentralisation, land reform and Judicial reform. Currently infrastructure development (transport, energy, water and telecommunications) is the bank's largest loan commitment. Underlying the Bank's strategy is the need for greater transparency and public participation.

1.3. WFP's Portfolio

1.3.1. Overview of WFP's Portfolio

40. **Portfolio definition** - For the purpose of this evaluation, the Kenya portfolio is defined as the nine WFP operations implemented in the country between 2006 and 2010 (CPs 102640 and 106680, PRROs 102581, 102582, 102583 and 106660, EMOPs 103740 and 107450 as well as SO 105690) as well as the pilot Purchase for Progress (P4P) project. Details of the portfolio, including objectives, duration, activity types, budget, etc of each operation are presented in Annex 7.

41. **Portfolio budget** - The total cost of the portfolio (based on project requirements) is US\$ 1.59 billion, of which 63 percent relate to emergency, recovery and related special operations; 24 percent to relief and recovery in favour of the Sudanese and Somali refugees; and 13 percent to development activities. The P4P pilot project, funded through extra-budgetary funds (Bill and Melinda Gate Foundation), has a budget of US\$ 1.79 million and represents thus only a minute fraction of the total portfolio budget. Table presents the distribution of the portfolio by operation type. Data on the timing when funding was actually received was difficult to obtain, the SPR does not provide this data.

	Operations nber	Total cost (USD)	Percentage
Development	2	212,784,400	13 %
Emergency Operation (EMOP)	2	508,125,700	32 %
Protracted Relief and Recovery Operation (PRRO) - Refugees	3	384,856,000	24 %
Protracted Relief and Recovery Operation (PRRO) - Kenya	1	474,275,000	30%
Special Operation (SO) in support of EMOPs	1	16,559,300	1%
Purchase for Progress (P4P) Pilot Project	1	1,791,000	0%
Total	10	1,598,391,400	100%

42. **Objectives.** The operations and projects of the portfolio each seek to contribute to those relevant amongst the five strategic objectives defined in the WFP corporate strategic plan³⁷. It should be noted that most operations aim to contribute to the realisation of more than one strategic objective and that various types of activities can contribute to the same strategic objective (the five WFP corporate strategic objectives and related activities are presented in detail in Annex 2).

- **Save lives and protect livelihoods in emergencies (SO1).** It mainly refers to the assistance provided to the Somali and Sudanese refugees and to other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks. The operations aiming to contribute to this objective are: PRROs 102581/2/3 (assistance to refugees); EMOP 103740 and 107450 as well as SO 105690.
- **Prevent acute hunger and invest in disaster preparedness and mitigation measures (SO2).** This mainly refers to supporting the resilience of communities to shocks through safety nets or asset creation. The operations aiming to contribute to this objective are: PRROs 102581/2/3 and PRRO 10660; and 107450 and CP 102640.
- **Restore and rebuild livelihoods in post-disaster or transition situations (SO3).** The operations aiming to contribute to this objective are: EMOP 103740, PRRO 10660.
- **Reduce chronic hunger and undernutrition (SO4).** This mainly refers to bringing undernutrition below critical levels, increasing the level of education and meeting the food needs of people affected by HIV/AIDS and tuberculosis. The operations aiming to contribute to this objective are: CP102640, CP 106680, PRROs 102581/2/3 and PRRO 10660.
- **Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase (SO 5).** While this objective can be considered cross-cutting across all operations, CP 102640 and the P4P pilot project refer explicitly to this objective.

43. **Activities.** The main activities of the portfolio include general food distributions (GFD) through which 60% of all beneficiaries were assisted; food for education (33.5%); supplementary nutritional programmes (3.5%); food for work and food for assets (1.6%) and HIV/AIDS projects (1.2%). A cash and vouchers project was also recently introduced.

44. Activities of the P4P pilot project include: capacity-building, pro-smallholder tendering practices, direct and forward contracting, and purchasing through the warehouse receipt system.

45. **Geographic distribution.** Activities take place in pastoralist/agro-pastoralist and marginal agricultural zones, including some urban centres in these areas. Refugee interventions are centred in Dadaab camp in the Garissa district for Somali refugees and in Kakuma camp in the Turkana district for Somali and Sudanese refugees. The map on page x shows the geographic coverage of the WFP programme in 2010.

1.3.2 Overview of Country Office – Analytical work

46. The Kenya country office has a solid assessment and analytical capacity located in the programme office, composed of technical experts, the monitoring and evaluation (M&E) unit, and the (VAM) unit. The analytical work includes the half yearly assessments, other periodic food security monitoring, monthly food security updates and other food security alerts. Some of the analytical work is done internally within the WFP country office, but much of the assessment and analysis is conducted with partners.

³⁷ While the formulation of the WFP corporate strategic objectives has varied over the portfolio timeframe, they nonetheless remained similar enough in nature to allow referring only to the 2008 – 2013 strategic plan.

47. Since 1999, WFP has been instrumental in keeping the long and short rains assessment systems³⁸ based on the District Steering Group (DSG), the KFSSG and the KFSM. The assessment is the principle information base for the targeting of all WFP programmes (GFD to flood or drought-stricken Kenyans, school feeding programme, HIV/AIDS and nutrition programmes). Moreover, the KFSSG and KFSM process forms the basis of the analytical work at the District and national levels. It provides the GoK (at a national and District level), WFP and all partners (donors, NGOs and civil society) with the ability to plan and implement operations. However, the process is under threat from political interference. In addition, there is a need to improve on nutrition data quality as part of the SRAs and LRAs (joint effort with the GoK).

48. In 2010, WFP counterpart staff members were trained during the biannual food security assessments, and before the first comprehensive urban food security and nutrition baseline ever conducted in Kenya. (350 government staff members were trained in basic level technical subjects in 2010). Technical working groups provide essential backstopping for data collection, analysis and for the planning of interventions.

49. Other analytical work includes the Joint Assessment Missions (JAMS) to assess refugee status. JAMS were carried out in 2006, 2008 and 2010. The missions were jointly led by the GoK (DRA), WFP and UNHCR, but a wide range of partners from civil society groups participated as well. The CO has also conducted an FFA evaluation (July 2009) and evaluations managed by the Office of Evaluation were undertaken for EMOP 103740, CP 102640 (2006 – 2008), as well as an impact evaluation of the WFP School Feeding Programme.

2. Evaluation Findings

2.1. Alignment and strategic positioning

50. WFP's Kenya Country Portfolio programme is considered to be fully aligned with Government of Kenya policies and appropriate in the context of national priorities and processes, the emergent United Nations Development Assistance Framework and sector investment priorities by other Development Partners in Kenya. WFP has taken concrete steps to align with GoK priorities; regular dialogue takes place at all levels to ensure that WFP activities are fully coordinated with that of the relevant government agency or department.

2.1.1. Alignment of WFP's portfolio with Government policies and ownership issues

51. WFP's role and operations within the country portfolio activities were generally aligned with Government policies during the 2006–2010. Alignment has in some cases been actively sought while in others it has resulted more generally from coherence in objectives. The food assistance operations fit within the broad policy framework of the Government, the active engagement, advocacy, and dialogue required for a closer alignment with Government was generally good. For example, FFA activities easily fall within the broad policy framework of the Government, the prioritization, selection, and implementation of activities was carried out in consultation with Government, but the level of field level coordination remains difficult.

52. The National Policy for Northern Kenya and the Arid and Semi Arid areas is closely followed by WFP, in conjunction with other sectoral policies. The Ministry of Northern Kenya remains the coordinating institution for all activities in the ASAL areas, with which WFP has a close and regular dialogue.

³⁸ The long and short rains assessments are influential, both inside and outside Kenya. The twice yearly assessments are based on district visits and DSG district reports. The reports are highly valued by the GoK, civil society and the donor community for targeting.

Geographic targeting

53. WFP's geographic coverage has focused on the ASAL areas, i.e. the most food insecure areas. For GFD, geographic targeting is based on the long and short rain assessments. Every 6 months WFPs GFD focus is retargeted, based on the assessment of District level food security. The DSG through the District Government is responsible for identifying and targeting individual beneficiaries. This is a grey area, the current selection and verification methodology needs to be ground truthed to ensure that those selected are in real need. The high rainfall in 2008 reduced the number of GFD beneficiaries. The HIV/AIDS and nutrition targeting is based on clinics identifying people who are HIV positive or who are below malnutrition thresholds; these people are enrolled in WFP programmes rendering them eligible to receive extra rations. The EU funded the blanket SFP programme in the 5 most food insecure districts, based on the assessments. The Ministry of Education has a once a year targeting exercise based on the long/short rains assessments, which identify the most food insecure Districts or areas within a District. These Districts or areas within the District become eligible for WFP supported school feeding.

54. Beneficiaries in the targeted areas will either receive a full ration or part ration, depending on their assessed need. While remaining in line with the National Policy for Northern Kenya and Semi Arid Areas, WFP used the results of the VAM and of the long and short rains assessment systems to identify the areas in need of greater assistance. Because the Districts are retargeted bi-annually, WFP has been quick to react to emergent droughts and has remained focused on the areas of critical need.

WFP portfolio activities in relation to Government sectoral strategies

55. **Food security.** WFP objectives are in line with the Government of Kenya's social protection strategy, which focuses on: 1) provision of immediate support to households affected by natural disasters, and 2) strengthening their resilience to future shocks.³⁹ Furthermore, WFP actively participates in the Agricultural Donor Working Group, and the Agricultural Sector Coordination Unit – two inter-agency coordination groups related to agriculture in Kenya.⁴⁰

56. The main focus in the Kenya portfolio 2006-2010 was humanitarian food assistance in response to prolonged drought, high food prices, and below normal staple food production. WFP Kenya has been implementing an EMOP since 2004 as a short-term mechanism to save lives and discourage negative coping strategies. The problem being government policy are focused on greater food production, difficult to sustain when risk factors outside of WFP control interdict. Making good the food deficit by imports was undertaken, these included formal and informal food imports.

57. The present PRRO evolved from a consensus-building process led by the Government to guide its design, including definition of the role of food assistance in food security and disaster risk reduction. GoK does not favour GFD because of issues with longer-term impact and dependence and rather promotes FFA as the main food aid modality (e.g. through the development of water conservation structures that increase the ability of communities to withstand periodic drought). The resulting PRRO broadens the focus to rebuild livelihoods and strengthen resilience to shocks and focuses on strengthening drought preparedness in ASAL and marginal agricultural zones⁴¹. It is fully aligned to the GoK's Vision 2030 and the 2007 National Policy for the Sustainable Development of ASALs, which seeks to address the decades of neglect and recognizes pastoralism as a viable livelihoods and important economic force.

³⁹ SPR 1066601 WFP 2010

⁴⁰ WFP P4P Country Programme Profile

⁴¹ WFP/EB.A/2009/10/1

58. FFA activities aim to enhance resilience, strengthen livelihoods and reduce vulnerability. WFP FFA projects respond to the priorities set out in Vision 2030 and in the Poverty Reduction Strategy Paper (PRSP) with a view to enhancing food security in the respective districts, as well as with the ASDS (2009-2020) and the draft ASAL Policy documents as they relate to natural resource and environmental management.⁴² The focus of WFP FFA projects suggests an inherent bias towards semi permanent sedentary livelihoods, characterized by increased reliance on crop production as opposed to pastoral livelihoods. The piloting of the EC Food Facility voucher programme allows for a more appropriate response to the needs of pastoral migrating communities. The voucher programme is only a pilot, but enables the pastoralist to migrate without jeopardising access to their monthly food rations. There is also a substitution component to the programme, whereby beans are replaced by fish in Turkana and goat meat in Wajir. This would appear to be a rational and appropriate means of facilitating access to protein.

59. Sustained investment in recovery will help protracted livelihood crises facing in ASAL communities. The process is particularly appropriate in the context of adaptation to climate change as it provides direct linkages between protracted relief (traditional drought responses) and transitional development. Climate change and the ASALs provide the perfect opportunity for WFP to ensure that responses to slow-onset and largely predictable droughts are embedded within longer-term recovery and transitional development strategies. Former ad hoc drought response strategies can spur recovery and transitional development goals and preserve or strengthen former FFA gains made in non-drought years.⁴³

60. The P4P project is highly appropriate to the country context because it connects smallholders to markets and builds their capacity in quality standards. The P4P programme links relief to development.

61. **Education.** In the education sector, alignment has been actively sought by WFP and the long-term objective of the School Feeding Programme in Kenya “to promote Universal Primary Education of socio-economically disadvantaged and nutritionally vulnerable children, especially girls, in pre-primary and primary schools in targeted ASAL districts and unplanned urban settlements” is coherent and harmonised with those of the GoK through the Country Programme Action Plan (CPAP) and through annual Joint Action Plans (JAP), stating WFP and GoK’s responsibilities⁴⁴. Furthermore, WFP is an active member of the Education Working Group which has enabled WFP to position itself as a strategic partner for the Government by: i) providing support to the MoE in the preparation of the National School Health Policy; and ii) by contributing to the development and the implementation of the gradual hand-over strategy to the GoK (including set-up of the Home Grown School Feeding Programme (HGSFP) and capacity building of the MoE counterparts in the School Feeding management).

62. Strong government ownership of the HGSFP resulted from WFP transferring 540,000 school children across to the HGSFP programme. HGSFP is fully implemented and managed by the School Health and Nutrition Unit, located within the MoE. LTSH is paid for in the regular school feeding programme, as foodstuff is moved from Mombasa by local transporters under contract to MoE. For the HGSFP, LTSH is not applied as the food is locally purchased. Regular Joint reviews are undertaken, with WFP attending the programme review committee

⁴² Natural Policy for the sustainable development of Arid and Semi-Arid lands of Kenya

⁴³ Technical Brief - Food-for-Work and Food-for-Assets: What’s the Difference? Greg Collins, USAID EA FFP

⁴⁴ This objective is well aligned with the Sessional Paper No 1 of 2005 on a Policy Framework for Education, which aims to achieve Education For All (EFA) by 2015, the KESSP (2005-2010), which includes school feeding as a key strategy for improving access to education in ASALs and unplanned urban settlements, the 2007 National Food and Nutrition Policy, which focuses on the linking of safety nets and emergency assistance to longer-term development (2009-2013 Country Programme Action Plan, WFP and GoK) and the 2009 National School Health Policy, which provides a coordination mechanism that enhances the roles of the various ministries, institutions and stakeholders

of the school feeding programme. The plan is to absorb 50,000 children per year, from the WFP funded school feeding programme. .

63. **Nutrition.** In the WFP Kenya portfolio, the nutrition support is primarily emergency oriented. It consists of targeted supplementary feeding (SFP) for children under five and pregnant and lactating women with Moderate Acute Malnutrition (MAM). The main objective of WFP supported nutrition programmes is to reduce high GAM rates. As such, it contributes to the implementation by the GoK of the Integrated Management of Acute Malnutrition (IMAM) policy (alongside the Outpatient Therapeutic Programme –OTP- for treatment of severe acute malnutrition). Until now, WFP Kenya has not been involved in interventions for prevention of chronic malnutrition, although stunting is a public health problem that affects about one-third of the children in Kenya. The new HINI initiative offers a good opportunity for WFP to engage in preventive nutrition interventions, in line with the life cycle approach within the GoK NHSSP and the draft National Food and Nutrition Policy.

64. The WFP programmes in the nutrition sector are all based on the ‘integration model’, which means that the NGOs that act as Cooperating Partners to WFP assist on the operational aspects of the SFPs that are implemented through MoPHS (Ministry of Public Health Services) health clinics and dispensaries. There are no more stand-alone supplementary feeding programmes run by NGOs in Kenya. This approach forms the core of IMAM where nutrition programmes are 100% owned by the GoK. It was discovered during this mission that so far there has been no Memorandum of Understanding with MoPHS for the WFP support to the MoPHS nutrition programmes and that contracts are signed between WFP and the Cooperating Partners only. This means that the WFP support is not integrated in the MoPHS Annual Operational Work Plan and Budget⁴⁵ and that there is also no mechanism for (gradual) handing over to the GoK.

65. **HIV/AIDS.** The HIV programmes within the WFP Kenya portfolio (components in the two Country Plans DEV 10264 and DEV 10668) are well aligned with the priorities within the GoK strategic plans (KNASP II and KNASP III) even though it did not actively participate in the development of the KNASP III. Furthermore, in line with the treatment and care priority within KNASP II, WFP contributes since 2009 to improving the quality of life of people infected and affected by HIV/AIDS through an ART support programme in Kilifi County (Coast Province) that is being managed together with MoPHS.

66. The OVC component in the two country plans started end 2003 as a contribution to mitigation of the socio-economic impact of HIV/AIDS, priority within KNASP II and III. The programme in Busia district (Western Province) has good ownership by the GoK, as the programme management is done in collaboration with the Ministry of Gender, Children and Social Development (although implementation is done by NGO, Cooperating Partners).

67. In terms of prevention, which has been the first priority in both KNASP II and III, WFP makes a contribution through the Wellness Centres that are reaching truck drivers and sex workers (Most At Risk Population –MARP- groups) in Mombasa port and along the main transport corridors in Kenya. However, most of the new HIV infections in Kenya occur among married couples and WFP would align better to the GoK policy if there would be more emphasis on mainstreaming of HIV prevention in the overall country portfolio (e.g. through regular community talks as an obligatory element in all WFP activities, from General Food Distribution to School Feeding, Food for Assets, Supplementary Feeding etc.).

68. **Refugees:** In terms of assistance to refugees, in the absence of a GoK operational refugee policy (with the Refugee Act taking on a policy role, through the arrangement of

⁴⁵ This contrasts with the UNICEF support to the OTP programmes (for treatment of severe acute malnutrition), which is integrated in the MoPHS Annual Operational Work Plan and Budget.

regulations⁴⁶), the refugee effort is diffuse, lacking in direction and subject to short term decisions, which WFP conforms to. For example, a long term investment in education, providing vocational training and university education would improve the chances of finding employment. A skilled workforce would benefit the Kenyan and Somali economies. The education emphasis is not in the refugee act, but will be in the forthcoming refugee policy. Consultation has been present, but hampered by unclear refugee policy objectives, and significant differences in opinion both within the GoK and with the various partners. The provision of food by WFP is legally obligated by International convention.

69. The level of government ownership of the refugee camps has steadily increased since 2007. The Refugee act (2006) provides that the Department of Refugee Affairs (DRA) “*shall be responsible for all administrative matters concerning refugees in Kenya*”⁴⁷, in addition section 6(2) sub section k states that the DRA will “*manage refugee camps*”⁴⁸. A camp coordinating committee is responsible for liaison and coordination, through which the DRA (GoK) exercises managerial control of the camp. In these situations, WFP adheres closely to its mandate, it does not appear to protest at decisions (for example, when Sudanese were no longer being registered period 2008 – 2009, WFP through its cooperating partners fed rations to those on the UNHCR manifest, while the unregistered Sudanese had to find their own food and accommodation. The rations of the registered Sudanese refugees were further stretched). This said, the issue of non-registration was raised, and the decision was rescinded in 2009.

2.1.2. Alignment and synergies with partners

70. The WFP portfolio is aligned to the United Nations Development Assistance Framework (UNDAF) and has a leading role in UNDAF priority area 2 “*empowering people who are poor and reducing disparity*” and provides a significant input to outcome 2.2 “*measurably reduce risks and consequences of conflict and natural disasters*”. In addition to being an active participant in the UN processes (WFP is also part of the UN’s Joint Team on Humanitarian Response and Disaster Management), WFP participates to a number of Donor Coordination Working Groups.

71. Overall alignment with donors is good, donors are supporting government policy and government activities. WFP has been working with the UN’s office for the Coordination of Humanitarian Affairs and the GoK (Disaster Management) in the writing and development of the Kenya National Disaster Management Policy (2009) and the Kenya National Disaster response Plan (2009). In the field WFP staff are aware of the various donor projects. Better coordination would be achieved if the District Development Planning process was revitalised, where district level activities can be coordinated. At present, no such coordination mechanism at a District level appears to exist. During implementation the coordination that would lead to the synergy across activities is not always actively pursued nor achieved (see below for details by sector).

72. **Food security.** The Kenya Food Security Meeting (KFSM) supported by the Kenya Food Security Steering Group (KFSSG) and chaired by the GoK (office of The President), formally releases the long/short rains assessments, highlighting areas that have changed status. In a situation of an emerging drought, the KFSM will put partners on notice. As anticipated (see §47), WFP is a key partner in KFSSG and plays an integral role in Long and Short Rains Assessment.

73. WFP supports the GoK and DFID in meeting the needs of vulnerable households (HH affected by severe and temporary seasonal food shortages and those unable to participate in

⁴⁶ Kenya Gazette Supplement No 11 (Special Issue); Legal notice No 24; 27th February 2007

⁴⁷ Kenya Gazette Supplement No. 97, The Refugee Act – section 6(2)

⁴⁸ Kenya Gazette Supplement No. 97, The Refugee Act – section 6(2)sub-section k

FFA activities such as PLHIV, the elderly and OVCs) via the government-led national social protection system. WFP and the GoK cover immediate food needs that are not met through other government sources or DFID's Hunger Safety Net Programme (HSNP). Efforts have been put in place by WFP and DFID to ensure that beneficiary databases are compatible, thereby fostering synergies between the two interventions during the PRRO 10666-

74. In the immediate aftermath of the 2008 post election violence, the GoK had no contingency plan. Moreover political direction was absent as a consequence of a disputed election result. The donor coordination committee, in conjunction with senior government officials, assessed the situation and supported the GoK in organising a response. WFP was involved in the process from the outset; WFP provided emergency food distribution (GFD) through its cooperating partners to the affected slum dwellers. The response was further built on through the development of the Kenya Disaster Management policy (2010) and the Kenya Disaster Management plan (2010). The Ministry of Special Programmes led the process, OCHA provided a secretariat; WFP played a key role in drafting the policy and formulating the Disaster Management Plan, based on its experience of responding to drought emergencies. The Prime Minister was concerned about the plight of the slum Dwellers, so formed the Prime Ministerial Food Safety Net Task Force. WFP was an active member of the task force. Plans were developed but the funding was unavailable. At the request of the GoK, WFP and other donors provided funding. Alignment to the process was excellent, rapid and flexible. The Ministry of Special Programmes has a food aid programme of its own, tiny in comparison to WFP's. It does distribute food aid on an ad hoc basis, but it cannot target its food for political reasons.

75. **Education.** As anticipated, WFP, through UNDAF, is an active member of the Education Donor Coordination Group (EDCG) and chairs the School Health, Nutrition and Meals Working Group.

76. **Nutrition.** There are a number of bodies for coordination within the nutrition sector (including a Task Force under the Ministry of Agriculture for the drafting of a Food and Nutrition Security Policy, and a Nutrition Inter Agency Coordination Committee (NIACC) meetings); WFP actively participates in the Nutrition Technical Forum⁴⁹ meetings (chaired by UNICEF and MoPHS ⁵⁰), set up to coordinate emergency nutrition support interventions at national level among technical agencies involved in nutrition responses. Despite the fact that WFP is not seen as one of the leading agencies in terms of nutrition policy development⁵¹, from an operational point of view WFP is recognised as a key player in reviving the supplementary feeding programmes in Kenya, and for its contribution on M&E systems.

77. Looking at synergies, it is worth noting that WFP and UNICEF have signed an MoU (2009) for implementation of the Integrated Management of Malnutrition (IMAM) whereby UNICEF is responsible for the provision of therapeutic foods for treatment of severe acute malnutrition (SAM), non-food commodities and technical assistance, while WFP will provide the supplies of fortified blended foods for treatment of Moderate Acute Malnutrition (MAM).

78. **HIV/AIDS.** For the HIV sector, WFP provided support through a range of projects in Kenya, but overall WFP has not been very active in the national fora on health coordination. A key development in the past five years has been the quick roll-out of the USAID PEPFAR Food-By-Prescription (FBP) programme for malnourished PLHIV (currently covering about 50% of the clinics/satellites providing ART and aiming at 100% coverage), which reduces the

⁴⁹ The Forum was set up early 2008 as the ' nutrition working group and meets on a monthly basis to discuss the responses to the post-election violence, and evolved from the long-standing Health and Nutrition Working Group under the KFSM, which primarily focused on nutrition issues in the ASALs. There are three thematic working groups under the Forum: (a) nutrition information systems; (b) urban nutrition; and (c) capacity development. The Forum has served as a technical reference group for development of the GoK IMAM Guideline.

⁵⁰ The two Ministries of Health, UNICEF, WFP and the main NGOs involved in the health sector in Kenya.

⁵¹In the past years the main players in the Forum have been MoPHS, UNICEF, Concern World Wide and ACF.

need for WFP to intervene in this area. PEPFAR also funds a myriad of programmes that provide support to about 25% of all OVCs in Kenya. It was found that WFP has not actively coordinated with USAID on geographical targeting. There is little overlap in targeting, as communities are able to spread the resources available. Nevertheless, there is presence of both USAID and WFP in some county's.

79. **Refugees.** Coordination with other donors does take place although - with the exception of a clear division of roles and responsibilities between UNHCR and WFP as laid out in a MoU (2011), which aims at ensuring that refugees and returnees are food secure – efforts are mainly linked to the voicing of concerns and lobbying (particularly by USAID) to ensure that an agreed and approved refugee policy is put in place by the Government.

80. More specifically, a number of Development Partners, including WFP, expressed concern in relation to the admission (and verification) process to the refugee camps and in relation to the fact that some refugees own multiple ration cards⁵². A biometric verification process has started in 2009, linked to the National Registration Bureau and discussions are ongoing among the GoK, the UN (including WFP) and other donors over the further introduction of a biometric system.

2.1.3. Alignment with WFP Corporate Strategy

81. As anticipated in § 42, the activities undertaken in the framework of the various operations covered by this CPE, seek to contribute to one or more of WFP's SOs and the portfolio activities are generally well aligned with the corporate strategic plan and related objectives.

82. The refugee PRRO operations as well as the emergency operations had objectives contributing to WFP's **Strategic Objective 1** by reducing malnutrition of drought affected populations through general food distribution (GFD), supplementary feeding and mother-and-child health and nutrition (MCHN) programmes. Analytical work provided by the early warning system (KFFSG and KFSM) supported this objective.

83. The ongoing PRRO prevents acute hunger and involves disaster preparedness and mitigation measures (**Strategic Objective 2**). It also aims to build productive assets to enhance longer-term food security through food or cash-for-assets and to restore livelihoods for households recovering from drought and high food prices (**Strategic Objective 3**). The shift from GFD to FFA activities will further enhance the CO's responsiveness to SO3. The focus is on rebuilding and restoring livelihoods in post disaster situations, by building the capacities of vulnerable communities through training on maintenance of community assets and enhancing other livelihood options through vocational training and enterprise development

84. Under **Strategic Objective 4**, the WFP programme has sought on the one hand to reduce the level of malnutrition and to mitigate the impact of HIV/AIDS and on the other hand to increase school attendance through the school feeding programme.

85. WFP seeks to strengthen the Government's capacity to design, manage and implement projects to address hunger, in line with **Strategic Objective 5**.⁵³ The evaluation noted that there could have been more emphasis during the period on capacity building in light of the requirements of the GoK. P4P strengthens capacity at the grassroots level, farmers and small scale traders, in terms of grain quality, the meaning and obligations of contracts.

⁵² JAM 2008 and JAM 2010

⁵³ Standard Project Report 2010

86. The CO efforts to align to the new strategic plan and notably to the corporate shift from food aid to food assistance by including new delivery methods in the later part of the period analysed should be noted. These include the introduction of vouchers, an effort to mainstream cash transfers into FFA in marginal agricultural areas and the launch of the P4P programme. This increased mix of cash, voucher and food, will permit a more flexible approach to emergency and development.

87. The portfolio has generally been managed in accordance with the WFP policies. Activities focusing on nutrition (supplementary feeding of pregnant and lactating women and children below 5) were in line with the existing WFP policy framework for nutrition⁵⁴. However, attention will have to be placed on ensuring that the main thrusts of the forthcoming WFP Nutrition Policy will be duly taken into account so that future activities reflect the increasing focus on prevention (targeting children from - 9 to +24 months of age with fortified foods).

88. However, WFP Kenya has yet to align with the new corporate policy on HIV/AIDS adopted in 2010. Although the new WFP Kenya programme strategy for HIV/AIDS has been modelled on the new corporate policy, it places less emphasis on the need for limited duration and for exit strategies in the case of safety net support. In particular, the current Busia programme is not in line with the new policy.

2.2. Making Strategic Choices

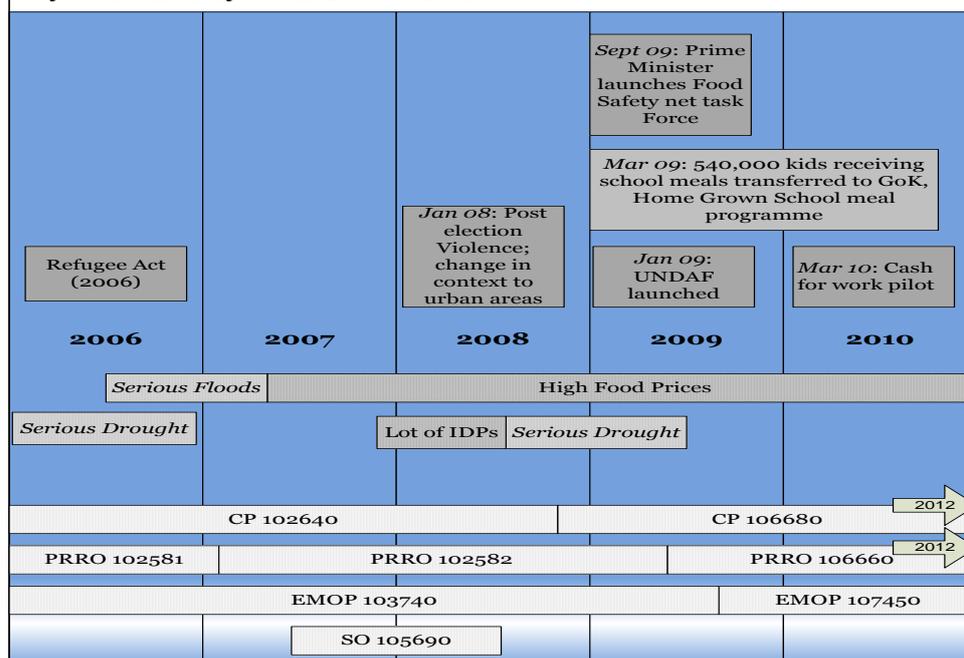
89. During the period under evaluation (2006 – 2010), a number of strategic choices were made by the Country office regarding the type of programme activities, coverage, partnerships and delivery channels. Choices made were influenced by changes in the social, economic and political climate within Kenya, by internal WFP corporate shifts and were supported by WFP's country office efforts in terms of data compilation and analysis. Key events at country level, which served to shape and motivate WFP to adjust or launch different programmes, are shown in Figure 1

Figure 1: Timeline of important and significant events 2006 – 2010

⁵⁴ WFP (2004), [Food for Nutrition: Mainstreaming Nutrition in WFP](#), (EB.A/2004/5-A/10); WFP (2004), [Micronutrient Fortification: WFP Experiences and Ways Forward](#) (EB.A/2004/5-A/2), and WFP (2004), [Nutrition in Emergencies: WFP Experiences and Challenges](#) (EB.A/2004/5-A/3). In 2009, WFP published the MCHN toolkit that provides updated practical guidance for programme staff in Country Offices and Regional Bureaus.

Time Line

Key events in Kenya from 2006 to 2011



Generating and using analytical information.

90. The assessment process, which started in 1999, with coordinated multi-sectoral assessments. The process has since become more sophisticated and institutionalised through the District Steering Group (DSG), reporting to the Kenya Food Security Steering Group (KFFSG) reporting to the Kenya Food Security Meeting (KFSM). The KFFSG and KFSM is a universally accepted structure, with strong government support and ownership. The long and short rains assessments are widely cited both nationally and internationally, by the GoK, donors, NGOs and other partners, and the assessments are valued for their credible data, cross referenced with data from other sources (e.g. FEWSnet). Within this framework, the technical working groups have provided essential understanding and analysis, amongst other things by assessing needs in light of seasonal rainfall patterns.

91. WFP has made good use of the long/short rains assessments for targeting GFD, school feeding, HIV/AIDS and nutrition. During emergencies (most typically drought), WFP and the GoK assess needs with a view to identify the most affected pockets to be provided with assistance through Expanded School Meals, and more generally, results of the short rain assessment and long rain assessment are used to withdraw or to continue assistance.

92. Furthermore, the assessment and the related analytical work have also led the MoE, with WFP support, to revise the targeting methodology used to identify districts and schools to be prioritized in school feeding activities on the basis of education, poverty and food insecurity indicators, thereby ensuring that the limited available resources continue to reach the most vulnerable.

93. Although efforts are in place to triangulate information from the long/short rains assessments with the updates on the nutrition response matrix that is produced by the Nutrition Technical Forum⁵⁵ (e.g. the Blanket Supplementary Feeding Programme (SFP) in

⁵⁵ This matrix provides a priority listing of SFP and OTP coverage gaps that is based on the results of NGO nutrition surveys undertaken annually in most of the drought-affected districts.

2010 was undertaken in the five districts with the highest 2009 GAM rates), more work will need to be done to strengthen the linkages between nutrition data and analysis and programme design as evidenced by the fact that: i) over the five-year period, WFP Kenya has supported targeted SFPs in a number of districts for which nutrition survey data is lacking; and ii) the design of the urban nutrition programme through antenatal clinics that started in 2009 in response to a request from the donors failed to take into account the analysis of nutrition conditions among pregnant women in the slums of the targeted cities⁵⁶.

94. Finally, efforts made to link programme design to the results of analytical work have also led to the creation within the Kenya CO of an Innovation Unit in 2008 and to the subsequent inclusion of new initiatives in the CO's portfolio. Priorities for 2010 were to mainstream cash transfers, FFA in marginal agricultural areas, and to pilot vouchers for GFD in arid areas. WFP has shifted from food to cash transfers, where markets deem it appropriate and increasingly FFA as opposed to GFD. Under PRRO 106660 programme 37,000 households in the Mwingi district were targeted with cash on the basis of viable market conditions and available banking infrastructure. WFP has piloted the use of vouchers for GFD to drought-affected pastoralists, which are more appropriate for pastoral communities as they are less disruptive to livelihoods, and theoretically allowing migrating pastoralists to access GFD during migration.

95. It is worth noting that the KFSSG has commissioned VAM to undertake a Comprehensive Food Security and Vulnerability Assessment (CFSVA) of the urban areas. The CFSVA report is imminent. The urban environment is becoming a new area of interest for WFP, other partners, donors and the government, as the slum dwellers are by definition highly food insecure.

Developing Response Strategies

96. **Drivers of strategic choices.** WFP's response strategies in terms of adjusting programme activities, coverage, partnerships and delivery channels have been dictated by changes in both external events and internal policies.

97. **External events** have impacted the WFP programme by driving it in different directions. The combination of prolonged drought (2006/2007 and 2008/2009), high food and fuel prices, below normal staple food production exacerbated by population displacement following the disputed 2007 elections, led to a situation in which 3.8 million Kenyans required food assistance, causing WFP to scale up operations to meet the needs.⁵⁷ WFP responded by: i) introducing within the existing EMOP 103740 (2004- 2008) unconditional cash transfers targeting food-insecure, mostly women-headed, families in the Mathare slums of Nairobi; ii) launching EMOP 10745 "Food Assistance to Populations Affected by Drought and Post-Election Violence in Kenya" for the period July 2008 to March 2009; iii) by scaling up school-feeding in the most affected pocket of semi-arid areas and urban slums of Mombasa and Nairobi (WFP provided hot lunches during school days to approx. 650,000 children); and iv) extend coverage of the school feeding programme also during the August 2009 holidays.

98. At the same time it is also worth noting that WFP itself was not immune to the rising food and fuel prices. The 2008 high food prices crisis led WFP Kenya to cut by a third the number of school feeding beneficiaries (in 2008, WFP was feeding approximately 1.2 million school children but was unable to meet its school feeding obligations) and to hand over to the GoK 540,000 kids through the Home Grown School Feeding Programme (HGSFP)⁵⁸.

⁵⁶ Kisumu, Kiambu, Kitui and Nairobi.

⁵⁷ Operational Considerations for the Seasonal Cash-For-Assets Pilot November 2010

⁵⁸ After extensive discussion with WFP HQ (Rome), there was sufficient funding to feed about 650,000 school children (costing approximately US\$ 100 million), which meant that 540,000 school children would have to be removed from WFP's manifest. The intensive discussions among WFP, the Ministry of Education and the office of the President that followed led to the downscaling

99. **Government goals.** Linkages and alignment between Government strategy and policies and WFP portfolio have already been discussed. What is important here is to emphasise that throughout the period analysed, the CD and WFP Country Management were in continuous dialogue with senior GoK officials, donors and other UN agencies at both the National and District levels. Intended and actual shifts have thus always been presented and discussed. Continuous dialogue has played a particularly significant role in relation to the post election violence whereby WFP – thanks to a number of key NGO partners who were working in the slum areas - had a better appreciation of the problems and was able to pass on information gained to GoK and donors alike. Donors started lobbying WFP to start a feeding programme in order to mitigate the unrest (see above mentioned EMOP 10745), and the EU promised and provided support.

100. In conjunction with OCHA, under the UNDAF framework, WFP has made a significant contribution to the development of a disaster management and response structure framework. After the post election violence, where the GoK did not have any plans to implement, WFP, OCHA and partners have worked in close collaboration with the GoK in developing Kenya's National Disaster Management Policy (2009) and a National Disaster Management Plan. A response structure has been developed. WFP made a significant contribution to these documents; KFSSG and KFSM are seen as major support institutions, but it was WFP's response to the urban violence that also provided an advocacy framework through which to lobby the GoK.

101. WFP's shift from free food distribution towards FFA responds to the realization that GFD activities implemented over the past few decades have had little substantial long term impact. Conceptually, the move to FFA constitutes a shift in focus from conditional transfer of food aid as a means of reducing dependency to the creation of livelihood assets via food aid subsidized labour and other inputs and is reflected in the CO's shift from GFD to FFA. WFP Kenya has made a multi-year commitment to implement FFA activities in 15 districts.⁵⁹ FFA activities are no longer tied to GFD duration, and beneficiary numbers no longer fluctuate with seasonal assessments. A second important shift linked to internal policies is the piloting of the P4P programme as of the end of 2009.

102. WFP is by far the largest food pipeline in Kenya; government and other partner pipelines are insignificant by comparison. The agreement to channel or food assistance through one pipeline was made soon after the current KFSM/KFSSG structure was established (source: WFP document on history of KFSSG/KFSM. In the highly politicised environment, WFP had sole charge of the pipeline, which is difficult to maintain and open to criticism (ill informed and otherwise). Every effort has been made to keep the single pipeline; nevertheless the Ministry of Special Programmes now has its own pipeline and will not, for political reasons, join WFP's. At some stage political reality has to be accepted. The country office needs to accept the reality of multiple pipelines, but KFSM or KFSSG must have oversight of the process; accurately tracking the quantities sent and the quantities distributed by the pipelines and to whom.

WFP's portfolio positioning and trade offs

103. WFP's analysis of the local economy, which included a detailed market analysis and some other survey work, resulted in an appropriate mix of cash, voucher and food interventions. Beneficiaries decided whether to receive food and cash, they could switch from cash to food as food prices rose and out of food when food prices fell. The CPE examined a

of WFP's school feeding programme and to the launching of the Home Grown School feeding Programme (HGSFP) with the financial contribution of Japan, government led and managed programme through the School Health and Nutrition Unit, located within the MoE, which absorbed the 540,000 school children previously covered by WFP.

⁵⁹ Technical Brief - Food-for-Work and Food-for-Assets: What's the Difference? Greg Collins, USAID EA FFP.

cross section of these programmes and found all interventions to be appropriate for local market conditions. An appropriate price cap is in place such that if rains fail and prices rise, the programme can switch from cash to food. The programmes facilitate a cash injection into local developing economies, allow beneficiaries to prioritise needs (focus group discussions found that beneficiaries' prioritised education and food) and all focus group discussions with voucher food and cash beneficiaries concluded that WFP had selected the most appropriate tool for facilitating beneficiary access to food. (see next chapter for more details).

104. Some limitations linked to choices made should, however, also be highlighted and tackled in the near future.

105. Targeting of activities was based on multiple criteria: i) coverage of Busia district (border with Uganda along the main transport corridor from Mombasa) was linked to the intention to target areas most affected by the epidemic; ii) the choice for the HIV programme in Eldoret/Webuye was driven by the presence of AMPATH⁶⁰, which is one of the main actors on HIV in Kenya; iii) the incorporation of Nairobi caseload for HIV (through Lea Toto / Feed the Children) was dependent upon a request from the Catholic Church at Rome level to cover the gap in support to OVCs after Catholic Relief Service (CRS) pulled out; and finally iv) the expansion to Kilifi was made after a ministerial visit, which resulted in a request to WFP to provide food assistance alongside ART, despite the fact that the Coast Province does not stand out as an area most affected by HIV⁶¹ and that it and areas where WFP does not operate many other programmes, as food security is relatively better.

106. To date, WFP has been able to respond to higher needs in periods of protracted drought by increasing the number of people assisted in ASAL areas. Two concurrent circumstances are in play, firstly GoK strategy in establishing the HGSFP, which is in line with the CAADP agenda, gradually reducing WFP's involvement in school feeding. Secondly given the increasing food prices and the reduction in funding from donors, it is likely that WFP will be unable to meet future demands (see also above-mentioned cuts in school feeding beneficiaries). WFP needs to consider strong advocacy with the GoK in implementing the ASAL policy, in conjunction with a population policy, and tighter criteria (in terms of inclusion & GFD duration) need to be considered for the GFD programme.

107. The shift away from GDF towards FFA has allowed WFP to engage in a more meaningful project design enabling WFP and communities to set sights beyond recovery, increase the size and scale of assets created, support existing and alternative livelihoods, and shift the measure of success from outputs to outcomes and impact. In addition, longer-term engagement has created the opportunity to embed emergency responses within recovery and transitional development strategies⁶². At the same time however, this has also highlighted some limits in terms in:

- Strong focus on water for agriculture and less focus on use of water for livestock, opening up new pastures and trade routes. Households are likely to prioritise their livestock over vegetable production. Furthermore, sizes of water harvesting infrastructure are often determined by the number of beneficiaries employed as opposed to maximising and strengthening livelihood outputs.
- Limited cooperation with other UN agencies and partners. The construction of dams, terracing and irrigation schemes borders on FAO and IFAD mandate and WFP needs strong partnerships to provide the expertise. However, the partnerships, notably with FAO is proving difficult adding little value and the GoK can provide soil and water

⁶⁰ AMPATH stands for 'Academic Model for Prevention and Treatment of HIV/AIDS' and is a partnership between Moi Teaching and Referral Hospital based in Eldoret and Indiana University School of Medicine, USA.

⁶¹ Geographical targeting of the HIV support programmes was hindered by the absence of data sets on HIV prevalence at District level, as both KAIS and KDHS only give figures at national and province levels.

⁶² Technical Brief - Food-for-Work and Food-for-Assets: What's the Difference? Greg Collins, USAID EA FFP

conservation expertise but with difficulty. Short-term contracts (out-sourcing) with NGOs and the private sector need to be considered.

- An unfortunate trade-off between the long/short rains assessments and the District Development Plan (DPP) exists. The assessments aim at providing a picture of most vulnerable groups and of the current food security situation. In contrast the DPP is a plan for the development of the district. However the DPP is akin to a wish list. Levels of coordination between the emergency planning process and district development committee are poor, hence the District becomes dominated by emergency. The District authorities should be considering development; if there is an emergency, which will compromise or set back the development process, consideration must be given to using the emergency as an opportunity to capitalise on longer term development processes. WFP, in conjunction, with national government policy and the District should seek to re-establish the supremacy of the District Development Process.

2.3. Portfolio Performance and Results

2.3.1. Resource flows

108. The receipt of donations and expenditures for the 9 operations over the 2006-2010 period is illustrated in table 5. The contribution from the various countries and organisations to the various WFP operations is shown in Annex 6, by far the largest contributor is the USA, through either a direct grant or the delivery of maize grain and other commodities under the McGovern Dole legislation. As such there is a dominance of one donor as opposed to a diversified spectrum of donors.

109. Significantly, Kenya has made in-kind contributions of Maize, from their Strategic Grain Reserve to the country programme, the EMOPs and to the PRRO. These contributions vary in size. Nevertheless, Kenya contributed US\$ 20 million to the EMOPs, but only about US\$ 12 million to the PRRO. In-kind contributions must be recognised, where Government officers help to set up and establish groups and significant rural investments such as dams, soil and water conservation structures.

110. In the Country programme, which is focused on school feeding, the USA dominates; Kenya makes a significant contribution as do private donations. Japan has made contributions in 2009 and 2010. Australia has made contributions and other members of the International Community have made contributions to the Country programme; where a contribution has been made it appears as a one off grant. Regular contributions over the long term must be the goal. The implementation has been slow, thought to be due to the switch to the GoK's Home Grown School Feeding Programme.

111. Both EMOPs had 85 – 90% confirmed contributions by their start dates, raising an average of 95%. The PRRO refugees have on average been funded at 74%. PRRO 106660 has an approved budget which started at US\$ 237 million and currently stands at US\$ 505 million. It has already reached 63% of contributions. See Table 5 and Annex 5 for further details on resource flows, including confirmed contributions as a percentage of approved budgets 2006 – 2010.

112. Actual expenditure compared to the confirmed contributions show that the various operations take about 1 year to ramp up to a 70 – 80% budget performance, a realistic time scale.

Table 5: WFP Kenya Portfolio 2006 - 2010 by operation⁶³

⁶³ P4P is included, with a budget of 1.79 Million, which will increase throughout the pilot phase

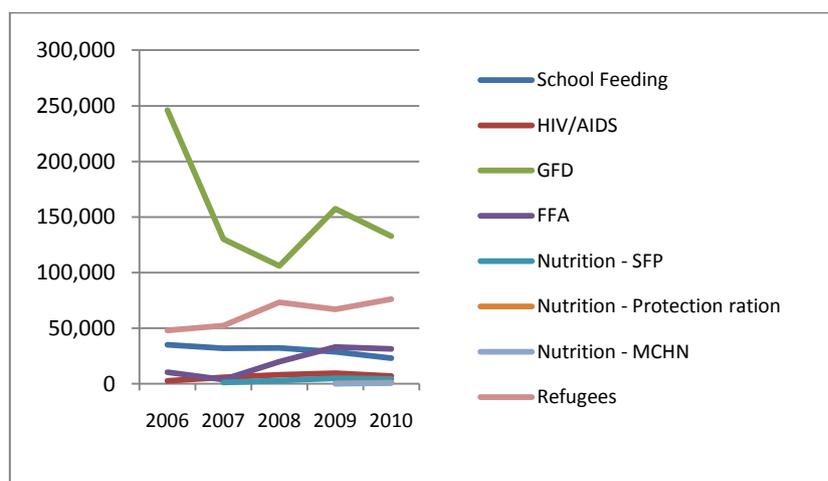
Operation	Title	Approved Budget (as per project documents)	Received budgets	% of received vs. approved budget	% of the portfolio
CP 102640	Country programme	102,992,654	82,207,342	80%	6.54%
CP 106680		113,127,200	79,360,000	70%	6.31%
Sub-total CP		216,119,854	161,567,342	75%	12.85%
EMOP 103740	Food Assistance to populations affected by drought and 2008 post election violence	375,943,829	360,284,605	96%	28.65%
EMOP 107450		132,181,921	121,853,000	92%	9.69%
Sub-total EMOPs		508,125,750	482,137,605	95%	38.34%
PRRO 102581	Food assistance for Somali and Sudanese Refugees	75,210,276	53,384,697	71%	4.25%
PRRO 102582		129,441,297	101,933,000	79%	8.11%
PRRO 102583		181,835,420	129,618,000	71%	10.31%
Sub-total PRROs Refugees		386,486,993	284,935,697	74%	22.66%
PRRO 106660	Protecting and rebuilding livelihoods in the arid and semi arid areas of Kenya	505,760,755	316,654,350	63%	25.18%
SO 105690	Air operation in support of the flood emergency	16,559,275	10,439,168	63%	0.83%
P4P	Purchase for Progress	1,790,000	1,790,000	100%	0.14%
Total		1,634,842,627	1,257,524,162	77%	

Source: SPRs and Annual Report

2.3.2. Overview of Assistance provided

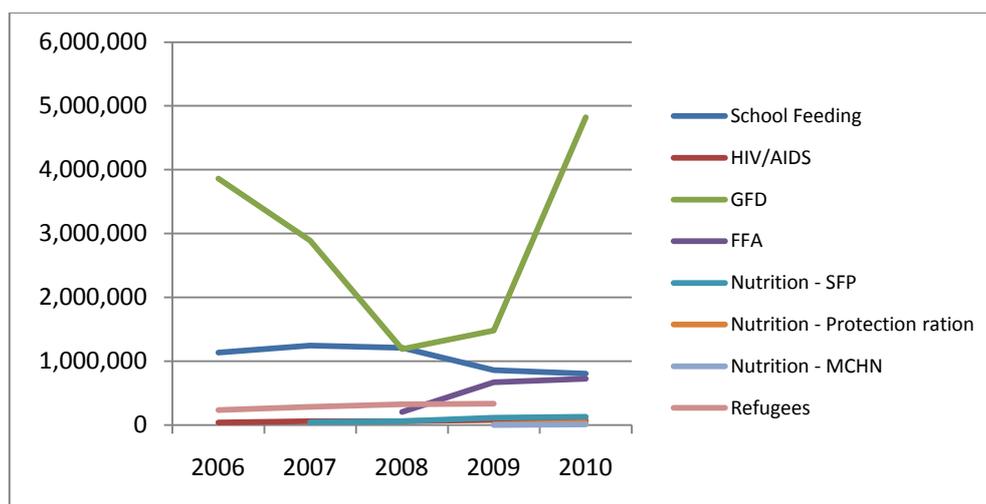
113. The number of beneficiaries and tonnage for each programme activity are presented in Figure 2 and Figure 3.

Figure 2: Trends in total tonnage delivered by activity across operations 2006-2010



Source: SPRs and Annual reports 2006 – 2010

Figure 3: Trends in Total Beneficiaries by activity across operations 2006-2010



Source: SPRs and Annual reports 2006 – 2010

114. These figures, together with additional figures presented in Annex, allow the identification of a number of trends:

- At any given time over the period 2006-2010, WFP has provided some form of ration to a minimum of 3.9 and a maximum of 6 million people, meaning that WFP has been feeding or part feeding between 10% and 15% of Kenya's population⁶⁴. See figure 4⁶⁵.
- Droughts occurred in 2005/06 and again in 2008/09; the total number of beneficiaries spiked over these dates, likewise with the post election violence in 2008, which also contributed to the elevated numbers of beneficiaries in 2008/09. Fluctuations over the 5 year period (2006 – 2010) in terms of food distributed can equally be in response to the same external events, most notably drought periods.
- Figures on total tonnage show that an overall average of 79% of the planned food was delivered. Depending on the type of activity and on the operation the portfolio reached between 67% (CP 102640) and 97% of tonnage planned was actually delivered.
- Over the portfolio period (2006 – 2010) and by activity, 58% of the tonnage was used in GFD, in contrast, only 7% of tonnage was distributed through FFA, although within years 2009 and 2010 the FFA distribution was 11% and 12% per year respectively. School feeding accounted for 11% of tonnage used with refugees at 23%. HIV/AIDS accounted for 2.35% of tonnage used. Nutrition (supplementary feeding and MCHN) accounted for less than 1.2% of the total tonnage used.
- The total number of beneficiaries by operation is outlined in Annex 7. In 2006, EMOP 103740 was showing that 105% men and 119% women benefited over the planned figure; in line with what was expected as it was a drought year. Similar levels of performance were seen throughout the portfolio period, and are consistent. The exception was in 2010, where the percentage actually benefiting from WFP programme slumped to 93% men and 88% women. The two programmes underway at this time was PRRO 102583 (refugees) and PRRO 106660, the latter is in a start up phase, possibly accounting for lower performance.

115. Figure 3 provides details on the beneficiaries by activity. The gross figures for GFD (including all programmes) show that it has by far the largest chart base and the greatest variability. As the chart shows, it ranges from 4 million beneficiaries in 2006 to just over a

⁶⁴ According to the 2009 census, Kenya's total population is 38.6 million. Percentage figures provided have been adjusted to remove the numbers of refugees and therefore provide the number of Kenyan beneficiaries.

⁶⁵ This is the gross GFD figure (source SPRs 2006, 2007, 2008 2009 and 2010 for all programmes).

million in 2008/2009, climbing back to 5 million beneficiaries in 2010. As previously mentioned, 2008 was a good year, the beneficiary numbers were scaled back, but rose steeply with the onset of the 2009/2010 drought. From this graph there appears to be a residual caseload of over 1.0 million beneficiaries. School feeding is declining, as the programme is transferred to the HGSFP. The FFA is rising and will continue to do so, as increasing numbers are being transferred out of GFD into FFA. Nutrition and HIV/AIDS beneficiaries are constant, graduation is present to some extent to some extent, but the new HIV/AIDS policy is not yet fully implemented. Moreover, AMPATH works according to the food allocation, these figures have remained constant.

2.3.3. Beneficiaries and assistance provided

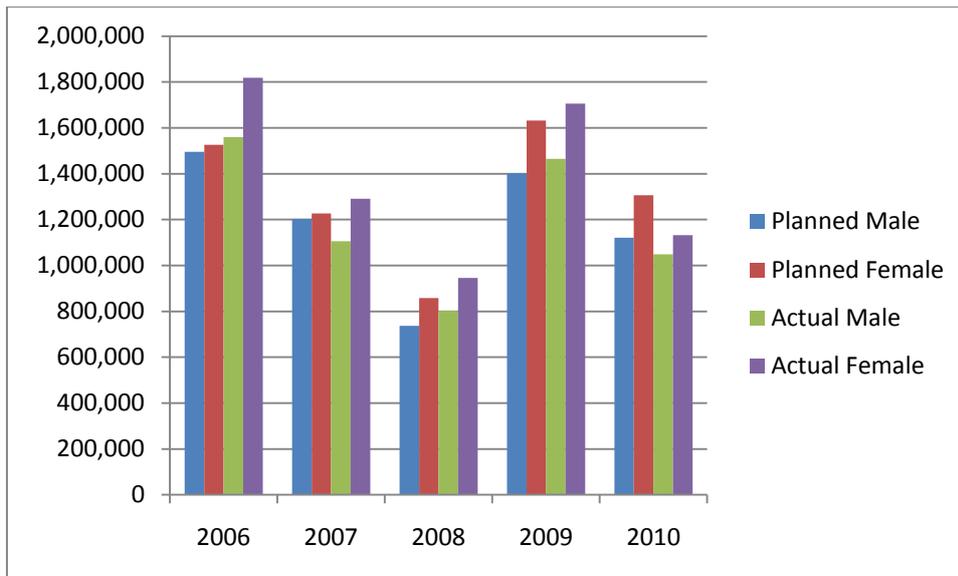
116. **Beneficiary selection.** GFD beneficiaries are selected through the multi-sectoral/multi-stakeholder food security assessment, who make recommendations. The DSG is part of the process. Household selection is through a community based process, which will need strong governance safeguards to be in place. is verified by the KFSSG. The DSG team is made up of the District Drought Management Officer and other senior District line ministry officials. Inclusion error is probably an issue, as it is known that DSG meetings have become heavily politicised, attended by MPs, District Councillors and others, all of whom want to see food distributed in their constituencies. The level of political interference is increasing and will increase with the imminence of an election. Tighter verification processes are probably required.

117. Targeting was undertaken in 2009, using a composite of indicators, which included poverty and educational performance indicators. The annual targeting for HGSFP is based on the long/short rains assessments, for the school feeding implemented under PRRO recovery. The HIV/AIDS and nutrition beneficiaries are identified and selected when beneficiaries attend WFP supported clinics. In Busia, there are problems with the selection process caused by poor programme design.

118. The refugees' selection and ration distribution is based on the UNHCR manifest. The UNHCR manifest is a legal document, based on which WFP carries out its international mandate and legal obligations. A recent DANIDA report alleged that 42,500 Kenyan Somali's were claiming rations when they were not entitled. A verification exercise is underway; these usually take place on a 2 – 3 year basis. Nevertheless, camp staff admits there is widespread duplication, with some refugees holding 3 – 4 ration cards. The cost to WFP cannot be estimated, but may be high. WFP and the camp administration need to move towards the issuance of rations based on biometric identification.

GFD/FFA/FFW

Figure 4: Number of GFD Beneficiaries disaggregated by gender (actual versus planned)

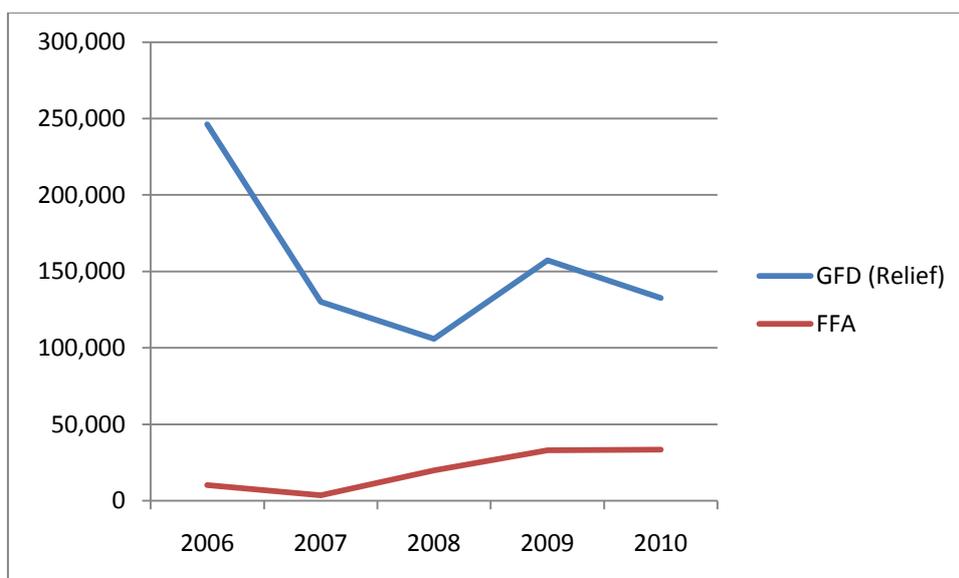


119. The main focus in the Kenya portfolio 2006-2010 was humanitarian food assistance in response to prolonged drought, high food prices, and below normal staple food production, post election violence and floods. Figure 4 shows the gross number of GFD beneficiaries over the period 2006 – 2010. The total number of beneficiaries who received GFD ranged from a high of over 1.8 million in 2006 to a low of 938,000 in 2008 (see figure 5). The data for the above comes from 3 programmes (EMOP 103740, EMOP 107450 and PRRO 106660) which have the principle GFD components, in consequence it is a lower figure that the Gross GFD figure in figure 4. During drought years the number of GFD beneficiaries increased with the actual beneficiary numbers receiving GFD always exceeding the planned number, except in 2007 and 2010. Furthermore the female numbers are always greater than the male numbers, reflecting WFP female and vulnerable focus.

120. Details on the tonnage distributed each year over the period 2006-2010 per district, are provided in Figure 5. The figure shows that since 2006, the tonnage allocated to FFA has increased from 10,400 MT/year to 33,400 MT/year. This said, it is worth noting that the tonnage for GFD relief has more or less halved between 2006 and 2007 and was thereafter sustained at more or less the same level (100,000 – 150,000 MT/year). These changes reflect GoK’s ASAL policy and as a consequence FFA activities are no longer tied to GFD duration, and beneficiary numbers no longer fluctuate with seasonal assessments. WFP has instead made a multi-year commitment to implement FFA activities in 15 districts.⁶⁶

Figure 5: Tonnage of food delivered (in MT)

⁶⁶ Technical Brief - Food-for-Work and Food-for-Assets: What’s the Difference? Greg Collins, USAID EA FFP



Source: SPR's

121. Data provided in Annexes 9 show that: i) the number of beneficiaries involved in FFA activities is small compared to GFD (relief) figures (to be noted that in 2006 and 2007 it was actually FFV); ii) the number of beneficiaries reached through the FFA programme increased from 207,300 in 2008, to 668,500 in 2009 to 726,400 in 2010; iii) 35 districts received GFD distributions; and iv) the number of participating households in FFA in 2009 was higher than planned (98,000 compared to 70,000 or 140%)⁶⁷ as the FFA component was expanded to cover an increased number of beneficiaries as determined by the July 2009 rain assessment. However, FFA outputs were not fully achieved due to delays in partners' selection and evaluation of 2010 technical proposals⁶⁸.

122. Women are involved in programming both as beneficiaries and as managers of food received from WFP. In FFA, they formed the majority of participants who identified, implemented and managed projects. ⁶⁹. In 2010, 145,100 participants participated in FFA works, of which 81,000 were women. This is over double the planned figures (70,000 participants)⁷⁰.

123. The Mwingi pilot CfA programme was launched in April 2010. The approach has been developed by the innovations unit, after extensive market research and assessment of feasibility. It has taken some time for WFP to overcome administration issues involved in distributing cash with a lack of beneficiary ID cards being a significant hurdle for accessing bank accounts.

124. The shift towards this type of activity has been greatly appreciated by beneficiaries, who prefer this mode of distribution as it gives them control over when and how much food they collect during the month. WFP initially targeted 6200 households with cash transfers (using a mobile banking platform linked to M-Pesa).⁷¹ Beneficiary preferences have been expressed; as soon as food price rises, the beneficiaries will switch back to food aid. The rising cost of food should not be under-estimated.

⁶⁷ WFP SPR 2009 Kenya

⁶⁸ WFP SPR 2010

⁶⁹ WFP SPR 2010 Kenya

⁷⁰ WFP SPR 2010 Kenya

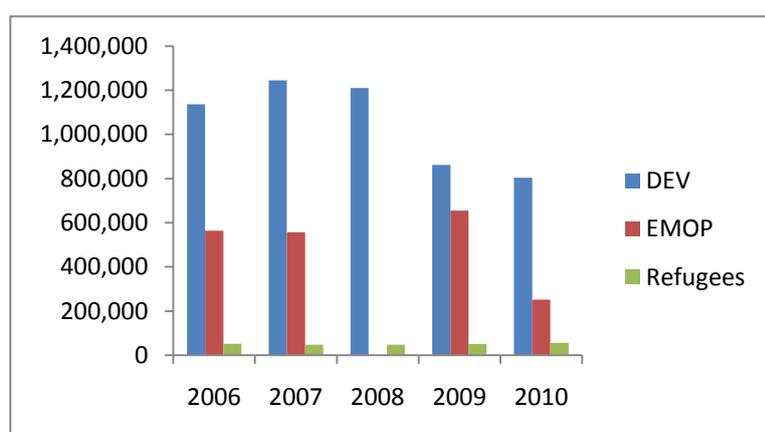
⁷¹ Operational Considerations for the Seasonal Cash-For-Assets Pilot November 2010

125. Annex 9 outlines the type of assets that have been constructed⁷². From 2006 – 2010, a total of 657 water projects have been constructed, covering 2,509 million beneficiaries. Details are not provided on the type of water projects but these include pans, shallow water pan catchments and dams. The various programmes have conserved 38,493 Ha (terraces – Fanya Juu, Fanya chini and bunds), 343 irrigation systems have been restored, 194 Km of feeder roads have been repaired and 170,000 tree seedlings have been produced. Significantly no mention is made of the impact or use that these structures have been put to. Nor was any mention made of the tree seedlings surviving after planting out.

Education

126. Figure 6 shows the evolution in time of beneficiaries of school feeding programmes over the 2006-2010 period. The number of beneficiaries decreased significantly from 1.2 million 2008 to 860,000 in 2009 as a consequence of the high food prices which resulted in reduction of assistance in regular school feeding.

Figure 6: Beneficiaries of school feeding programmes 2006-2010



Source: Prepared by consultant from data on beneficiaries

127. Regular school feeding programmes were covered by DEV 10264.0 (2004-2008) and DEV 10668.0 (2009-2013). Figures have decreased under the more recent CP from an annual average of 1.1 million pre-primary and primary school children at 3,800 schools in 10 arid and 19 semi-arid districts of ASALs and unplanned slums of Nairobi in the first CP to 860,000 pre-primary and primary school children assisted at 2,276 schools were fed in 2009 and around 803,000 at 1,748 schools in 2010.

128. In response to periods of serious drought, the Expanded School Feeding Programme (ESFP) was implemented until the end of 2007. 560,000 school children in 2006 and 557,000 in 2007 at 1,378 schools were assisted in pockets of 18 semi-arid districts in Coast, Rift Valley, Eastern and Central provinces of Kenya. From May 2009 to December 2010, under PRRO 10666.0, assistance was delivered to 655,000 pupils in 2009 in schools of semi-arid districts and slums of Mombasa. In mid-2007, WFP partially phased out the programme in selected schools (beneficiaries reduced to approx. 250,000) owing to improved food security status.

129. For Regular school feeding (DEV 10668.0), WFP, jointly with the GoK, has developed in 2008 a new targeting mechanism based on a weighted indicator comprising education, poverty and food insecurity indicators in which 27 arid districts (100% school children

⁷² Source: SPR's and WFP's Impact assessment database.

coverage), 2 urban slums (41%) and 8 semi-arid districts (38%) have been selected⁷³. For Expanded school feeding, only the most affected pockets in semi-arid districts have been targeted, while all pre-primary and primary are covered.

130. Where food insecurity is chronic and continuous with adverse effects on education, the timing of provision of school feeding is throughout the year (ASALs and refugee camps). In areas where there are no education problems and food production potential but food insecurity levels are high, assistance is required - and provided - during lean seasons (PRRO).

131. Daily school meals were provided to children in ASALs in the northern and eastern parts of the country and in poor urban settlements of Mombasa and Nairobi. A daily hot meal lunch consisted of cereals (150 g), pulses (40 g), vegetable oil (5 g) and iodized salt (3 g), and provides 721 kcal/child/day,) while the mid morning snack for selected pre-primary schools was prepared with 40 g of CSB per child per day.

132. Food distributed ranged from 65% to 103% of planned amounts for DEV, 38% to 84% for Emergency and from 55 % to 65 % for refugee schools, while feeding days varied from 73% to 95% of school days in DEV, 74% to 100% in Emergency and from 94% to 100% in camp schools. All WFP-assisted school children in ASALs were fed during August 2009 as the situation caused by drought was worsening.

133. A de-worming campaign was conducted annually, reaching an average of 148,000 school children every year. In 2010, kitchens and latrines were constructed in 68 schools of Nairobi and Narock and fuel efficient stoves were introduced in 98 schools. Hand-washing campaigns were also conducted in the same year, these were undertaken in a 3 year partnership with the private sector (Unilever). Some 65 schools received non-food items in 2009.

Nutrition

134. The main geographical focus for the targeted Supplementary Feeding Programmes (SFP⁷⁴) in Kenya has been on drought-affected areas. As shown in Figure 7, in terms of temporal targeting, highest SFP coverage was achieved in 2009, indeed a peak year in terms of malnutrition. However, during the 2006 food crisis (GAM rates were up to 30% in various districts!) SFP coverage was much lower as a result of operational problems⁷⁵. It is also remarked that the highest numbers of districts and SFP beneficiaries were reached in 2010. This signifies that the overall SFP coverage efficiency in Kenya was substantially lower during the 2008/09 drought years than in 2010 when the actual food crisis had subsided and malnutrition rates in most districts had gone down again⁷⁶. Another observation is that since 2007, the SFP programme was introduced in various new districts without evidence (nutrition surveys) that such an intervention was needed (ref. the overview of Nutrition Survey results in Annex 5)⁷⁷. In most of the newly added districts however there indeed appeared to be a need for an SFP given the substantial number of malnourished children that were included in the programme. On the other hand there are also some districts with rather low numbers of SFP

⁷³ Concept Note, Targeting of School Feeding Programme, Country Programme (2009-2013)

⁷⁴ The SFP, as part of the current PRRO 10666, provides 1221 kCal per beneficiary per day. In terms of micronutrients, the situation is more or less the same as described above for SFP in refugee camps. In addition, there is good correspondence with the recommendations in the WFP MCHN toolkit.

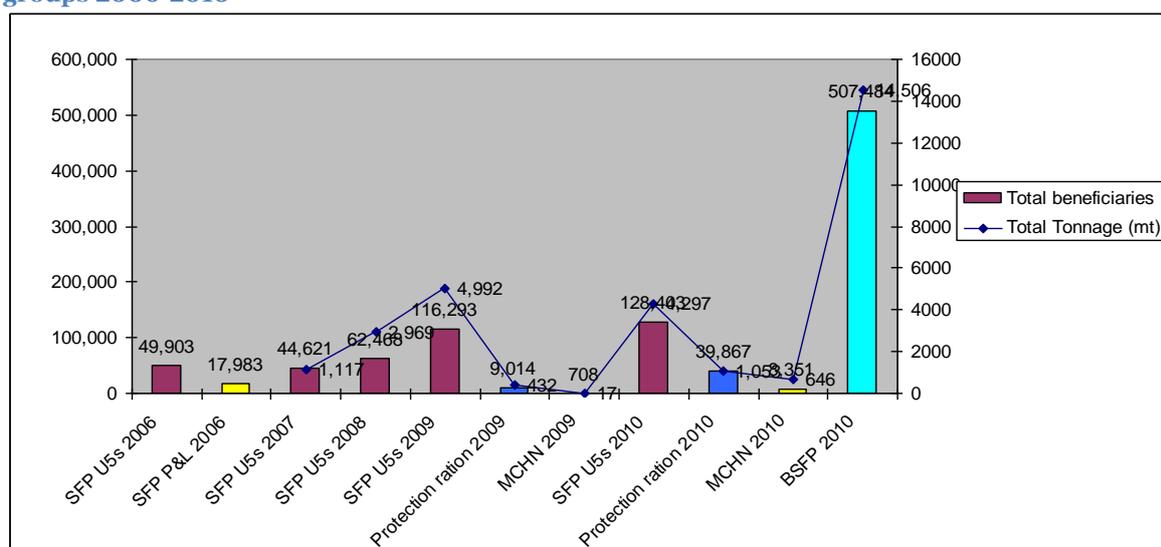
⁷⁵ For EMOP 10374, the plan was to provide blanket supplementary feeding for all children under five and pregnant and lactating women when GAM rates were >15%, but this did not happen. Because of limited ability of the CPs to expand SFP coverage, WFP Kenya was only able to reach 30% of the planned beneficiaries (in 9 ASAL districts). This did not happen. In 2006, the SFP also suffered from pipeline constraints (two-month disruption due to seizure of CSB by the GoK after it was found that expiry dates were missing on the bags). To close the gap, the GFD food basket for the pastoral districts was increased through addition of CSB and vegetable oil.

⁷⁶ As by definition targeted supplementary feeding is targeted to malnourished children who qualify for nutritional support, this does not point to the existence of major inclusion errors..

⁷⁷ Districts covered by the SFP where no baseline nutrition surveys were undertaken include Ijara, Tana River, Kwale, Machakos, Makueni, Malindi, Mwingi, Kaloleni and Taita Taveta. In Kilifi, the SFP was continued even when a nutrition survey indicated that the situation was under control.

beneficiaries⁷⁸. This could possibly be caused by the existence of low malnutrition levels in these districts (which would raise the issue whether WFP should continue to support the SFP in these districts) In the absence of prevalence data of malnutrition, it could also be the case that the SFP's has inadequate coverage (problems with case finding and/or a high defaulter rate). This issue requires follow up through e.g. commissioning some nutrition surveys which would highlight both malnutrition prevalence and coverage of the feeding programmes. So far, WFP has not undertaken any SFP in urban areas but this may change pending the results of the recent urban Food Security and Vulnerable Assessment.⁷⁹.

Figure 7: Kenya Beneficiaries and tonnage for Nutrition Programmes for Kenyan population groups 2006-2010⁸⁰



135. In 2009 and 2010, WFP shifted to provision of family protection rations in the Central Divisions of the ASAL districts. These parts of the districts are more urban and in principle not covered with general food rations. However, opinions vary on the appropriateness of such protection rations (which recently have been relabelled as GFD) for (peri-) urban areas. Another option that could be considered would be to invite (peri-) urban households with malnourished children to participate in FFA schemes.

136. Late 2009 / early 2010, the targeted feeding was complemented by a 4-month blanket supplementary feeding programme covering all children under five and pregnant and lactating women in five ASAL districts. Spatial targeting was good as in all of the selected districts, GAM rates indicated emergency levels of need (GAM>15%); however the existing targeted SFPs were not able to reach good coverage rates. Furthermore, in terms of temporal targeting, it would have been better if the programme had started some months earlier when the drought was still at its peak.

137. Upon request by the donor (KfW), WFP started in 2009 with a small programme of preventive nutrition support (SO4 on chronic malnutrition) in selected urban areas as a component within a larger Safe Motherhood programme. The focus is on socio-economically vulnerable pregnant women who are selected by social workers employed by Price Waterhouse Coopers and who can then buy the OBA (Output-Based Approach) card⁸¹ that provides them

⁷⁸ E.g., less than 1000 children under five per district per year were reached by the SFPs in Baringo, Ijara, Kaloleni, and Kilifi, in 2010, but also in Ijara, Kilifi, Malindi and North Pokot in 2009 when the crisis was still at its peak. .

⁷⁹ As by definition targeted supplementary feeding is targeted to malnourished children who qualify for nutritional support, this does not point to the existence of major inclusion errors. The finding would rather indicate that during the crisis in 2009 many malnourished children were not reached by the WFP supplementary feeding programmes.

⁸⁰ Graph is based on information on tonnage and beneficiary numbers as provided by the WFP Kenya country office.

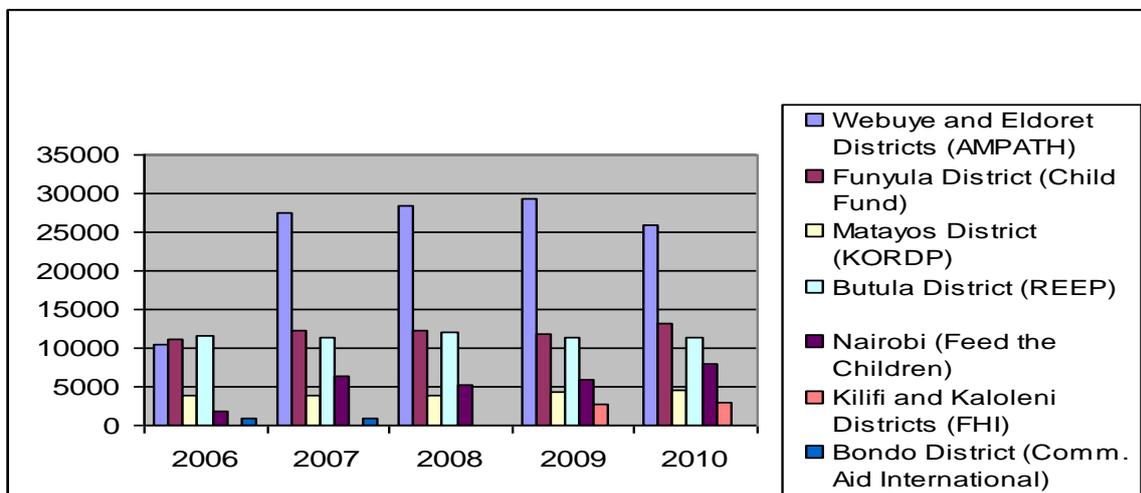
⁸¹ Although the fee is minimal, the fee may result in ultra poor women not buying the card.

with access to antenatal care and hospital delivery free of charge. From a nutrition point of view, it is problematic that this programme only runs up to two months after delivery, as maternal nutrition requirements are highly increased for the first six months of lactation up to the time the first weaning foods are being introduced. The programme remains very weak because of lack of targeting, the need to include women for 6 months, post partum, when their nutritional requirements are high. At present the food is used as an incentive for women to attend clinics.

HIV/AIDS

138. As shown in Figure 8, the biggest caseload for the HIV programmes is located in the Eldoret and Webuye districts (the AMPATH programme). The programme reached peak coverage in 2009 of nearly 29,000 beneficiaries who are attended to through a clinic-based support programme that serves around 5,250 Index Patients⁸² with their family members. This is only a small sub-group of around 7% of all clients served by AMPATH. The selection is based on nutritional, economic and demographic criteria. After 6-12 months of support household needs are re-assessed, based on the agreement with WFP that total number of beneficiaries be kept more or less the same.

Figure 8: WFP Kenya Beneficiaries HIV programmes (OVCs and ART) 2006-2010⁸³



139. The three programmes in Funyula, Matayos and Butula form a package of support for three divisions (through three different Cooperating Partners) in Busia district that have now become separate districts. Together with the Nairobi slums programme, these programmes are all community-based. The support provided is the same as for the AMPATH programme, consisting of a food ration for the index client and a household ration (which actually is a ration providing 50% of minimum daily requirements). While there is a certain rotation (annual entry and exit of beneficiaries as decided by the community management committee) over time, the total number of beneficiaries in these programmes has been kept at the same level over the period 2006-2010 in the Busia programme. As stated in the report on the joint GoK/WFP review of the Busia Programme 2010, this has created a certain level of dependency in the targeted communities, while overall food security conditions have been improving as a result of the substantial livelihood and other support provided by a range of NGOs active in the same districts. In the case of the Nairobi programmes, the number of beneficiaries for the OVC programme has been steadily increasing and there was no strategy of graduating beneficiaries to livelihood support / income generation programmes.

⁸² About 40% of the index clients served with WFP food support are on ARVs.

⁸³ Graph is based on information on tonnage and beneficiary numbers as provided by the WFP Kenya country office.

140. The WFP HIV programme in Coast Province started in 2009. Here the programme is health facility based (implemented in two district hospitals) and provides an additional food ration and a 'wrap around' household ration for malnourished ART clients who are also being served by the PEPFAR Food-By-Prescription programme. Most beneficiaries stay in the WFP food support programme for a maximum of 12 months⁸⁴. The size of this programme is rather small⁸⁵, with a total number of beneficiaries amounting to around 2900, and with about 1000 index clients being served through the two clinics in Kilifi and Kaloleni, but is of critical importance to Kenya.

Refugees, (including refugee school feeding and nutrition)

141. The number of refugees who received food under the GFD programme has risen consistently over time, passing from an initial figure of 221,300 to 380,200. The JAM 2008 assessed the 2010 refugee population to be 360,000 in Dadaab, that planning figure has yet to be achieved. Data related the total tonnage distributed in the camps provides figures ranging from 3,000 – 5,500 MT/month in Dadaab 2008 – 2010 and between 1,000 – 2,000 MT/month in Kakuma 2006 – 2010, a fact confirmed by the JAMs of 2008 and 2010 showing that there was no pipeline break (see Annex 11 for details).

142. In response to requests from WFP and donors, a number of verification exercises have been undertaken; a DANIDA study estimated that 40,500 host community members living within 50 Km² ⁸⁶ held a ration card and are registered as refugees. In past years UNHCR/NRB has undertaken a verification exercise, resulting in the removal of 42,200 people from UNHCR's manifest, thus reducing the quantity of ration delivered by WFP. Questions over the number of bona fide refugees remain an ongoing issue.

143. As indicated in Figure 9, the supplementary feeding programmes (SFP)⁸⁷ in Kakuma and Dadaab refugee camps have steadily increased in terms of numbers of beneficiaries, mainly due to increased coverage of pregnant and lactating women in Dadaab camps⁸⁸. This trend is not confirmed in terms of tonnage where a downward trend was registered in 2010, while coverage was increasing, especially in Dadaab. This would indicate that the supply line in 2010 was not optimal and that for some months beneficiaries must have received part of the ration only.

⁸⁴ If beneficiaries are pregnant, however, they are kept in the programme up to the end of lactation.

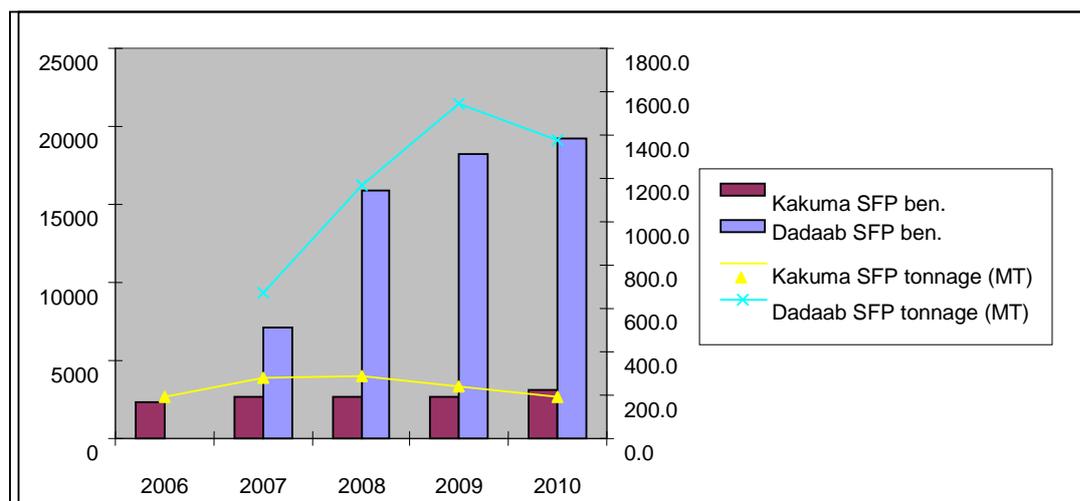
⁸⁵ The programme is much smaller than the HIV programmes in the other parts of the country, which a.o. raises the question of costs versus results. Also the programme can be rated as small given the fact that Kenya has 1.3 million PLHIV.

⁸⁶ Source: Socio-economic impact and environmental impact of Dadaab refugee camp on host communities (Sept 10), DANIDA, Government of Kenya and Norwegian Embassy

⁸⁷ The SFP in the refugee camps within the current PRRO 10258.3 provides 1047 kCal per beneficiary per day. The ration is providing around 2 RNI (Recommended Nutrient Intake) or more for nearly all vitamins and minerals except iodine. The provided vitamins and minerals for children under five are around 2 RNI or more (except for iodine). While the ration is providing about 1 RNI for most micronutrients there is a clear gap in iron provision for pregnant women, which is supposed to be filled with Iron Folate pills supplementation. The ration composition is in line with the recommendations in the WFP MCHN toolkit, and allows for about 50% sharing with household members.

⁸⁸ The number of children under five beneficiaries for the refugee SFPs showed considerable annual fluctuation (between 5,701 and 9,495 children, with peaks in 2007 and 2009). In case of pregnant and lactating women the number of beneficiaries has steadily grown (from 6,476 in 2006 to 22,400 in 2010).

Figure 9: Beneficiaries of SFP and tonnage, refugees Kenya 2006 - 2010⁸⁹



Source: SPRs 2006 - 2010

144. In 2009/10, a one-year pilot was undertaken in Kakuma camp with the Micronutrient Powder (‘Mix Me’) distribution, alongside the GFD targeting the entire population. This pilot was discontinued because of acceptability problems⁹⁰. The current intervention to improve refugees’ access to micronutrients is universal targeting of children up to 36 months of age with Nutributter/CSB++⁹¹.

2.3.4. Attaining Objectives

SO1: Save lives and protect livelihoods in emergencies

145. The logframe in PRRO 102583 has a number of outcome indicators ranging from stabilised levels of malnutrition, reduced child mortality, improved food consumption to refugee households. Under SO1, the provision of food rations to the refugee population and host communities, WFP has provided 100% ration without any significant pipeline breaks,⁹² thereby ensuring the distribution of food as planned. Achievement of outcome indicators is reported through the SPRs. These are a range of different surveys. Whilst according to the surveys, significant progress is being achieved, questions of methodology, coverage and sample frame will compromise these claims. These surveys need to compare the same sample populations, targeting the same factors.

146. As the graphs of refugee population shows in Annex 11, a total of 270,000 refugees were fed in 2006, rising to 379,000 in 2010. The GAM rates in the camps fell from 15.9% and 22.2% in Kakuma and Dadaab respectively in 2006. By 2010, the GAM rates were 7.9% and 5.6% in Kakuma and Dadaab respectively in 2010. Obviously WFP reaches 100% of the refugee population and has clearly had a major impact.

⁸⁹ Graph is based on information on tonnage and beneficiary numbers as provided by the WFP Kenya country office.

⁹⁰ A research study on the Mix-Me pilot found that the main reasons for the low uptake in Kakuma were: (a) insufficient social marketing and training of community health workers prior to the programme with no involvement of community leaders; (b) the experience that the powder increased appetite; and (c) a misconception caused by the logo and aluminium foil sachet packaging that Mix-Me actually was a contraceptive. Source: Kodish S et al (2011), ‘Understanding low usage of micronutrient powder at Kakuma Refugee Camp: Findings from a Qualitative Study’, (draft article).

⁹¹ The new MoU between UNHCR and WFP (January 2011) stipulates that the supply of additional products is the shared responsibility of UNHCR and WFP. In the case of the camps in Kenya, UNHCR started the supply of Nutributter when the Mix-Me pilot was finished. Later, WFP took over the responsibility to supply micronutrient rich complements and so far has continued the supply with Nutributter as a stop-gap measure until CSB++ will become available. ,

⁹² Source: JAM 2008 and 2010

147. From the SPR's 2009 and 2010, WFP distributed a ration equivalent to 2,140 Kcal in 2009 and 2010. However, in 2010, the planned ration equivalent was 2,187 Kcal. These data have been corroborated by the 2006, 2008 and 2010 JAM's, which state that the correct ration in calorific value had been distributed to all refugees on the UNHCR manifest. The outcome indicators were expressed as a percentage of acute malnutrition, which had shown significant improvement from a baseline of 10.2% to 9.2% in the most recent follow-up in 2010.

148. JAMs however, have highlighted the existence of other problems, including: i) the distribution of non-food items with firewood distribution totalling only 5 – 30% of expected distribution;⁹³ ii) an old water reticulation system that suffers from high leakage rates (a new reticulation system is scheduled); iii) high levels of fluorine in some Kakuma wells; iv) lack of a solid waste management system that though promised is still unavailable; v) Increased environmental degradation of host community land around Dadaab, with a continued increase in refugee numbers; and vi) lack of calculation of household asset score or community asset scores. The issue of firewood, water, water quality and a solid waste management plan is the responsibility of UNHCR; nevertheless, shortages of firewood and water impact WFP, in forcing refugees to sell part of their ration to purchase water and firewood. These issues were raised at the camp coordination committee, they were raised in Nairobi and at the JAM's, but not pursued, as they were not seen by CO Management as a responsibility. Nevertheless, shortages of these key commodities need to be addressed and solved.

149. For the nutrition component within the WFP package of support for refugees, the main outcome indicators that were used in PRRO 10258.1/2/3 are on reduction of malnutrition among children under five and anaemia among children under five and/or pregnant and lactating women.

150. GAM and SAM rates in the refugee camps were significantly reduced also in view of the regularity of distribution and the absence of any significant pipeline breaks. While 2006 still showed GAM rates above emergency levels (>15%), the achievements in terms of reduction of acute malnutrition are very substantial⁹⁴. More generally, it is always the case in situations where people are 100% dependent on external support, this result mainly should be attributed to the general ration distributions⁹⁵ together with WASH (Water, Sanitation and Hygiene) and reflects only to a lesser extent the results obtained by the supplementary/therapeutic feeding programmes. It was noted that in bad years, the host communities in Turkana and Garissa districts are showing much higher levels of malnutrition than the refugees in Kakuma and Dadaab camps.

151. In terms of anaemia control in the refugee camps, unfortunately little progress has been made as anaemia rates basically stayed the same across the five-year period, with pregnant and lactating women in Dadaab camps consistently showing much higher rates than Kakuma camp⁹⁶, while for children under five the anaemia situation stayed more or less the same in all camps⁹⁷. It is unfortunate that the Multi-Storey Gardens project and the 'Mix Me' pilot in Kakuma on distribution of micronutrient powder alongside the GFD were not so successful.

⁹³ Whilst a UNHCR responsibility, the absence of the expected firewood ration impacts refugees, who sell part of their ration to purchase firewood or need to collect firewood.

⁹⁴ The GAM rates in Dadaab and Kakuma camps were 22.2% resp. 15.9% in 2006, around 10% for all camps in the years 2007 - 2009, and further decreased to 7.9% resp. 9.2% in 2010.

⁹⁵ It is to be noted that for the refugee camps in Kenya, the WFP food basket is complemented by UNHCR with ground nuts / green grams. In principle the ration was 50 g p.p.p.d. but supplies have not been consistent and the 2010 JAM advised to switch to a system of more targeted supplementation. In addition, there have been on-and-off supplies of fresh and canned foods provided by the INGOs working in the camps.

⁹⁶ As the food rations to the two camps have been the same, this finding can only be explained by the considerable differences between the Somalis and Sudanese in terms of dietary practices. .

⁹⁷ The WFP annual Standard Project Reports for the period 2006 to 2010 indicate that anaemia levels among pregnant and lactating women were around 70% in Dadaab camp and 35% in Kakuma camp. For children under five, there was little difference between the two camps, with anaemia prevalence fluctuating from year to year between 72% and 86%, with a very slight trend towards reduction of anaemia..

The Nutributter that is currently being provided to children up to 36 months will be replaced by CSB++ as soon as it becomes available⁹⁸.

152. The current refugee programme that started in 2009 also focuses on stunting. The 2010 SPR indicated that stunting is more prevalent among children under five in Kakuma (29%) than in Dadaab camps (21%). Trend analysis is not possible as no baseline information is available. However, it should be noted that the stunting rates in the refugee camps are significantly lower than those of the host population (around 35%).

SO2: Prevent acute hunger and invest in disaster preparedness and mitigation measures

153. There is a comprehensive early warning mechanism that relies on District collected information through the DSG, cross references with information from other sources. The reports, long rains and short rains assessments are published, some criticism of timeliness of these reports has been made. Clear deadlines and quality standards need to be set. The system has informed WFP and other partners, proportionate responses have been agreed with the GoK, donors and implementing partners.

154. Whilst for drought and to a certain extent flood there were disaster preparedness mechanisms available, in the immediate aftermath of the post election violence it was evident that the GoK did not have any mechanism to cope with this type of event. The CO jointly with other donors, and under the leadership of OCHA, has responded by contributing to the development of a National Disaster preparedness Policy and a National Disaster Plan. Whilst not identified as an anticipated need WFP was quick to respond and support the process.

SO3: Restore and rebuild lives and livelihoods in post conflict, post disaster or transition situations.

155. According to the PRRO 106660 logical framework, outcome indicators include early warning systems and contingency plans in place, in addition to disaster mitigation measures and hazard risk reduced and targeted communities have increased access to livelihood assets. The EMOP logical frameworks had similar indicators. For school feeding under PRRO 106660, WFP's objective is to maintain the retention rate as low as possible and is aimed at retaining children in school during shocks.

156. In the three droughts that occurred during the period under study, WFP responded by feeding GFD beneficiaries shown in Table 3. Drought years 2006 & 2009 show over 3.0 million beneficiaries receiving GFD, contrasting with 1.7 million beneficiaries in a good rainfall year (2008). Actual exceeds planned in 2006, 2008 and 2009. Performance in 2008 was a good rainfall year, but as Figure 5 shows, the tonnage delivered to GFD beneficiaries reduced to 100,000 MT. Still a high distribution, considering the quality of the rains (good rainfall, evenly distributed). The residual case load and quantity distributed is still cause for concern.

Table 3. GFD Beneficiaries by Year

Year	Planned		Actual		Total % actual v Planned	Total actual
	Male	Female	Male	Female		
2006	1,494,922	1,525,420	1,559,450	1,817,890	112%	3,377,340
2007	1,202,850	1,227,448	1,106,328	1,290,578	99%	2,396,906
2008	736,246	858,569	801,539	945,089	109%	1,746,628
2009	1,401,708	1,632,292	1,465,046	1,706,013	105%	3,171,059
2010	1,121,300	1,305,800	1,048,279	1,131,779	90%	2,180,058

⁹⁸ Among WFP Kenya staff, there is some concern about the suitability of CSB ++ because of the short shelf life (6 months at cool temperatures, probably 4 months at 35 degrees Celsius) as the refugee camps in Kenya all are in very hot desert areas. It is an expensive product that should not be spoilt.

157. Table 3 outlines the planned and actual beneficiaries, ranging between 2.0 – 3.0 million people over the portfolio period. During this time, 772318 MT of food was distributed. An overview of the GAM rates shows a mixed picture. In Turkana, the GAM rate fell from 26.2% (2006) to 12.4% (2010)⁹⁹. Turkana's beneficiaries range from 31,521 in 2006 to 416,442 beneficiaries in 2010, a thirteen fold increase in beneficiaries for a 13.8% drop in GAM. Mandera shows an increase in GAM 15.3 – 28.5% for no GFD distributed in 2006 and 69,000 beneficiaries in 2010. Clearly WFP has yet to have an impact.

158. Throughout the period under evaluation there has been a move from a relief mode to a recovery mode evidenced in the shift from GFD to FFA and cash for work programmes. Rather than distributing free food, WFP's asset creation programmes focus on linking relief to development as well as on building productive and risk reduction assets that reinforce resilience to future disasters. Objectives thus consist in the creation of assets to strengthen resilience against shocks; social protection (supporting GoK national social protection system for vulnerable people to cover food gaps), and responding promptly to new shocks.

159. Although the FFA programme is starting to achieve a good degree of coverage (see previous section on assistance provided), data at outcome and impact level is scarce. The shift towards FFA goes in the direction of economic development even if the activities, while requested by the population, appear to have a strong focus on construction. Looking at outputs in 2010, traditional WFP FFW feeder roads rehabilitated and maintained scored highest among actual vs. planned targeted within FFA. By comparison land reclaimed as a result of check dams and gully rehabilitation structures was 0%. Particularly disappointing is the 17% of actual over planned in terms of hectares of degraded marginal areas rehabilitated through soil and water conservation and afforestation. The number of excavated community water ponds for livestock was 78 out of a planned 120. Given that pastoralism and livestock is the dominant livelihood in the ASALs, this is a surprisingly low and disappointing target. Putting it in context however, 65% achievement is not below average and may not be disappointing to stakeholders and even communities, who have to work under compounding factors other than WFP's food support. The size of the population at risk in the marginal areas is also higher than those in pastoral Districts. Projects are still on-going and expanding with potential high impact projects in the second phase beginning October 2011.

160. Although achievements have been registered in terms of community projects implemented, it is difficult on the basis of data provided to attribute improvements / effects in terms of pastoral seasonal mobility and access to pasture. A better understanding of the impact of FFA-constructed water dams/pans with the broader impact on seasonal mobility patterns, rangeland management, the environment, trade routes and resource-based conflict is required.

161. WFP post-distribution monitoring in 2010 found that assets created: i) reduced the distances that beneficiaries and animals needed to travel to access water; ii) improved soil texture and moisture retention; iii) increased crop yields and iv) linked remote locations to nearby markets. Seasonal assessments continue to report, however, that recurring droughts keep eroding the ability of pastoralists and marginal agricultural farmers to meet basic food needs.

162. Whilst the approach is wholly appropriate, there appears to be a bias in favour of water projects for agricultural and settled livelihoods and far less attention given to traditional nomadic pastoral livelihoods¹⁰⁰. The 2009 SPR does not mention water harvesting structures for livestock. Given that pastoralism is the most appropriate livelihood for ASAL environments, and the only practical means of using vast areas of natural grassland in regions

⁹⁹ District level Nutrition surveys.

¹⁰⁰ The pilot phase in 2008 for example created 13 group agricultural assets and 3 shallow wells followed by an 8 month phase in which 18 agricultural assets were created. Whilst two water pans were created, only one of the pans was for livestock.

where crop production is highly risky, this would appear to be an oversight. Repeated studies have shown that pastoralism makes a significant contribution to the Kenyan economy with livestock production accounting for 50% of agricultural GDP.¹⁰¹ Within this framework increased WFP support to the sector would be deemed appropriate.

163. Projects are guided by a study entitled "Water harvesting for improved drought preparedness using Food for Assets, Conceptual framework for ASAL Development, Oct 2008" that was commissioned by WFP. This study concluded that "water for domestic and settlement herds" was the first priority followed by water for accessing pasture, water for trees, water for crops, water along migratory trekking routes in that order. It is noted that water for crops is quite far down the list. It would be appropriate that this list of priorities be reviewed among technically competent 'neutral' ASAL stakeholders such as FAO, but also the MNKOAL. Whilst difficult to survey, the opinions of geographically dispersed nomadic pastoral communities, their voices need to be heard as well as more easily accessed settled pastoralists.

164. Finally, it should be mentioned that the distribution of WFP-supplied food aid via a voucher system is a first step towards a market-based response to shocks affecting communities' food security. Whilst cereals and oil are from normal WFP/GoK sources, (i.e. dependant on external supplies), the programme explores mechanisms to substitute externally-supplied commodities with locally produced protein-rich foods which are sourced by local traders.

165. Market and trade development impact and the impact of substantial cash injection in the targeted area is likely to be significant (traders are paid for every kg of WFP rations traded). Wider economic benefits in terms of improved market functioning in the implementation areas are likely to appear. Increased access to credit (in kind and cash) was recorded by shop keepers and local traders. A broader array of commodities traded has resulted. It is likely that greater numbers of traders are now trading leading to greater competition of transporters and ultimately reduced transport costs. Traders interviewed advised that turnover and income had grown. Shop keepers reported (and the CPE observed) improved food storage mechanisms in place, and appropriate record and accounts keeping.

SO4: Reduce Chronic Hunger and Under Nutrition

166. Education: CP 106680 had outcome indicators on enrolment (increased enrolment of boys and girls in WFP supported schools) as well as indicators on attendance, completion rates and the GoK capacity to manage the school feeding programme. The refugees operations also had indicators on education and human capital development.

167. The regular school feeding activity (with the exception of lack of water supply in some schools that has resulted in no food distributed on those days) has enabled huge numbers of young Kenyans from extremely poor households to receive at least some primary education and to benefit from improved nutritional intake. From 2006 to 2008, enrolment increased by 6.5%. Over the evaluation period (2006-2010), attendance rates were good and varied from 88% to 91% and between 0.74 to 0.92 for gender ratio. In Garissa district, where 100% of schools are covered, enrolment moved from 17,100 in 2008 to 21,100 in 2010 leading to an increase of approximately 24.6%.

168. Overall figures for Kenya show that in primary education, the Net Enrolment Rate (NER) rose from 83.5 % in 2006 to 92.9 % in 2009, while the Gross Enrolment Rate (GER) increased from 103.8 % to 110 % in the same period. The Primary Completion Rate (PCR) reached 66.9% in 2009 but was at 50.1% in north eastern province. With the introduction of

¹⁰¹ Global Review of the Economics of Pastoralism, Davis and Hatfield, 2006 Europe Aid/128608/C/ACT/Multi – Annex A – Grant application form.

Free Primary Education (FPE) and the school feeding programmes, the total enrolment in primary education increased from 6.1 million in 2006¹⁰² to 8.83 million in 2009.

169. Despite these good performances, ASALs and unplanned urban settlements are showing very low NER, GER and PCR. An estimated of 1.2 million of school-age children are out of school due food insecurity, poverty, cultural practices and lack of adequate schools within walking distance¹⁰³.

170. However, it is difficult to attribute improvements to SFP alone because of both the effect of the national free primary education policy being implemented alongside SFP, and the impact of drought on nomadic populations; this said, it should be borne in mind that WFP has also played an important advocacy role in this area. Appraisal of outcomes in this area is based upon the anecdotal perceptions of teachers, who almost always claim to have observed a positive change in the pupils' attentiveness in class and pupils' cognitive and learning abilities¹⁰⁴. Furthermore: i) the provision of training and capacity building by WFP to school staff and other GoK staff has ensured that the school feeding programme was smoothly and efficiently implemented; and ii) the School Feeding programme has empowered parents by helping them build viable institutional mechanisms at the community level and become motivated and capable of continuing to send their children to school.

171. In schools that continued to receive school meals even after the downscaling of activities of the Emergency School Feeding EMOP 10374 in mid-2007, absolute enrolment increased also as the probable consequence of children transferring from schools that were phased out of the feeding programme¹⁰⁵. The ESFP not only succeeded in preventing drop-out rates and kept children at school but also provided incentives for additional new enrolments.

172. Data collected in the field show that enrolment and attendance rates at school increased during the emergency period but a significant decrease was observed after school meals were discontinued. For instance, at Mlafyeni Primary School (Kwale district), the number of school children dropped from 528 in September 2009 to 474 in September 2010, which means a 10% decrease. According to school authorities, this is a direct consequence of WFP's withdrawal.

173. In refugee camp schools of Kakuma and Dadaab, enrolment has increased by 7.7% from 2006 to 2010 despite the gradual closure by UNHCR of schools started in 2008 in Kakuma camp to encourage return to Sudan, an initiative that has led to a drop in enrolment rates¹⁰⁶. Attendance rates were also good. Despite the provision of THR, the ratio of girls vs boys enrolled in the schools increased but remained low (0.49 in 2006 and 0.65 in 2010).

174. For nutrition as part of emergency support in drought-affected areas of Kenya (SO1 on emergencies; EMOP 10374, EMOP 10745 and PRRO 10666) the main nutrition intervention was (targeted and blanket) supplementary feeding with prevalence of acute malnutrition for children under five and nutrition indicators for pregnant women as main outcome indicators.

175. From the information in the SPRs, it is difficult to say whether the objective of reducing GAM among children under five was achieved¹⁰⁷. However, when looking at the nutrition survey data available through UNICEF 2006 and 2009 (which is a compilation of information collected by a range of NGOs) were the crisis years while 2007 and 2010 showed lower GAM rates. Although in general terms,, it would be wrong to attribute these findings to the SFPs, the main factors behind the reduction of acute malnutrition undoubtedly have been the large

¹⁰³ KESSP 2005 - 2010

¹⁰⁴ Evaluation of EMOP 10374 and CP 10264

¹⁰⁵ SPR 2007 10374.0

¹⁰⁶ SPR 2008 10258.2

¹⁰⁷ The data in the SPRs cannot be compared across the years as the districts that are monitored are not the same from year to year.

general food distribution programmes¹⁰⁸ and the return of the rains. There is no doubt about the positive contribution of the SFPs towards reducing malnutrition in the communities that were reached by the SFPs. Nevertheless, in line with the Sphere Guidelines, it could be considered by WFP to use recovery rates (together with death rates and defaulter rates) as key corporate outcome indicators for SFP programmes.

176. Despite the fact that for all three programmes outcome indicators were included on nutrition conditions among women, the SPRs do not provide any information on this.

177. The current PRRO 10666 (May 2009 - April 2012) also has outcome indicators on chronic malnutrition (stunting and underweight) but it is not very clear to which programmes these indicators exactly relate and the SPRs for 2009 and 2010 also do not provide any information on these indicators either.

178. For the small component of preventive nutrition support in selected urban areas (SO4 on chronic malnutrition) malnutrition in pregnant and lactating women and low birth weight (LBW) are used as outcome indicators. However, from the field visits to Kisumu and Nairobi, it became clear that MUAC and LBW are not routinely measured, and consequently little is known about the impact that the intervention has on the targeted population.

179. Unfortunately, the SPRs provide very little information on the outputs and outcomes of the HIV programmes, particularly for the previous Country Programme 10264. The SPR provides little information, yet the CP 10264 has a HIV specific logical framework, with indicators. Data against these indicators does not appear to have been collected. There are also HIV programme specific indicators in the CP 102650 logical framework.

180. The Wellness centres programme is seen as very successful and having a good impact in terms of HIV prevention. However, no indicators were included for it as the programme was developed after the Country Programme had already been written. The information that is reported on for CP 10668 relates to increases in adherence to ART and nutritional recovery. But this information is difficult to interpret as in most cases it is not clear to which programmes the presented figures relate, and baseline information is lacking for various indicators. The indicators for which there are baseline and follow-up data show no change from the baseline. This is the case for both “ART adherence” and “OVC school attendance”.

181. For the Busia and Kilifi/Kaloleni programmes, impact studies were undertaken in 2009/2010¹⁰⁹. For Busia, the main conclusion was that school enrolment was slightly above the national average (98% vs. 96%) and that school attendance was also good (92%). It was concluded that there needs to be better linkage with community projects on food security, whereas the current approach is to spread resources, meaning that households receiving support through the WFP OVC Education support programme are often not selected for other (non-WFP) interventions in the villages. For the programme in Coast Province, the main findings were that about 50% of the adult index clients had recovered nutritionally (BMI>18.5) and that 36% of patients enrolled at the start of the programme in 2009 were still receiving food rations in 2010 although they should have been discharged (maximum is 12 months of support). Similar to the Busia programme, in the Coast Province programme there was found to be insufficient linkage with livelihood activities (only 25-30% of beneficiaries actually having been linked).

¹⁰⁸ It is to be noted that for the refugee camps in Kenya, the WFP food basket is complemented by UNHCR with ground nuts / green grams. In principle the ration was 50 g p.p.p.d. but supplies have not been consistent and the 2010 JAM advised to switch to a system of more targeted supplementation. In addition, there have been on-and-off supplies of fresh and canned foods provided by the INGOs working in the camps.

¹⁰⁹ Ministry of Gender, Children and Social Development/WFP/Fighting Hunger Worldwide (2010), Food and Nutrition Support to Orphans and Vulnerable Children, Busia – Western Kenya, A review, Nairobi, November 2010 (draft). Ministry of Public Health and Sanitation/Ministry of Medical Services –NASCOP-/WFP (2010), Food and Nutrition Support for Vulnerable Population infected and affected by HIV and AIDS, Kilifi County – Coast Province, Kenya, Impact Assessment, Nairobi, June 2010.

SO5: Strengthen the Capacities of Countries to reduce hunger, including through handover strategies and local purchase.

182. Within the school feeding programme, a budget crisis forced WFP to reduce the numbers within the school feeding programme. In consequence of the budget crisis, plus the availability of US\$ 18 million of Japanese funds, made the agreement of the transfer of 540,000 school children possible to the Home Grown School Feeding Programme (HGSFP), with a further 50,000 per year until completion in 2013.

183. Training and technical support to the Ministry of Education staff has been ongoing since the school feeding unit was established and notably to counterpart staff in charge of the management of the HGSFP as part of a longer term capacity building strategy. Training has had some impact, but more capacity building is required.

184. The P4P is an integral part of the WFP programme seeking to support the HGSFP and other activities. The programme is promoting the development of quality assured supply to market chains, promoting smallholder based institutional structures to transact grain of tradable quality. The P4P is the subject of another separate study.

2.3.5. Contribution of the portfolio to National Humanitarian/Development changes

185. Impact is difficult to assess as very little impact data has been collected. There has been a number of impact assessments, but more are required.

186. The switch from GFD (relief) to food-for-assets has contributed to the National Humanitarian and development changes. Whilst this change was undertaken at a programme level, its impact is seen at a national level. The GFD process has saved lives and protected livelihoods, but it has not impacted the development of Kenya, neither at the District level nor at the national level. With the move to FFA, which so far resulted in 726,567 beneficiaries in 2010, WFP is contributing to the building of a range of structures, which have protected 36,320 ha of land, improving resilience to drought. The impact of the FFA programme is evident, many districts now have a declared intention of moving out of relief into using food to develop community-based assets. These assets are significant, yet they are not part of any district development plan or planning process.

187. Whilst the P4P is very new, its impact is already discernable, providing training to farmers to produce cereals and pulses to meet international quality standards. At present few farmer groups have met the quality standards, those who have found that they can sell at a premium. A number of private traders have realised with grain of a certified quality, they can trade regionally. The impact of P4P is ongoing and developing.

188. In the WFP Kenya portfolio, the nutrition support is primarily emergency oriented. It consists of targeted Supplementary Feeding (SFP) for children under five and pregnant and lactating women with MAM. The main objective of the WFP supported nutrition programmes is to reduce high GAM rates. As such, it is a contribution to the implementation by the GoK of the Integrated Management of Acute Malnutrition policy (alongside the OTP for treatment of SAM). Nevertheless, WFP helped pioneer the way forward for the integration of food assistance in HIV care and treatment.

189. Until now, WFP Kenya has not been involved in interventions for the prevention of chronic malnutrition although stunting is a public health problem that affects about one-third of the children in Kenya.

190. Although WFP programmes on HIV were in line with GoK objectives as laid down in KNASP II and III, the overall level of success in terms of bringing about some real changes is limited. This pertains to both the OVC support and the ART support programmes that increasingly serve as a “wrap around” for the USAID PEPFAR Food-By-Prescription programme. Unlike PEPFAR, WFP has played a limited role at national level and has not been strong in the national coordination fora on health or the development of the new KNASP. WFP has made an important contribution to the prevention objective through the Wellness Centres but there is not enough emphasis on HIV prevention mainstreaming in the overall country portfolio. It is safe to say that at national level and also in terms of geographical coverage, the contribution in the HIV sector from WFP side is rather small.

191. Refugees: WFP has provided a ration to all refugees in the face of a continued and steady increase in refugee numbers. Without doubt lives have been saved, but the absence of a refugee policy to guide the refugee integration and/or repatriation process has compromised the impact. The impact of the refugee camps on the host community continues to be largely adverse, as they see a significant difference between the refugees’ standard of living and themselves.

192. The question of sustainability of WFP’s programme remains open. GFD is unsustainable; the FFA programme is a useful way of using food to promote development. But that development can only be sustainable if the community institutions are themselves sustainable; able to manage and maintain their assets to maximise their continued utility. The malnutrition rates are being addressed with the development of a food security and nutrition strategy, which may result in a more coordinated approach to reducing malnutrition.

2.3.6. Factors explaining the results

193. A variety of external and internal factors have significantly influenced overall programme performance. These are explained below, with reference to the impact that they have had on specific activities.

External Factors

194. **Level of need:** the magnitude of poverty, increasing frequency and intensity of droughts, the unforeseen need to react to the surge of post-election violence, and the rise of food prices, go beyond WFP’s ability to access resources. This has led to the need to prioritize needs, activity which has been carried out in strong coordination with the Government.

195. **Political interference.** In some, but not all Districts, WFP’s programmes have been subject to increasing levels of political interference, to the extent that the implementing or cooperating partner selection process has been interfered with, or subject to undue influence. The level of political interference has obliged WFP to recruit cooperating partner teams, who will be WFP employees, an expensive and least desired option. Furthermore, although the move away from GFD to FFA has been welcomed from the GoK and communities involved, there are strong political elements opposed to the move – as MPs and councillors can no longer claim that the food is their gift to the people.

196. In Kenya, there are two types of **government policies**; there is the cabinet endorsed government policy, which all government ministries and their partners follow, and there is the draft policy, i.e. policies that have not been endorsed by cabinet. Some draft policies have been “draft” for sustained periods, government ministries do, where possible, follow these draft policies, but there is no obligation to do so. WFP and donors may follow a draft policy, but there is no obligation on the GoK to follow the policy. Alignment is difficult.

Internal Factors

197. **Staffing and monitoring by management:** WFP has ensured that sufficient staff were in place to monitor distribution. The management reporting system was extremely efficient and comprehensive, representing best practice. However, the reporting of impact and outcome indicators was poor. On a monthly basis, reports of all programmes were reviewed

by WFP CO senior management, any deficiencies were quickly identified; remedial action was promptly developed and followed through.

198. Many **implementing partners** are on one year contracts, which at the end of the period may or may not be renewed, usually they are renewed. This practice results in short-term planning and short duration activities, where, in reality, the situation requires longer term planning. With short term contracts, the contractor will make no investment in infrastructure or people.

199. **Partnerships:** In the refugee camps and in other programmes, there has been an excellent ongoing and close working relationship between WFP, UNHCR, UNICEF and cooperating (LWF, Oxfam) partners, in addition to the sundry other NGO's Government Ministries and other organisations. There have been strong partnerships with NGOs, donors and cooperating partners. During the post election violence, the relationship with an NGO provided the EFP management with an early appraisal. WFP's close relationship with donors allowed a rapid response to be effected. The cooperating partners complement the ongoing GoK programme in health and education. WFP's partnership with FAO was difficult; the cost of FAO services was high and periodic. The model FAO uses of flying expertise in for short periods of time is unsuited to WFP's requirements. Nevertheless FAO's expertise is required.

200. **Logistics and pipeline:** WFP has ensured that food is available, the logistics arrangements worked for refugees, the school feeding and the food for assets programme. The road infrastructure is making the maintenance of the pipeline challenging. Delays through bad weather during the rain fall season are frequently responsible for small pipeline breaks. The opening up of the carriage of food stuffs to all transporters has introduced an element of competition, resulting in the reduction of transport costs.

201. The physical location of the Wellness centres were instrumental in taking the message about HIV/AIDS prevention and control to a key target audience, as they were optimally sited and highly accessible to truck drivers and other high risk groups.

3. Conclusions and recommendations

3.1. Overall Assessment

202. **Alignment and positioning.** Over the evaluation period, WFP has strongly aligned with government policy, including policies in agriculture, health, education and disaster preparedness. WFP is member of a number of important and influential committees where policy is often discussed and decided. WFP plays an increasing role in the development of the UN Development Assistance framework (UNDAF), and overall alignment and coordination with other donors is generally good. Following the post election violence, WFP was instrumental in developing disaster preparedness plans and policy. Taken together WFP has a significant role in supporting and influencing policy at a national level. At a District level alignment to the District Development plan is poor, because the District Development process is dominated by the DSG and is responding to the next emergency. Originally the DSG's were established as a District level monitoring and planning organisation to cover the build up and aftermath of an emergency. The DSG has since grown and now dominates the District Development planning process in Northern Kenya. As previously stated, funding for emergency is easier to procure compared to funding for development. There is greater engagement from GoK and partners in an emergency and the very politicised nature of food aid distribution.

203. WFP not only works with the Government but often also within Government processes and structures. This is the case for example of the support provided by WFP to the GoK's policy of universal primary education of socially disadvantaged and nutritionally vulnerable children, including the strong support provided to the HGSFP. Support to the GoK refugee processes is ongoing despite the fact that alignment is made difficult by the absence of a refugee policy. On the other hand, in the nutrition sector, WFP programmes are emergency-

oriented (supplementary feeding), with the district level as entry point and coordination taking place through the Nutrition Technical Forum chaired by the GoK/UNICEF. However, WFP does not regularly attend the GoK-led Nutrition Inter-Agency Coordination Committee and until now there has been no MoU between MoPHS and WFP on nutrition, and the nutrition support is not integrated in the Annual Operational Work Plan and Budget. The WFP Kenya programme does not yet reflect the increasing corporate focus on preventive nutrition activities. Finally, the HIV/AIDS programme has been convergent with the GoK priorities, and programmes are managed jointly with the GoK ((MoPHS/MMS and MoGCSD) although WFP has not been very active in national fora on health coordination. Improvements could be introduced to further align with government priorities (increased attention to HIV prevention in addition to the already existing Wellness Centres) and to the new WFP corporate HIV policy (2010), particularly with regard to sustainable safety nets.

204. WFP is meeting the demands of the population for the construction of public infrastructure to improve access and to act as a buffer against drought, and to help support a robust market for agricultural produce giving premium prices for grain and livestock through the FFA programme and the P4P. In terms of rebuilding livelihoods and recovery from drought, there is a need for greater flexibility, using all instruments available; cash, vouchers and food. For nutrition and HIV/AIDS, the demand is for support to the GoK's existing programme to reduce the affects of malnutrition and impact of HIV/AIDS and is being met by WFP through the provision of food to ART patients and the provision of fortified rations for the malnourished. With the establishment of the Home Grown School Feeding Programme, WFP is transferring responsibility for the school feeding to the Ministry of Education, but is providing capacity building instead, which effectively meets the GoK demands.

205. **Making Strategic Choices.** Choices that shaped the WFP programme portfolio 2006 – 2010 were influenced by social, economic and political changes within Kenya. The generation of the long and short rains assessments has had a significant impact at both policy and operational level including the planning of immediate and long term responses. The high quality of reports contributes to defining the agenda for further emergency assistance. More work is required however to strengthen the linkages between the nutrition data and analysis and to strengthen programme design in order to make it more compliant with the District development process, and to improve quality of data for the geographic targeting of the HIV programme currently based on multiple criteria leading to a more diffuse focus. On the other hand, the Ministry of Education has developed a school feeding programme prioritisation process around the assessment report District results.

206. The CO and WFP Management have been in continuous dialogue with senior Government officials, donors, other UN agencies and civil society, allowing a rapid and flexible response when changes in policy occur or with the onset of a natural disaster. On the other hand, some changes have been introduced in the Kenya portfolio in response to changes in WFP's corporate policies although more work will have to be done to ensure full compliance.

207. The creation of an innovation unit is a positive response to events; providing a structure through which different responses can be piloted and evaluated. Analysis has resulted in a mix of cash, voucher and food interventions. Rising food and fuel prices have impacted WFP's ability to purchase and transport the rations. The WFP education budget became strained, the school feeding programme budget was overstretched, resulting in the rapid redeployment of 540,000 school children into a government run programme

208. Overall, there has been a strong focus on drought response with a clear programme and activities: higher food and fuel prices, however, will require further prioritisation. The GFD numbers per District are based on an assessment by the DSG, verified by the KFSSG, on a sample basis. In reality, these numbers respond to perceived need, greater justification for the receipt of food aid needs to be given. The GFD programme has steadily increased in coverage and in numbers receiving GFD. GFD is feeding 12 – 16% of Kenya's population, there is a 1 million residual (approx) caseload. The residual caseload cannot be considered as an

emergency operation. WFP should consider transferring the residual caseload to a social safety net programme, in addition to advocating for a Kenya population policy.

209. The choice of shifting from GFD to FFA is commendable although poor collaboration between UN agencies and limited presence of professional government staff raise questions of feasibility due to the unsatisfied need for professional advice. The development of functional and capacitated community based institutions requires further work and mentoring. All WFP plans must be integrated into the District Development plans, which at present do not happen, compromising the district development process.

Portfolio Performance and results

210. **Relevance.** All WFP's programme activity areas were found to be relevant and appropriate to the needs of the people. WFP's programme in Kenya has provided critical humanitarian support for a number of groups: refugees, drought affected Kenyans in the ASAL areas, as well as nutritional support to malnourished children and to people affected by HIV/AIDS. Within the school feeding programme, where regular targeting has been carried out, only the most vulnerable and food insecure areas were selected. The proposed exit or transfer protocols for the school feeding programme is entirely appropriate, but it appears that continued donor support is required, including continued capacity building to the school head teachers managing the home grown school feeding programme.

211. The shift from relief (GFD) to recovery through increased reliance on FFA has allowed to focus on the construction of water retaining or harvesting structures in line with the demands of the recipient community. Likewise the cash-for-assets programme was found to be relevant and to respond better to the needs of recipients who had the possibility of deciding what to buy. Although the increasing focus of FFA activities suggests an inherent bias towards semi permanent sedentary livelihoods, the recent replacement of GFD with the voucher programme allows a better response to the needs of pastoral migrating communities.

212. Relevance of the emergency nutrition programme (primarily focused on drought-affected districts with very high GAM rates) and of the HIV/AIDS programme could be improved (this does not apply to the Wellness Centres who are highly successful and relevant to the needs of its main target group): in the first case, nutrition programmes have failed to address the underlying causes of chronic malnutrition and stunting, in the second some flaws in programme design have been identified.

213. **Efficiency.** Overall, 67% of the portfolio financial requirements were met thus indicating good performance, especially if we consider that there are three ongoing operations. However, while the two EMOPs were funded at 96 and 93 percent respectively, the three PRROs aimed at assisting refugees have not performed as well in terms of meeting funding requirements. Finally, the 2004-2008 CP has met 80% of its requirements whereas the ongoing CP (2009-2012) has currently met only 36% of its requirements.

214. The portfolio performed well: an overall average of 79% of the planned food was delivered, reaching between 88% and up to 98% of its intended beneficiaries. The overall number of beneficiaries varied between a low of about 4 million to a high of over 6.6 million in 2009 with the onset of the 2009/2010 drought.

215. The shift towards FFA has entailed higher costs per metric tonne, with higher administrative, technical assistance, monitoring and evaluation costs. However, assets created are considered an investment and may in the long run reduce the need for future food aid. The FFA pipeline is frequently broken, there appears to be a problem in the partner pipeline. For the refugee population, no major pipeline breaks were observed, in spite of the very difficult road conditions. The refugee operational efficiency was enhanced with the development of new corridors, as well as with the opening of the carriage of food rations to all transported; transport costs have come down as a result.

216. The cash-for-assets programme saves on logistical arrangements. In the event of price inflation, it entails a mechanism to switch back to FFA. Beneficiaries are fully supportive of this notion. While for the curative nutrition programmes peak coverage should in principle be achieved during the major drought, responses in the 2006 drought were low. The scaling up of the 2009 drought response actually occurred in 2010. For the HIV/AIDS programme there is wide geographical spread, which affects the efficiency of national programme management but was not found to have had a negative effect on logistics. The HIV/AIDS programme is technically complicated and geographically diverse, making management difficult and the maintenance of cost efficiency challenging. Consequently the Field Offices and below, find it difficult to manage the technical issues, concentrating on logistics and reporting (distribution reports) instead.

217. **Effectiveness.** The refugee programme, in spite of the increasing numbers of refugees, has been effective in feeding a 100% ration. The absence of biometric identification to verify the recipients, compromises the effectiveness of the ration distribution process. Other services to refugees have been equally effective. As a result, the level of GAM and SAM in the camps has seen a significant decline. The same is not true of the host communities.

218. The food for asset (recovery) process is an effective means of facilitating access to food whilst strengthening the robustness of recipients' livelihoods. A strong focus has been placed on crop production despite the fact that livestock is the principle livelihood in arid and semi arid areas. An inherent bias against remote pastoral communities may reduce effectiveness and steps need to be taken to ensure a more balanced approach, between accessible and remote communities.

219. The school feeding programme has provided a strong motivation for children to attend school; school attendance figures demonstrate this. After the two drought crises in 2006 and 2009, GAM rates first were very high and then came down again. To a large extent this reflects the effectiveness of the WFP GFD, together with the emergency nutrition programmes. Effectiveness of the HIV programmes is compromised, but this is primarily a design issue (relevance), e.g. the added value of the programmes for improvement of ART adherence and to increase school attendance seems limited.

220. **Impact.** The environmental impact surrounding the camps has been severe. Food has been provided, the firewood distribution is averaging less than 30% of requirement. Refugees are collecting and paying for firewood from outside their camps, causing severe environmental degradation. The FFA programme will help mitigate the effects of drought, although impact would be strengthened if greater focus was paid to pastoral grazing patterns rather than settled cultivators. Community cohesion has been strengthened. GFD is highly susceptible to political interference, whereas the FFA process is not, nor is the cash-for-assets or a voucher scheme. A cash scheme does appear to have a beneficial impact on trade and market infrastructure. Targeting of traders at present does necessitate that some traders do loose out. The main impact of the nutrition programmes was the revival of supplementary feeding through MoPHS clinics, including capacity building of staff. The impact of the HIV/AIDS programme is open to question due to design issues (again).

221. **Sustainability.** In sites visited, ownership of assets created appears to be strong and communities are involved in the planning and management of the assets, thus strengthening sustainability. Given that some of the assets created are for complementary livelihoods (water melon production) rather than core livelihoods (livestock), it remains to be seen whether cultivation (which unlike livestock clearly cannot follow the rains) will receive community investment once the *food aid* component of FFA has ceased.

222. As a consequence of the WFP budgetary crisis, the school feeding programme now has an agreed exit strategy (50,000 children/year), based upon the transfer in 2009 of 540,000 children to the home grown school feeding programme. Although it is a major achievement that IMAM now is the standard of practice, the feeding parts are still fully dependent upon external inputs (WFP for supplementary feeding, UNICEF for therapeutic feeding), which

obviously limits its sustainability. The main criticism for the HIV programmes is that the food support creates dependency as there is no exit strategy or graduation to other programmes. The need for an exit strategy has been recognised, alignment with WFP corporate HIV/AIDS policy is an issue, but the HIV/AIDS programme is committed to developing greater sustainability among beneficiaries.

3.2. Recommendations

Recommendation 1: As the CO further attempts to adopt changes in light of the corporate shift to food assistance, it is recommended that it:

- f) Regularly reviews budget allocation in light of changing priorities, with a view to limit the share of the portfolio dedicated to GFD.
- g) Further develops and expands some of the excellent innovations piloted to date and scales up its innovations unit to meet the demands for a more flexible approach to food security, particularly if an urban component is added.

Recommendation 2: Under the new constitution, new developed governance structures will be established, to address the balance between emergency (DSG) and development (DDC). It is recommended that WFP rebalances the DSG planning in terms of the ongoing District planning process by emphasising the supremacy of the District Development Committee and that the DSG and emergency is an essential adjunct to the process. District Development Plans must provide the continuum into which DSG and emergency processes fit.

Recommendation 3: With respect to GFD, it is recommended that the CO:

- c) critically reviews the number of GFD beneficiaries and considers GFD as an emergency response of last resort after mitigation and response strategies embedded in longer-term recovery and transitional development strategies have been exhausted.
- d) continues to utilise vouchers or Smart Cards as a means to facilitate access to food in pastoral areas (as they are more sensitive to pastoral livelihoods than GFD) and further develops the approach and coverage in conjunction with donors and other partners.

Recommendation 4: With respect to FFA, it is recommended that the CO:

- h) continues to move away from GFD towards FFA, where circumstances permit and depending on the communities' vulnerability to be ascertained through a field level review.
- i) allows a variety of organizations, including Community Based Organisations (CBOs) to perform complementary FFA roles in a given area, according to their comparative advantages and, if found reliable, the CO should adopt a policy of promoting their development in the long run.
- j) forges, develops and operationalises a stronger partnership with FAO, in order to enhance technical triangulation of FFA, notably on agricultural and livestock issues.

Recommendation 5: With respect to **school feeding**, it is recommended that the CO:

- d) explores greater levels of institutional collaboration on issues related to water and hygiene, which, while outside WFP's mandate, are critical to the school feeding. Within the framework of the National School Health Guidelines, it is recommended that a joint plan of action be developed to ensure the supply of clean drinking water to all schools within the school feeding programme.
- e) WFP and MoE should also mount monitoring missions and, resources permitting, awareness campaigns to ensure high hygiene standards are maintained throughout the school meal process and consider further capacity building on the matter.

- f) Rethinks the modalities of ESFP to avoid creating long-term expectations amongst communities and damaging the credibility of WFP and MoE, when assistance ends.

Recommendation 6: With respect to **nutrition**, it is recommended that the CO:

- e) continues to support the GoK (with food and capacity building) for the implementation of supplementary feeding to malnourished children as component of IMAM, and better enact the decision to include in GFD households with moderately malnourished children.
- f) starts exploring ways to engage in more preventive nutrition activities targeting children from - 9 up to 24 months of age by: i) linking up with the new High Impact Nutrition Interventions (HINI) initiative led by UNICEF/GoK; and ii) piloting innovative urban interventions in the slums.
- g) starts integrating its nutrition contributions in the Annual Operational Work Plan and Budget of the Ministry of Public Health Services (MoPHS).
- h) increases its senior nutrition capacity to enable a more active participation in the various related fora and in the development of policies and guidelines and allow investments in improving malnutrition prevalence data quality at district level, e.g. through a pilot on establishing MoPHS sentinel site monitoring linked up with the early warning system run by the District Steering Groups in the ASALs.

Recommendation 7: With respect to **HIV/AIDS**, it is recommended that the CO:

- d) continues to support the very relevant and successful Wellness Centres along the main transport corridors targeting truck drivers and sex workers with preventive messages and VCT facilities and enhances the mainstreaming of HIV prevention (e.g. in collaboration with NASCOP to formulate key messages to be communicated at community level) and reach beneficiaries across all activities.
- e) focuses on filling coverage gaps until full roll-out of PEPFAR's Food by Prescription programme for PLHIV on ART has been achieved and considers the provision of Food by Prescription for PLHIV on TB treatment not covered by PEPFAR.
- f) Focuses mainly on supporting food insecure HIV-affected households through sustainable safety nets with clear exit strategies, e.g. through FFA. There is a need to move away from the rations providing 50% of the minimum daily requirements that are already in their 8th year in some of the locations, but care should be taken to ensure alignment with the new WFP HIV/AIDS policy.

Recommendation 8: With respect to **assistance to refugees**, it is recommended that the CO vigorously takes the process of biometric identification forward with partners and makes biometric identification an integral part of the food distribution process with a positive biometric identification resulting in the distribution of a full ration entitlement.

Annex 1: Summary TORs



Country Portfolio Evaluation

WFP Kenya 2006 - 2010

Summary Terms of Reference

Scope of the evaluation. The WFP Office of Evaluation has introduced the notion of country portfolio to refer to the entirety of the WFP activities implemented over the last five years in a given country. Country Portfolio Evaluations (CPE) serve the dual objectives of accountability and learning by assessing the strategy and performance of a country office to help guide future choices about strategically positioning WFP.

The intention of this country portfolio evaluation is to generate evidence on past performance and results to help guide choices about strategically positioning WFP for the future.

Reasons for the evaluation. As WFP COs are now required to prepare country strategy documents (CSD) to outline the future orientation, priorities and expected results of the main activities at country-level, the CPE, will inform the 2011 CSD formulation process in Kenya as well as the WFP contribution to the 2011 UNDAF review.

The WFP Kenya portfolio 2006 – 2010. For the purpose of this evaluation, the Kenya portfolio is understood as comprising the nine operations implemented between 2006 and 2010 and the pilot purchase for progress project.

WFP Kenya portfolio 2006 – 2010			
	Number of operations	Total cost (USD)	Percentage
Development	2	212,784,400	13 %
Emergency Operation (EMOP)	2	508,125,700	32 %
Protracted Relief and Recovery Operation (PRRO) - Refugees	3	384,856,000	24 %
Protracted Relief and Recovery Operation (PRRO) - Kenya	1	474,275,000	30%
Special Operation (SO) in support of EMOPs	1	16,559,300	1%
Purchase for Progress (P4P) Pilot Project	1	1,791,000	0%
Total	10	1,598,391,400	100%

In line with the WFP Strategic Plan at corporate level, **the objectives of the operations** include: save lives and protect livelihoods in emergencies (SO1); prevent acute hunger and invest in disaster preparedness and mitigation measures (SO2); restore and rebuild livelihoods in post-disaster or transition situations (SO3); reduce chronic hunger and undernutrition (SO4) and strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase (SO5).

The main activities of the portfolio include general food distributions (GFD) through which 60% of all beneficiaries were assisted; food for education (33.5%); supplementary nutritional programmes (3.5%); food for work and food for assets (1.6%) and HIV/AIDS projects (1.2%). A cash and vouchers project was also

recently introduced as well as a purchase for progress project to support agricultural and market development in a way that maximises benefits to low-income, smallholders farmers. Activities are focussed on pastoralist/agro-pastoralist and marginal agricultural zones, including some urban centers and assistance to Sudanese and Somali Refugees are centred in the Garissa and Turkana districts.

Key evaluation questions. The CPE will address the following three key questions, aiming at highlighting the main lessons on the WFP country presence and performance:

Question one - Strategic alignment of the WFP portfolio including the extent to which: 1) its main objectives and activities have been strategically aligned with the country's humanitarian and developmental needs, with the national policies, including sector policies, priorities and capacities; 2) its objectives have been coherent and harmonised with those of partners (multilateral, bilateral and NGOs); 3) positioned itself as a strategic partner for the government, multilateral, bilateral and NGO partners and in which specific areas; and 4) trade-offs have had to be made between aligning with strategies of the government, of partners or of WFP corporately.

Question two - Making strategic choices including the extent to which WFP: 1) has analysed the national hunger, food security and nutrition issues, or used existing analyses to understand the key hunger challenges in the country and designed programmes accordingly; 2) ii) contributed to placing these issues on the national agenda, to developing related national or partners policies/strategies and capacity on these issues; and 3) certain factors have determined past choices such as perceived comparative advantage, corporate strategies, national political factors, resources, organisational structure, monitoring information etc.

Question three - Performance and Results of the WFP portfolio including: 1) the relevance to the needs of the people; 2) the level of efficiency, effectiveness, impact and sustainability of the main WFP programme activities and explanations for these results (including factors beyond WFP's control); 3) the level of synergy and multiplying effect between similar activities in different operations and between the various main activities regardless of the operations; and 4) the level of synergies and multiplying opportunities with partners (multilateral, bilateral and NGOs) at operational level.

Evaluation Users. The evaluation will be of use to the WFP CO and its partners and expects to inform:

- ✓ Government about alignment with their agenda and harmonisation with the action of other partners.
- ✓ International partners (bilaterals and multilaterals) about the performance of the WFP portfolio as well as about its future strategy.
- ✓ The UN Country Team for the UNDAF preparation and other national strategic processes.

Timing and consultations with Stakeholders. The evaluation team is expected to be in Kenya from 14 March – 1 April 2011. It will meet with stakeholders from Government, bilateral and multilateral organizations, and NGOs to solicit their views on the role that WFP has played and on performance of operations. In addition, the evaluation team will conduct site visits to meet with recipients of WFP assistance and communities. Stakeholders will be invited to a debriefing on the preliminary findings of the evaluation at the end of the fieldwork and to comment on the draft evaluation report. The final evaluation report will be available on the WFP website.

Responsibilities. The evaluation is managed by the WFP Office of Evaluation and carried out by a team of independent consultants. While in Kenya, the evaluation team can be contacted through the WFP Country Office.

Annex 2: Methodological annex

A – Evaluation Matrix

Issue 1: Strategic Alignment of the WFP Kenya portfolio			
Sub - Questions for the Evaluation	Indicator	Information sources	Who
<i>I: Situating WFP with respect to 1) needs, 2) government policies and 3) partner strategies and programmes</i>			
1. A. Alignment of WFP Kenya Portfolio with needs?			
What were the <u>main humanitarian and development needs</u> in the nutrition/HIV sector in Kenya in 2006 – 2010 and how have they evolved in these years?		Literature review on Kenya Staff interviews Partners interviews	
1.B. Harmonization of WFP Kenya Portfolio with GoK policies?			
1.B.1: Are GoK policies aligned with existing needs and how have they evolved over the period 2006-2010?			
Were <u>GoK policies</u> in the nutrition/HIV sector <u>aligned with existing needs</u> and how have they evolved over the period 2006-2010?			
1.B.2: Was the WFP portfolio harmonized with GoK policies?			
What <u>coherence</u> has been achieved by WFP Kenya with the GoK IMAM Guideline and other national nutrition strategies / KNASP 2/3?		Literature review on Kenya Staff interviews Partners interviews Timeline of country events	
<i>In case the IMAM and other national nutrition strategies/KNASP were not in line with needs, did <u>WFP align its sectoral objectives with the main needs</u> (also geographical) over the period? Evolution over the period?</i>		WFP docs Staff interviews (esp CD,DCD) Partner interviews	
<i>Were <u>trade-offs</u> between aligning with IMAM and other national nutrition strategies / KNASP and WFP strategic priorities and corporate policies necessary? If so, in which sectors and for which reasons?</i>		WFP docs Staff interviews (esp CD,DCD, and programme)	
<i>To what extent did the WFP objectives in the nutrition/HIV sector receive <u>support and backing from the government</u>? Did they have a good reading and understanding of these WFP objectives?</i>			
<i>How have the <u>government and partners perceived WFP as a strategic partner</u> in the nutrition/HIV sector over the period? How would government and partners have liked to change the nature of this relationship?</i>	Qualitative assessment	Partner interviews, SWOT	
1.B.3: Extent of WFP's integration into aid/development coordination forum			
What <u>level of coordination</u> has been achieved by WFP Kenya for nutrition/HIV support (including the division of roles/tasks between WFP and within the UNCT)?			
<i>What have been the main <u>government management structures</u> for humanitarian/development nutrition/HIV issues at national and local level since 2006? (Evolution?)</i>			

<i>What <u>other coordination mechanisms</u> have been in place for humanitarian/ development nutrition/HIV issues over the 2006- 2010 period? (E.g. clusters, donor-led coordination for a, etc) (evolution?)</i>			
<i>What is the <u>extent of WFP participation</u> in government and other aid coordination fora / mechanisms on nutrition/HIV over the 2006- 2010 period? (evolution?)</i>			
<i>How active and successful has WFP been as an <u>advocate for nutrition/HIV issues</u> in these structures over the 2006- 2010 period? (evolution?)</i>			
1.C: Harmonization of WFP Kenya Portfolio with main partner strategies and programmes			
<i>Have WFP's objectives in the nutrition/HIV sector been <u>coherent and harmonized with partners</u> (donors, within UNCT, implementing partners)? What would WFP like to see changed in the nature of their relationship with different partners (Government, within the UNCT, donors, NGOs)?</i>		WFP docs Staff interviews Partner interviews	
<i>Which are the <u>key partners</u> in humanitarian/development nutrition/HIV assistance and what relevant strategies and programmes have they implemented over the period?</i>			
<i>Did WFP look for <u>complementary interventions</u> to address the main issues in the nutrition/HIV sector?</i>			
<i>Were <u>trade-offs</u> between <u>aligning with donor priorities</u> and programmes and WFP strategic plans and corporate policies in the nutrition/HIV sector necessary? If so, for which reasons?</i>		Partner docs Partner interviews (e.g., World Bank, UN agencies, NGOs)	
<i>To what extent did the nutrition/HIV objectives of WFP Kenya portfolio receive <u>support and backing from the donors</u>? Has WFP, in the course of the period under review, been <u>compelled to modify or alter its objectives</u> in the nutrition/HIV sector order to accommodate the views and/or priorities of the donors? Did the donors have a good reading and understanding of these WFP objectives?</i>		Donor Donors community and WFP programme manager s community	
<i>Were <u>trade-offs</u> between <u>aligning with partner strategies/ programmes</u> (UN, NGOs) and WFP strategic nutrition/HIV priorities and corporate policies necessary? If so, for which reasons? What were the resulting effects of these trade-offs in WFP's sectoral / geographical involvement in the nutrition/HIV sector in Kenya?</i>			

Issue 2: Making Strategic Choices KENYA portfolio

Sub - Questions for the Evaluation	Indicators	Main sources	
2.A. Have there been any key shifts in the Kenyan context over the period 2006-2010? (overall and by sector)			
What have been key shifts in the nutrition/HIV sector in the period? <ul style="list-style-type: none"> - Evolution of needs - Changes in GoK policy frameworks - Changes in type and level of support from other partners - Changes in partners' capacities? 			
2.B. Have there been any key shifts in the WFP policies and organization structure over the period 2006 - 2010?(for all sectors)			
What have been key shifts from within WFP that influenced the WFP nutrition/HIV support framework in the period? <ul style="list-style-type: none"> - Corporate level - Regional level - Country level 			
2.C. How have these shifts resulted in changes in the WFP Kenya portfolio?			
How did WFP Kenya analyze the shifts in the Kenyan nutrition/HIV context? <ul style="list-style-type: none"> - Availability of VAM / other assessment and monitoring information - Availability of skilled staff over the timeframe - Did WFP avail of a strategic planning tool? - Did WFP avail of an analytical framework for consistent determination of key nutrition/HIV indicators? 			
Did these shifts lead to changes in WFP comparative advantages and synergies? <ul style="list-style-type: none"> - Within the WFP Kenya portfolio? - With interventions by other stakeholders in the nutrition/HIV sector? 			
Have there been any adaptations in the WFP nutrition/HIV sector support in Kenya? <ul style="list-style-type: none"> - Characteristics of field-level projects - Selection of (strategic) partnerships - Advocacy work / policy development - Capacity building How were these response strategies developed? What were specific drivers? <ul style="list-style-type: none"> - Donor's interest - Resource level - Balancing of funding between operations - Security - Staffing / Organizational structure - Access - Time limitations - Accountability mechanisms? 			

Issue 3: Performance and Results of the WFP Kenya Portfolio

Relevance			
Level of efficiency			
Effectiveness / Synergies and multiplying effects between WFP operations / Synergies and multiplying effects with partners			
Impact			
Sustainability			
<ul style="list-style-type: none"> ○ NUT: Wide variation in composition of rations: What is the rationale behind the different general food / supplementary rations? Should this be streamlined? ○ NUT: Is there any evidence about a increased malnutrition levels (or new admissions to SFP/TFP) and breaks in the WFP Kenya GFD/SFP food pipeline to the ASALs / refugee camps in Kenya? ○ NUT: Analysis of the experiences (efficiency, effectiveness) with blanket vs. targeted supplementary feeding of young children in ASAL areas. ○ NUT: What level of synergy has been achieved between the WFP food-based support for nutrition target groups (general rations, supplementary/therapeutic feeding)? ○ NUT: What are strengths and weaknesses among the partner agencies for nutrition (GoK , (I)NGOs)? How are capacities spread over the country (coverage of areas most affected by drought and post-election violence)? How could WFP assist to build more capacity in areas where there are shortcomings? ○ HIV: What are strengths and weaknesses among the partner agencies for HIV/AIDS and TB? How are capacities spread over the country? Could WFP assist to build more capacity in areas where there are shortcomings? 			

B – Evaluation Tools

QUESTION 1

To be asked of all sectors: Education, Agriculture and livestock sector, health sector and others

1. What are the beneficiary humanitarian and development needs in the arid and semi arid lands (ASAL)?
2. How have the different strategies of government (both national and local government) evolved since 2006? What are the salient evolutionary features?
3. Describe, in detail, how WFP has supported or aligned with the different GOK policies and strategies? Give examples. Was the support or alignment given the result of a conscious decision (by whom)? Or has it evolved?
4. How have the different donors supported the government ASAL policies? A detailed description is required.
5. What are the links between WFP and donor support? How do these 2 support mechanisms facilitate GOK activities in the ASAL? Is there coherence between WFP and the donors which supports the implementation of GOK policy and strategy?
6. What GOK institutional structures at national and district level support the education sector, agriculture and livestock sector, health and HIV/AIDS sector?
7. What is the level of ownership of the different activities by GOK?
8. Please outline the coordination mechanisms at national and district levels for WFP activities, donor activities and NGO activities. How do these mechanisms fit with the District Development Plans?
9. Who are WFP's partners? Does GOK perceive WFP to be a strategic partner? How is the partnership manifest?
10. Have there been any changes in GOK policy and strategy or donor policy, strategy or emphasis? How has WFP accommodated these changes?

1.

QUESTION 2

1. The timeline shows the key humanitarian and development events from 2006 – 2010, are there other events which should have been included? What was their significance for WFP, the GOK and donors?
2. Is there a link between the key events and WFP operations and activities? Is there a link between WFP operations and activities and donor activities? Is there a link between GOK activities and WFP operations and activities?
3. Can you briefly describe the reasons behind the different events; what were the reasons and thinking behind the decision to move into the urban environment? How difficult was it to persuade the GOK and WFP (Rome) and the other partners for this move? What advocacy was required? How was this carried out?
4. In the cash for assets pilot, what were the problems in launching such a programme? From GOK? From the donors? From the NGO's? From within WFP? Please explain the reasons behind these problems and how they were overcome.
5. Do you think the food security and hunger situation has been fully analysed? What component of the food security and hunger situation has either not been fully analysed or missed?
6. Describe how the food security and assessment is used to develop a 6 monthly food assessment report. What are the strengths, weaknesses, opportunities and threats to the system?
7. What improvements can be made to the 6 monthly food security assessments?

8. What do you see as WFPs strengths? Have these strengths been used to their full advantage? How can these advantages be strengthened? What are WFP's weaknesses? What needs to be done to mitigate the weaknesses?
9. Describe the project (or operation) design process? What issues are considered? Are they prioritised? Is a background or context paper or Concept note written? Who prioritises the issues? Who within WFP makes the decision to fund the project (or operation)? And the size of the operation?
10. Please explain, in detail, the reasons and thinking behind the project / operation design?

2.

EDUCATION

Question 1: Strategic alignment

1. What are the humanitarian and development needs for the education/school feeding sector and what are related policies and strategies developed or used by GoK and the MOEST over the 2006-2010 in addressing those needs?
2. To what extent WFP objectives in education sector are aligned with GoK policies and priorities and how WFP has been adjusting its objectives while there were changes in GoK policies and priorities?
3. How has WFP been working with partners (GoK, MOEST, UN agencies, NGO, districts officers and local communities) in meeting GoK needs and in relation with those of partners? And how their objectives were harmonized and coherent with those of WFP?
4. How well WFP's objectives and activities were strategically aligned with those of government, coherent and harmonized with those of partners?
5. To which extent has WFP positioned as a strategic partner for the GoK and different partners (Multilateral, bilateral and NGOs)?

3.

Question 2: Strategic choices

6. To what extent did WFP analyze the national hunger, food security, nutrition and education issues and designed programmes accordingly?
7. What have been the main changes over the evaluation period in GoK policies and strategies, in country's humanitarian and development needs and what was the implication in WFP's Kenya work and strategies?
8. What were the drivers of different strategic choices made by WFP Kenya and how those choices have been seen by partners?
9. What have been comparative advantages, corporate strategies, national political factors, resources, organizational structures, monitoring information that have determined past choices?

4.

Question 3: Performance and results

10. Does your school meet minimum requirements before starting your school feeding activities (dynamic school management committee, storage and cooking facilities, water and firewood, cooks and kitchen material, parents' contributions etc...)?

11. What criteria were used to select your school? Did you participate in the selection process?
12. Did you get required resources (food, funds, human resources) to run planned activities on time? If not, how did you operate?
13. To what extent have you achieved planned activities?
14. How have activities been transformed in outputs (food distributions vs planned, timing of distribution, actual beneficiaries vs planned, feeding days vs planned, de-worming, school gardens, incentives)?
15. How have outputs been transformed in outcomes (enrolment, attendance and drop-out rates, concentration in school, gender disparities)? Where there unintended outcomes?
16. What is the impact of school feeding?
17. How successful was the handover strategy?
18. To what extent did WFP follow up recommendations made in SF impact evaluation?
19. What kind of capacity building did WFP organize for GoK and NGO's partners?
20. How was SF performance monitored and Evaluated? Was there a functional monitoring and evaluation system?

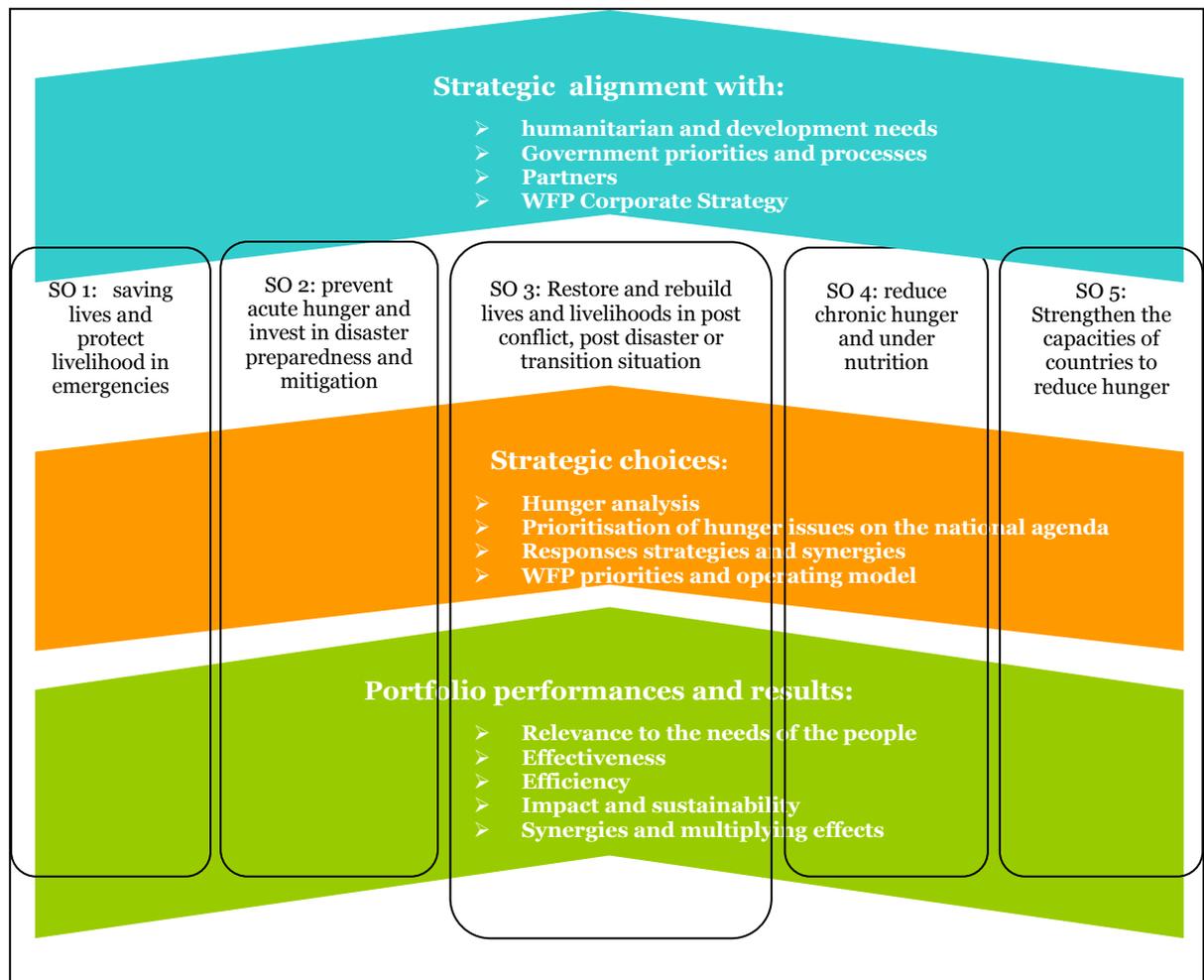
FFA

1. Who selected this project? Who designed it? Did farmers participate in project design?
2. Why was this location / this community chosen for this project?
3. What was the purpose of the FFA project? What impact did it have on this community? Were there any unintended impacts or surprises?
4. Describe environmental impacts? Social impacts? Impact on productivity? How could the design be improved?
5. Who decides who can participate in the works programme? What was the targeting criteria to participate? Did men and women participate equally?
6. Was the selection process transparent? Was payment transparent?
7. How many work days per person / works days in total.
8. How could the process be improved?
9. Is it better to give cash for work or food for work and why? Do men and women answer differently?

REFUGEES

1. Did the food arrive on time each month?
2. Are you aware of your entitlements? How do you know what you are entitled to?
3. Do the rations ever vary? How? Why?
4. Are you told in advance that it will vary?
5. Is there always enough? What happens if there is not enough?
6. Describe the distribution process. Is the distribution process fair? Is there any discrimination?
7. Are people ever hungry? Why? Why do children end up in TFC when you have access to a full ration?
8. At what age is a baby / child entitled to a full ration?
9. What do children receive? What do pregnant mothers receive?
10. How much of your ration do you exchange and has the exchange rate changed over the past five years?

C – Evaluation Model



D – Stakeholder analysis

Key stakeholder group	Role and interest in the evaluation
Internal	
WFP CO management	Primary stakeholder of this evaluation. The WFP Country Office is responsible for the country level planning and operations' implementation. It has a direct stake in the evaluation and will be a primary user of its results to reposition WFP in the country context, if necessary, and readjust programming and implementation as appropriate. As a direct consequence of the recently launched WFP Corporate strategy (2008 – 2013), the emphasis has moved from food aid to food assistance. The WFP CO has already moved to exploit the opportunities presented. The evaluation can provide guidance on how these food assistance opportunities can, perhaps, be better exploited. In addition, the COs are encouraged to develop their own Country Strategy Paper (CSP). The document will outline how WFP will better support client and GoK needs, through the provision of food aid, and in an advocacy role where there is an interest in enhanced accountability towards the government, partners, donors and beneficiaries.
WFP Regional Bureau (Southern Africa RB and Kampala platform)	Responsible for guidance and technical support to COs in the region, it has an interest in ensuring that the Kenya portfolio is reviewed to ensure coherence within operations, effectiveness and strategic positioning of the WFP CO.
WFP HQ management	HQ managers, the Performance and Accountability Management Division (RMP), members of the Strategic Plan Implementation Working Group (SPIWG) and the Strategic Review Committee (SRC) responsible for providing guidance and oversight for the roll-out of CSDs have an interest in ensuring that CSDs are informed by a review of the portfolio and evaluation results.
WFP Executive Board (November 2010 session)	As the governing body of the organisation, the EB has a direct interest in being informed about the effectiveness of WFP operations, their harmonisation with strategic processes of government and partners and in ensuring that WFP is adequately effecting the transition prescribed by the 2008-2013 strategic plan.
External (See TORs annex 4 for a detailed description of external stakeholders)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, perspectives from beneficiaries should be sought.
Government (incl. partner ministries)	The Government of Kenya (which is also a contributor to WFP activities) has a direct interest in knowing whether WFP activities in Kenya are effective, aligned with their agenda and harmonised with the action of other partners. In the ASAL areas, the Ministry of Northern Kenya and The Arid and Semi Arid lands is the principle coordinating Ministry. It has some strategic oversight. Nevertheless, there are multiple Ministries involved in the different projects; many of the Ministries have an implementing role with a limited strategic role. The Office of the Prime Minister (Ministry of State for Planning, National Development and Vision 2030 has strategic oversight, but does not appear to have much involvement in ASAL areas. The following Ministry's are involved in WFP activities: Education, Gender and Child Affairs, Ministry of State for Special programmes, Immigration, Public health, Agriculture, Health, Water and Irrigation

UN Country Team	<p>The UN Agencies are governed by the UN Development Assistance Framework (UNDAF), for Kenya (2009 – 2013), which commits the UN agencies to provide partnerships to achieve key Human development objectives, in support of Kenya’s development imperatives. Whilst Kenya is not a 1 UN country, the UN agencies are committed to “delivering as one”. The UNDAF commits to improving governance and human rights, empowering poor people and reducing disparities and vulnerabilities and promoting sustainable and equitable economic growth for poverty and hunger reduction with a focus on vulnerable groups. There a number of cross-cutting themes of gender, HIV/AIDS, migration and displacement, climate change, peace and reconciliation. The UN agencies are a local strategic and operational partner whose harmonised action should contribute to the realisation of the Government humanitarian and developmental agendas, the UNCT, and notably the WFP partner agencies, have an interest in ensuring that WFP operations are effective and that WFP reviews its portfolio in view of the UNDAF mid-term review. WFP’s main UN partners include UNICEF, UNHCR and UNDP.</p>
NGO partners	<p>NGOs are WFP’s partners in programme implementation and design and as such have a stake in the WFP assessment of its portfolio performance as well as an interest in its future strategic orientation. NGOs are key implementing partners, WFP has links with a number of NGOs, which include Feed the Children (urban programme), AMPATH, REEEP, CARE, Oxfam GB, IRC, LWF and WVI. A number of NGOs have formed partnerships with the GoK, which deliver some of WFP’s recovery activities. The results of the evaluation might affect WFP’s activities and therefore the partnerships.</p>
Donors	<p>WFP’ activities are supported by a large group of donors. DFID, USAID and a number of other donors all have an interest in knowing whether their funds have been spent efficiently and if WFP’s work is effective in alleviating food insecurity of the most vulnerable. They also have an interest in whether the future WFP strategy may complement their own strategies and supported-programmes. The donors have their own projects, supporting the GoK’s activities in the ASAL. These projects should be linked to WFP activities as the client base is the same. ECHO and OCHA are closely associated with a number of WFP activities.</p>

Annex 3: Mission Timetable

Day and Date	Hugh Bagnall-Oakeley	Joanne Philpott	Gerard Rubanda	Anne Marie Hoogendoorn
March Mon 14 th	Team Workshop and Administration (including safety briefing).			
Tue 15 th	Meeting Country Director and Deputy Country Director			
	Presentation of WFP activities (Heads of Unit only)			
	Meeting with WFP staff (GFD to refugees)	Meeting with WFP Staff (refugees)	Meeting with WFP School feeding team	Meeting with WFP nutrition Staff (MCHN, SF and TFP programmes)
	Meetings with WFP GFD (urban programme)	Meeting with PRRO (Recovery and relief)	Cash Based school feeding handover (Cheryl - WFP)	Meeting WFP HIV/AIDS staff (Community based HIV/AIDS programme and ART programme)
Wed 16 th	Nairobi	Nairobi	Nairobi	Nairobi
Thu 17 th	Interviews with:	Interviews with:	Interviews with:	Interviews with:
	Ministry of Northern Kenya	Ministry of Northern Kenya	Ministry of Northern Kenya	Ministry of Northern Kenya
	Ministry of State for Special Programmes	Ministry of State for Special Programmes	Ministry of Education (Snr Assistant Director)	Ministry of Gender and Child affairs
	Ministry of Gender and Child Affairs (HIV)	Ministry of Agriculture	UNICEF (Education)	Ministry of Immigration (Refugees)
	Ministry of Livestock Development	Ministry of Water and Irrigation?	Ministry of Public Health (HIV)	Ministry of Health
	ALRMP	Ministry of Livestock Development?	UNAIDS	Ministry of Public Health
	Donors: DFID (?), JICA, ECHO, EU, USAID, Others?	ALRMP	NGOs: Feed the Children (School feeding)	UNICEF
	UN Agencies: UNAIDS, UNHCR, UNICEF, UNDP, and FAO	Donors: DFID, ECHO, OCHA, USDA	NGOs for HIV	NGO's (Nairobi based) for nutrition
		UN Agencies: FAO, UNHCR, UNDP (Host communities project)	Donors - HIV/AIDS	Donors – Nutrition (ECHO DFID, OFDA)
		NGO's (Nairobi based) CARE, Oxfam GB, Lutheran World Federation,		

Fri 18 th		International Rescue Committee.		
Sat 19 th	1/2 day Urban (Slums) – GFD, meet with NGO Programme	1/2 day Urban (Slums) - GFD Programme	1/2 day Urban (Slums) - School feeding Programme	1/2 day Urban (slums) field visit to MCHN, SFP and TFP sites or clinics.
Sun 20 th	All Team Members – Travel to Garissa.			
Mon 21 st	<p>Interviews with:</p> <ul style="list-style-type: none"> WFP field office District officials DSG and DMO's NGO implementing partners Beneficiaries (HIV/AIDS). <p>Travel to Mwingi</p>	<p>Interviews with:</p> <ul style="list-style-type: none"> Host communities District Officials (DAO, DSDO, and others) DSG and DMO's FFA beneficiaries 	<p>Interviews with:</p> <ul style="list-style-type: none"> School feeding: Interviews with Camp administration WFP staff Beneficiaries 	<p>Interviews with:</p> <ul style="list-style-type: none"> Refugee camp administration WFP Field office MCHN Interviews Beneficiary interviews NGOs undertaking HIV/AIDS work in Camp and host communities
Tue 22 nd	Mwingi: Cash for Assets (Ms Harrison to advise)		Mwingi: Cash for Assets (Ms Harrison to advise)	
Wed 23 rd	<p>Travel to Turkana</p> <p>Interviews with:</p> <ul style="list-style-type: none"> Refugees Camp administration UNHCR and WFP camp offices NGO partners responsible to Refugee GFD District Monitoring officer 	<p>Travel to Turkana</p> <p>Interviews with:</p> <ul style="list-style-type: none"> Refugees Host communities (FFA) WFP Sub-Office (Lodwar) District Officials (Lodwar): DAO, District Social Development Officer, DLO, District DSG and DMO UN Agencies: UNHCR, UNDP (?) Turkana Rehabilitation programme NGO Partners: WVI, Oxfam, CARE, Lutheran World federation, International Rescue Committee 	<p>Travel to Kilifi</p> <p>Interviews with:</p> <ul style="list-style-type: none"> Field Office (Mombasa) District officials in Kilifi and Kwale District Education officer, Kilifi and Kwale Visit schools <p>Visit Makueni</p> <ul style="list-style-type: none"> Visit offloaded schools Visit District officials and District Education Officer 	<p>Travel to Busia</p> <ul style="list-style-type: none"> Interviews with: Field office staff (Eldoret) District Social Development Officer (Busia) Visit MCHN clinics NGOs: AMPATH Beneficiaries: Community HIV project, Busia
Fri 25 th	Interviews with (continue programme Week 1):			
Sat 26 th	5. Nairobi Based NGO's: CARE, WVI, Feed the Children,			<p>Travel to Kilifi</p> <ul style="list-style-type: none"> Interviews with: Field office staff (Mombasa) District Health Officer NGOs: TBA Beneficiaries: ART programme

	Lutheran World Federation			
Sun 27 th				
Mon 28 th				
Tue 29 th	Team Work			
Wed 30 th	PowerPoint presentation formulation Brief conclusions and recommendations			
Thu 31 st	<i>Morning:</i> 1/2 day debriefing with CO			
	<i>Afternoon:</i> 1/2 day workshop with Partners			
April Fri 1 st	<i>Morning:</i> Debriefing with WFP HQ			

Annex 4: Persons met

Name	Designation	Organisation
Yvonne Forsen	Programme Coordinator (VAM)	VAM, WFP
Joyce Owigar Arindo	VAM Nutritionist	VAM, WFP
Grace Igweta	Programme Officer	M & E, WFP
Margaret O. Indimuli	Programme Officer HIV/AIDS	WFP
Ruth Akelola	Programme Officer HIV/AIDS	WFP
Daniel Stolk	Shipping Officer	WFP
David Kamau	Head of Satellite Office - Mombasa	WFP
Joseph Imoni	Field Monitor Assistant - Mombasa SO	WFP
Fiorenzo Magagnini	Port Captain - Mombasa	WFP
Raphael Ngumbi	Dpty. Head of Field Office - Garissa	WFP
Philips Ochieng	Head of Field Office - Eldoret	WFP
Josiah Obura	Field Monitor Assistant - Eldoret FO	WFP
Noreen Prendiville	Chief, Nutrition section	UNICEF
John Burton	Health Coordinator	UNHCR Kenya
Bornwell Kantande	Senior Operations Officer	UNHCR Kenya
Sari Seppanen-Verrall	APO	UNAIDS
Karen Klimowski	Deputy Director, Office of Population and Health	USAID
Ruth Nematei Tiampati	HBC and Nutrition Specialist	USAID
Yves Horent	Kenya and Eritrea Programme Officer	ECHO (EU)
Terry Wefwafwa	Head Division of Nutrition	MoPHS
Valerie Wambani	Programme Officer Emergency Nutrition	MoPHS
Mary Kimathi	Programme Officer	MoGC&SD
Cecilia Mbaka	Dept. Director	MoGC&SD
Patrick Ndibo	Programme Officer	MoGC&SD
Mary Njoki Wachira	Nutrition Programme Manager	MoH/NASCOP
Ruth Masyoki	Nutritionist	MoH/NASCOP

Eunice Matembi	Nutritionist	MoH/NASCOP
Lydia Ndugu	DNO - Garissa	MoPHS
David Mulewa	Senior Medical Officer, DMO Kilifi District	MoPHS
Ronald Mbunga	DNO - Kilifi	MoPHS
Christine Onango	Asst. District Officer - Busia	MoGC&SD
Mij' A Tchirund	Nutrition Coordinator - Kenya	Action Against Hunger
Erica Favretti	Country Programme Coordinator	Action Against Hunger
Mary Owen		Lea Toto
Nicholas Makua	Programme Director	Lea Toto
Ernesto Gonzalez	Food Security and Livelihoods Advisor	Save the Children UK
Koki Kyalo	Programme Manager Urban Nutrition	Concern WorldWide
Charles Mutonga	Nutritionist	Concern WorldWide
Kathleen Okatcha	Executive Director	KORDP
Christopher Amakobe	Finance & Administration Manager	KORDP
Peter Ouma Ondiege	Western Region Project Coordinator	KORDP
Milha Abdul Kadir	Health Programme Manager	IRC, Dadaab
Jackie Kutimo	Nutrition Manager	IRC, Dadaab
Dr. Nina	Medical Coordinator	GIZ, Dadaab
Carolyn Chido	Nutrition Coordinator	GIZ, Dadaab
Leonard Sikubani	Project Coordinator Kilifi	Scope / Family Health International
Nancy & Mosyunta	Programme Officers	World Vision International Kilifi
Dr. Kimayo	Programme Manager	Ampath, Eldoret
Anne Wakoli	Food Distribution Dept. Manager	Ampath, Eldoret
Abraham Boid	P4P manager	Ampath, Eldoret
Mary Makokha	Director	REEP, Busia
Eric Ochanji	Programme Manager	Help Heal, Kisumu
Christopher Otieno	Administrator	Help Heal, Kisumu
Peter Adula	Project Coordinator Kisumu	Child fund Kenya
George A. Odingo	Food and Agriculture Organization-	National Consultant- Agricultural

	FAO	Production
Paul A. Omanga	Food and Agriculture Organization- FAO	National Consultant- Crop Production
Laurent Gashugi	Food and Agriculture Organization- FAO	Representative Assistant
Chris Porter	Department for International Development- DFID	Humanitarian Advisor DFID Kenya & Somalia
Will Hines	Department for International Development- DFID Uganda	Programme Manager
Aldo Biondi	European Commission for Humanitarian Aid and civil protection- ECHO	Head of Office
Jose Lopez	European Commission for Humanitarian Aid and civil protection- ECHO	Regional food assistance expert
Torben Bruhn	European Commission for Humanitarian Aid and civil protection- ECHO	Regional Health & Nutrition expert
Pietro Nardi	European Union	Rural Development Sector
Logurale Mathew	Practical Action	Area Coordinator, Karamoja cluster
Nicholas Wasunna	World Vision, Kenya	Senior Advisor
Maina King'ori	World Vision, Kenya	Senior Program Officer- Humanitarian & Emergency Affairs
Milka Choge	Interanational Rescue Committee	MCH Coordinator
Ahmed Hassan Ali	Drought Management Initiative	Technical Officer- Drought Management
James O. Oduor	Arid Lands Resource Management Project	Drought Management Coordinator
A .M .Farah	Arid Lands Resource Management Project 2	Drought Management Officer
Samuel C. Yegon	Ministry of Livestock Development	Deputy Director- Chief Food Security
Alessandra Giannini	The International Research Institute for Climate and Society	Associate Research Scientist
Joost van de Lest	Oxfam	ASAL Coordinator- Kenya Programme
Philip Ebei Aenum	Oxfam	Deputy Coordinator, Kenya Programme- Turkana
Lokiru Matendo	The Lutheran World Federation	Program Coordinator
Heiko Karl Knoch	UN- World Food Programme	Head, NGO Unit

		Division of External Relations
Raphael Ngumbi	UN- World Food Programme	Deputy Head of Field Office- Garissa
Martin Kabaluapa	UN- World Food Programme	Purchase for Progress Coordinator
Cheryl Harrison	UN- World Food Programme	Programme Innovations Coordinator
James Ngoima Kamunge	UN- World Food Programme	Programme Officer
Joseph Githinji	UN- World Food Programme	Security Officer

Annex 5: Results of District level Nutrition Survey

Overview Nutrition Survey results 2006 – 2010

Province	District	2006		2007		2008		2009		2010	
		GAM	SAM								
Rift Valley	Turkana	26.2%	4.2%	14.3%	1.2%	17.9% - 28.9%	1.7% - 5.5%	20.0%	N/A	12.4% - 17.1%	0.9% - 3.8%
	Samburu	19.2%	2.1%	N/A	N/A	14.7%	1.5%	22.2%	5.6%	15.70%	3.30%
	Pokot	N/A	N/A	N/A	N/A	15%*	1.5%*	12.7%	3.7%	16.4% - 16.5%	2.3% - 3.4%
	Kajiado	N/A	N/A	N/A	N/A	10%*	1%*	11.5%	1.8%	N/A	N/A
	Baringo	N/A	N/A	N/A	N/A	N/A	N/A	12.0%	2.4%	N/A	N/A
Eastern	Marsabit	29.9%	3.6%	17.1%	1.2%	16%	2.2%	20.0%	3.7%	13.40%	1.30%
	Moyale	11.1% - 18.0%	0.4% - 3.0%	N/A	N/A	9.3%	1.5%	N/A	N/A	12.30%	3.00%
	Isiolo	13.2% - 28.5%	1.7% - 2.7%	10.5%	1.1%	14.9%	1.7%	N/A	N/A	14.20%	1.50%
	Kitui	N/A	N/A	N/A	N/A	6%	0.5%	8.9%	1.5%	N/A	N/A
North Eastern	Mandera	15.3% - 27.0%	1.0% - 3.0%	15.6% - 18.3%	1.7% - 3.8%	21.3% - 27.2%	1.0% - 2.0%	19.8% - 32.3%	1.1% - 7.2%	23.6% - 28.5%	4.2% - 9.5%
	Wajir	N/A	N/A	23.0%	2.8%	13.4% - 21.2%	1.0% - 2.0%	19.1% - 25.3%	2.8% - 4.6%	15.7% - 23.2%	0.8% - 4.6%
	Garissa	N/A	N/A	15.9% - 16.1%	1.0% - 3.9%	13.9%	1.5%	N/A	N/A	N/A	N/A
Coast	Kilifi	N/A	N/A	N/A	N/A	N/A	N/A	5.80%	0.60%	N/A	N/A
Nyanza	Kisii	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	4.40%	1.00%
Kakuma camp		15.9%	1.7%	9.0%	0.9%	10.1%	1.5%	17.6%	2.6%	7.9%	0.6%
Dadaab camps		22.2%	4.9%	10.4% - 12.9%	1.0% - 2.3%	14.2% - 16.9%	2.0% - 3.4%	12.1% - 12.6%	1.1% - 2.1%	5.6% - 10.7%	0.7% - 2.0%

Annex 6: List of Donors and their Contributions

Figure 1: PRRO Donors (US \$ Millions)

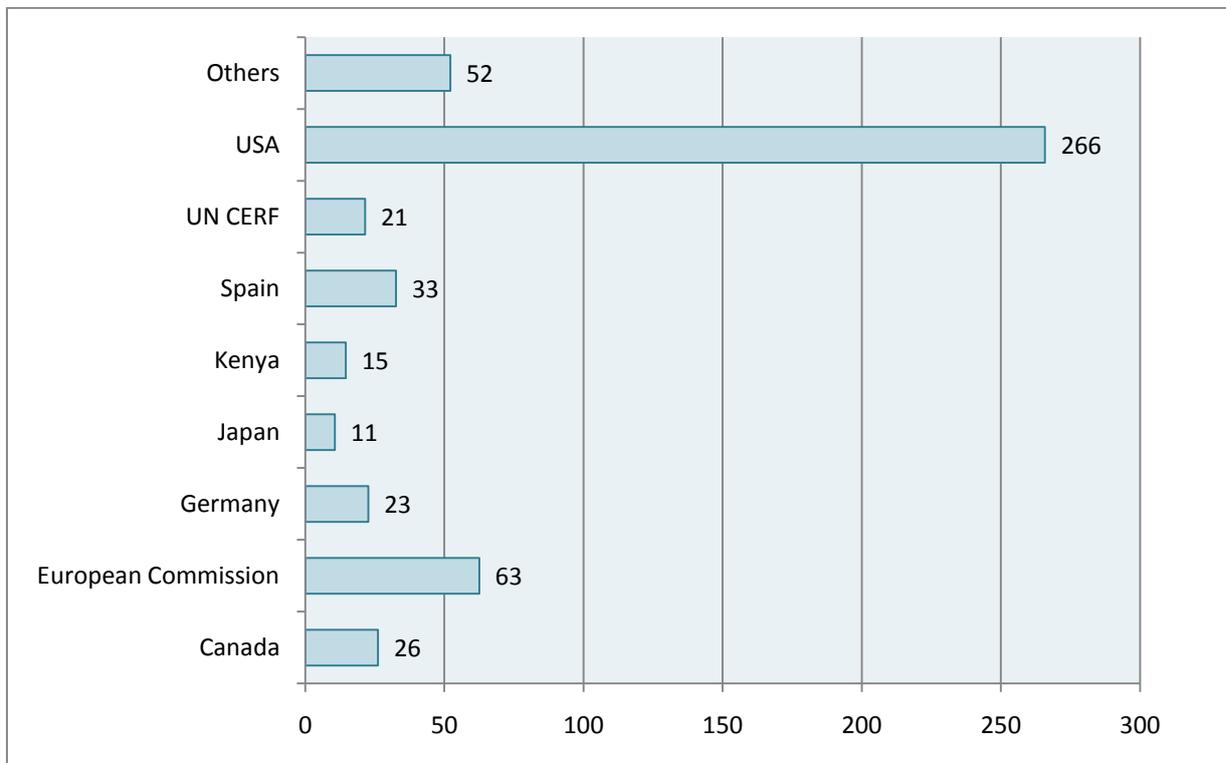


Figure 2: EMOP Donors (US \$ Millions)

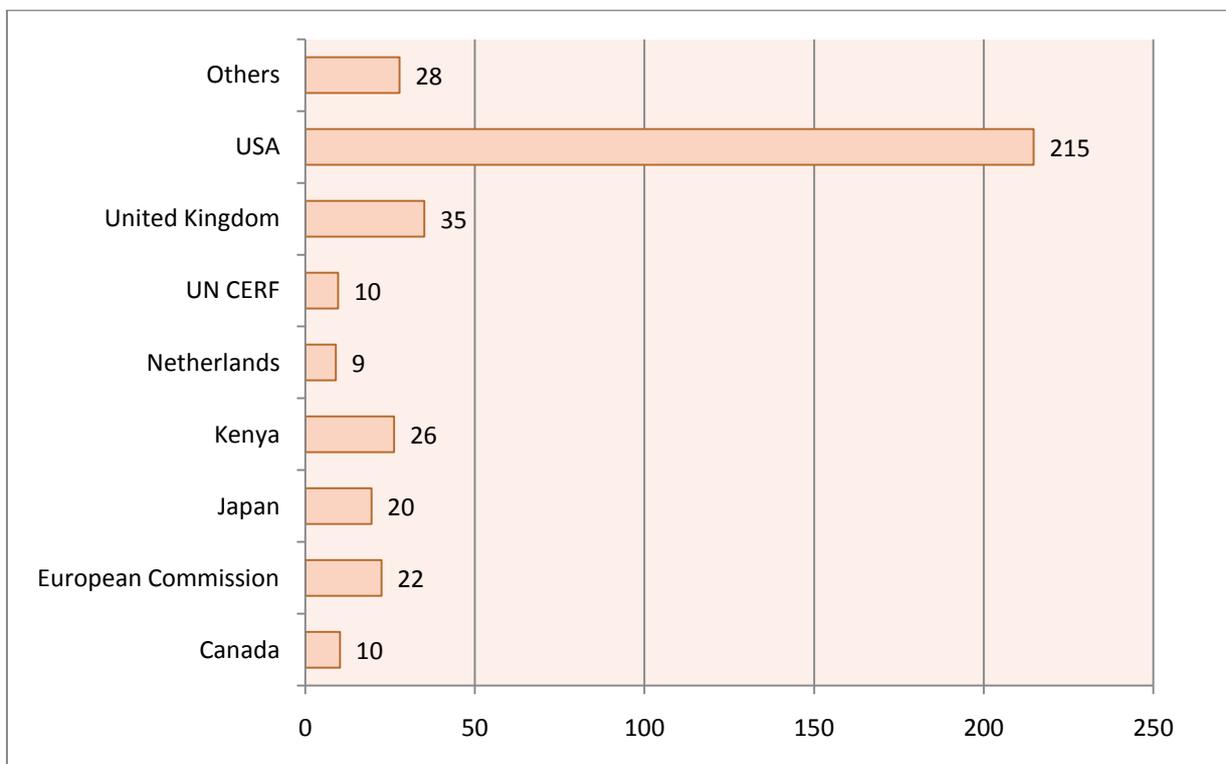
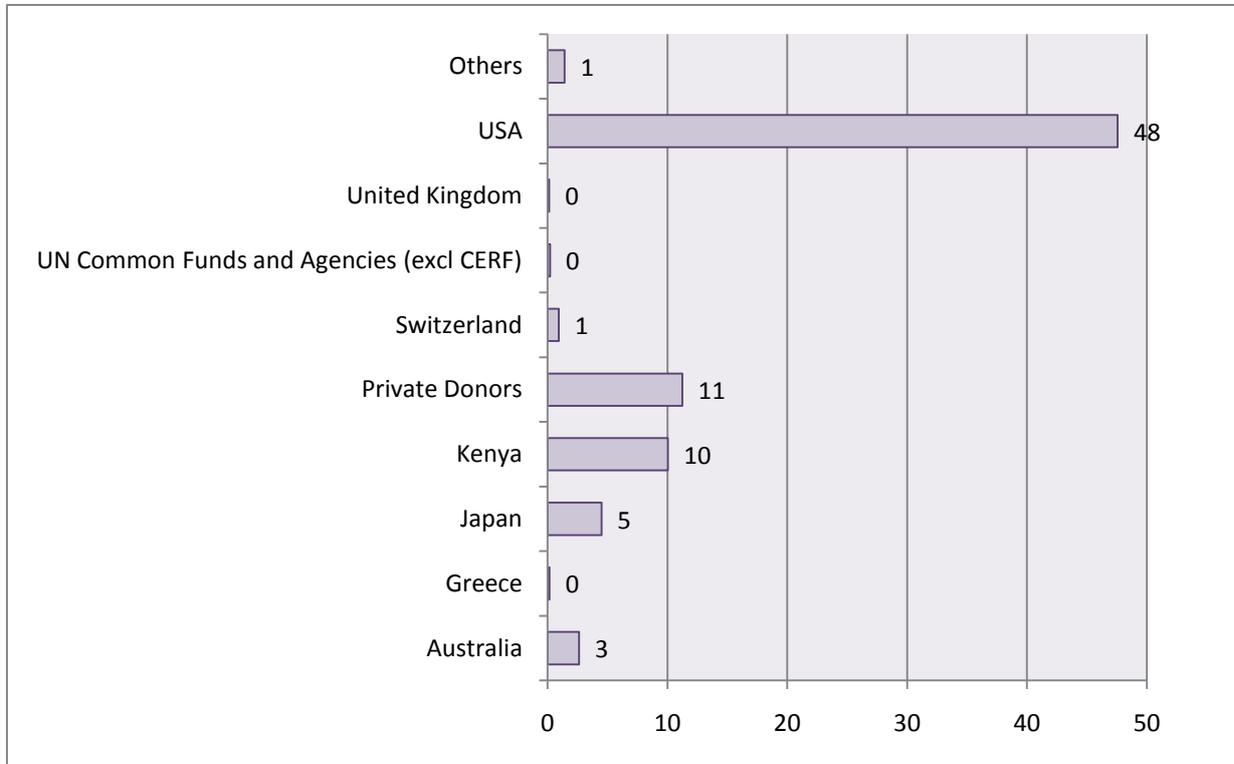


Figure 3: DEV Donors (US \$ Millions)



Annex 7: Resources and beneficiaries by operation

Table 1: Resource flows: confirmed contribution as a percentage of Approved budget 2006-2010

Operation	2006	2007	2008	2009	2010
CP 102640	61%	79%	97%	80%	
CP 106680			14%	36%	N/A
PRRO 102581	73%	79%	71%		
PRRO 102582		36%	63%	80%	
PRRO 102583				40%	N/A
PRRO 106660				48%	N/A
EMOP 103740	80%	97%	97%	96%	
EMOP 107450			88%	93%	
SO 105690	94%	76%	63%		

Source: SPRs 2006 - 2010

Table 2: Total number of Beneficiaries by Operation

Operation	2006	2007	2008	2009	2010
CP 102640	1,136,446	1,245,342	1,211,824		
CP 106680				862,248	803,669
EMOP 103740	3,861,358	2,893,186	1,197,328		
EMOP 107450			1,192,333	1,479,099	
PRRO 102581	235,388	285,465			
PRRO 102582		256,725	326,100	337,570	
PRRO 102583				333,580	447,977
PRRO 106660				3,598,499	3,753,088
SO 105690					
Total	5,233,192	4,680,718	3,927,585	6,610,996	5,004,734
<i>% of Total Population</i>	<i>13%</i>	<i>12%</i>	<i>10%</i>	<i>16%</i>	<i>12%</i>

Source: SPRs and Annual Report 2006 – 2010

Annex 8: General Food Distributions

A - Beneficiaries

Beneficiaries	2006	2007	2008	2009	2010
Baringo	40,313	64,088	19,442	74,526	18,745
Kajiado	143,842	102,888		82,825	184,000
Kitui	182,845	157,905			
Elwak	88,136	79,296	20,301	97,088	34,268
Garissa	119,948	119,831	48,499	143,916	129,450
Garissa	16,357				
Tana River	124,995	88,601	87,427	121,445	61,281
Isiolo	55,776	52,331	38,108	71,000	61,875
West Pokot	70,485	60,406		60,860	
Makueni	306,398	251,539		428,625	203,700
Kilifi	114,465				
Kwale	144,034	129,951		156,000	9,100
Laikipia	67,226	59,677	42,706	68,002	100,778
Machakos	77,616	32,694		76,958	134,476
Maragua	33,921			14,315	9,306
Malindi	101,693	30,776	21,609	19,301	
Mandera	151,083	123,395	66,841	121,347	69,044
Samburu	69,490	69,489	55,939	81,816	70,956
Marsabit	15,015	12,950	64,310	92,089	88,627
Marsabit	78,831	67,990			
Mbeere	70,383	23,056		55,168	76,000
Moyale	46,001	39,175		6,797	2,498
Mwingi	135,987	130,449		177,900	56,516

Narok	39,165	44,963			55,000
Tharaka	39,120	46,276		45,127	53,000
Taita Taveta	130,018	67,012			
Turkana North	110,850	103,521	75,903	265,541	256,873
Turkana South	185,189	114,417	130,990	140,310	47,839
Wajir	417,262	248,613	153,991	327,532	166,051
Eld, Ksm Nbo, Nak			112,322	148,476	
East Pokot				47,700	47,700
Ijara				26,517	13,350
Lamu				12,151	
Koibatok				45,526	
Meru				30,000	35,408
North Pokot				32,613	29,847
West Pokot				76,300	
Turkana Central				111,730	

B - Tonnage

MT	2006	2007	2008	2009	2010
Baringo	2,501	475	189	3,149	1,537
Kajiado	9,432	1,427		4,103	6,766
Kitui	11,543	2,676			
Elwak	6,781	3,985	5,677	7,305	6,125
Garissa	29,370	14,440	6,185	11,251	9,875
Garissa	4,048				
Tana River	12,669	7,770	5,046	6,120	4,521

Isiolo	5,353	5,890	3,491	4,155	4,821
West Pokot	3,561	278		1,282	3,605
Makueni	17,926	3,902		9,153	4,006
Kilifi	3,809				
Kwale	9,003	1,405		6,214	2,628
Laikipia	3,942	575	1,124	5,122	4,782
Machakos	2,238	416		5,741	1,522
Maragua	1,073			384	138
Malindi	3,316	901	229	883	
Mandera	18,855	14,063	7,043	8,015	7,542
Samburu	5,297	7,206	6,197	8,228	7,593
Marsabit	1,300	956	6,722	7,651	9,398
Marsabit	7,971	5,017			
Mbeere	2,780	284		1,362	
Moyale	2,593	2,084		363	363
Mwingi	3,293	2,584		5,924	1,465
Narok	2,692	534			545
Tharaka	1,809	142		1,124	1,031
Taita Taveta	8,371	2,033			
Turkana North	11,873	8,414	14,473	19,087	17,623
Turkana South	19,648	11,754	16,076	9,329	4,309
Wajir	33,124	29,986		20,120	21,421
Eld, Ksm Nbo, Nak		4,049	24,944	4,082	
East Pokot				4,152	2,023
Ijara				1,440	2,325
Lamu					

Koibatok					1099
Meru				249	90
North Pokot				1,439	938
West Pokot					
Turkana Central					2881

Annex 9: Food For Asset

A - Beneficiaries

Beneficiaries	2006	2007	2008	2009	2010
Samburu	22,119		1,827		
Isiolo	7,550		8,847	9,234	978
Mwingi	178,509		36,855	105,347	108,600
Machakos	12,585	134,203			
Kilifi	4,865	47,274	46,453	79,277	
Malindi	19,754			31,910	32,000
El Wak			2,925	3,767	
Tana River			4,985	29,293	11,099
Kwale			9,592	54,762	
Taita Taveta			5,158	67,274	85,961
Kitui			77,434	223,700	267,442
Moyale			3,984	23,250	18,308
Mandera			9,216	18,474	7,656
Baringo				9,982	8,875
Garissa				3,000	2,130
Turkana South				9,205	8,171
Makueni					104,304

B - FFA Project type and achievements

	2009		2010		Perf 09	Perf 10
	Planned	Actual	Planned	Actual		
Area (Ha) protected or rehabilitated with physical conservation structures (e.g. Terraces, stone bunds etc.)	36320	37040	3,900	1,453	101.98%	37.26%

Hectares of land with irrigation systems built (restored)	292	255	300	51	117.65%	17.00%
Hectares of agricultural land benefiting from rehabilitated irrigation schemes			50	40		80.00%
Hectares of gully land reclaimed as a result of check dams and gully rehabilitated structures			50	0		0.00%
Kilometre of feeder roads rehabilitated (FFA) and maintained (self-help)			200	194		97.00%
Number of assisted communities with improved physical infrastructure to mitigate the impact of shocks, in place as a result of project assistance			840	725		86.31%
Number of excavated community water ponds for domestic uses constructed (3,000 - 15,000 m ³)			50	34		68.00%
Number of excavated community water ponds for livestock uses constructed (3,000 - 15,000 m ³)			120	78		65.00%
Number of tree seedlings produced			140,000	170,000		121.43%

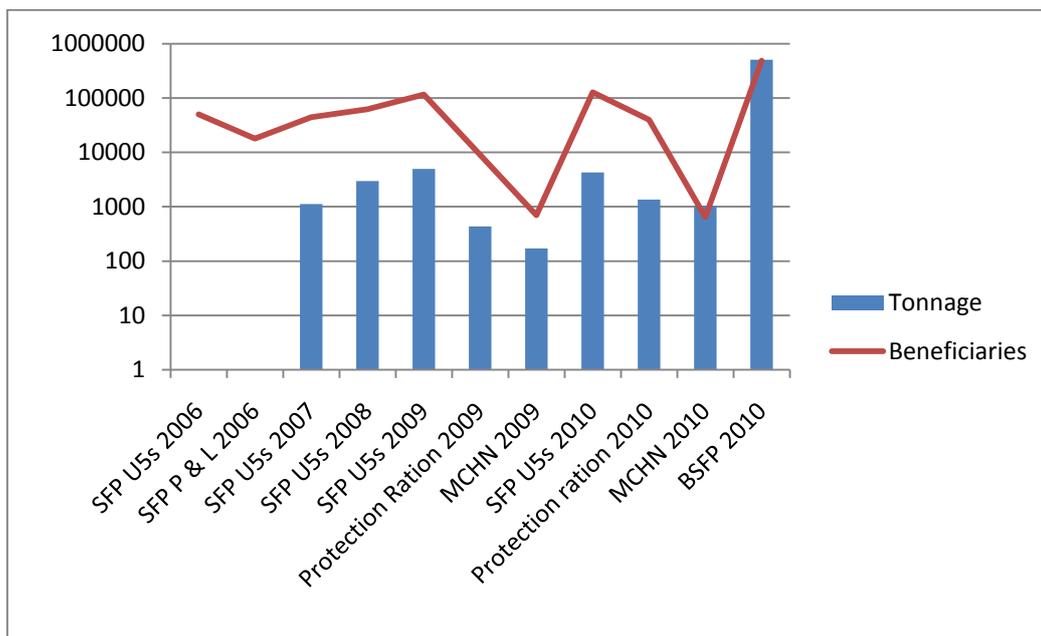
C - Number of water projects

District	No of water projects	Beneficiaries
Kitui	3	178,200
Mwingi	76	106,806
Taita/Taveta	4	67,500
Kilifi	44	65,000
Malindi	23	29,000
Isiolo	4	10,325
Mandera	9	14,236
Moyale	8	15,830
Garissa	1	3,200

Tanariver	8	14,165
Wajir	0	14,745
Makueni	1	174,300
Tharaka	2	2,050
Baringo	7	10,535
Turkana	1	17,600
TOTAL	189	723,492

Annex 10: HIV

Figure 1: HIV Beneficiaries and tonnage of food



Annex 11: Refugees

Figure 1: Graph of Refugees population (Dadaab and Kakuma) 2006 - 2010

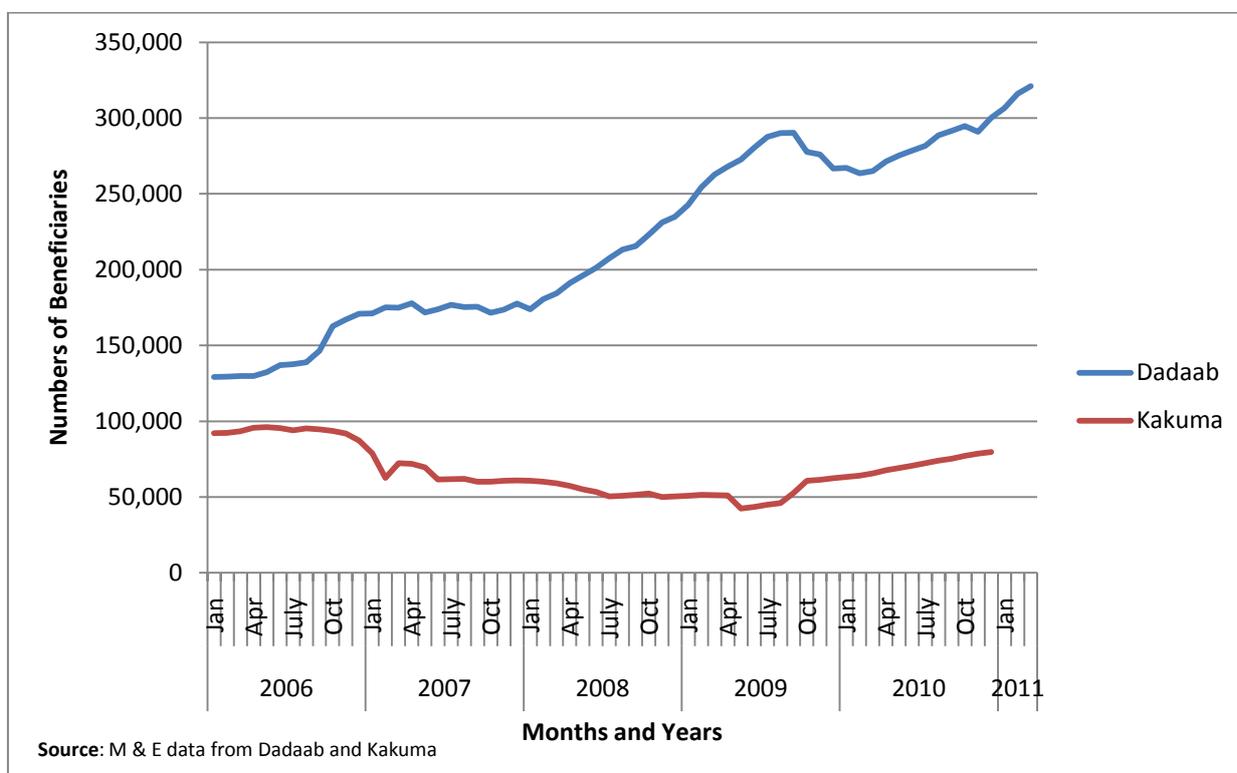


Figure 2: Distribution of GFD to Refugees 2006, 2007 and 2010 in Kakuma Camp (Total Tonnage)

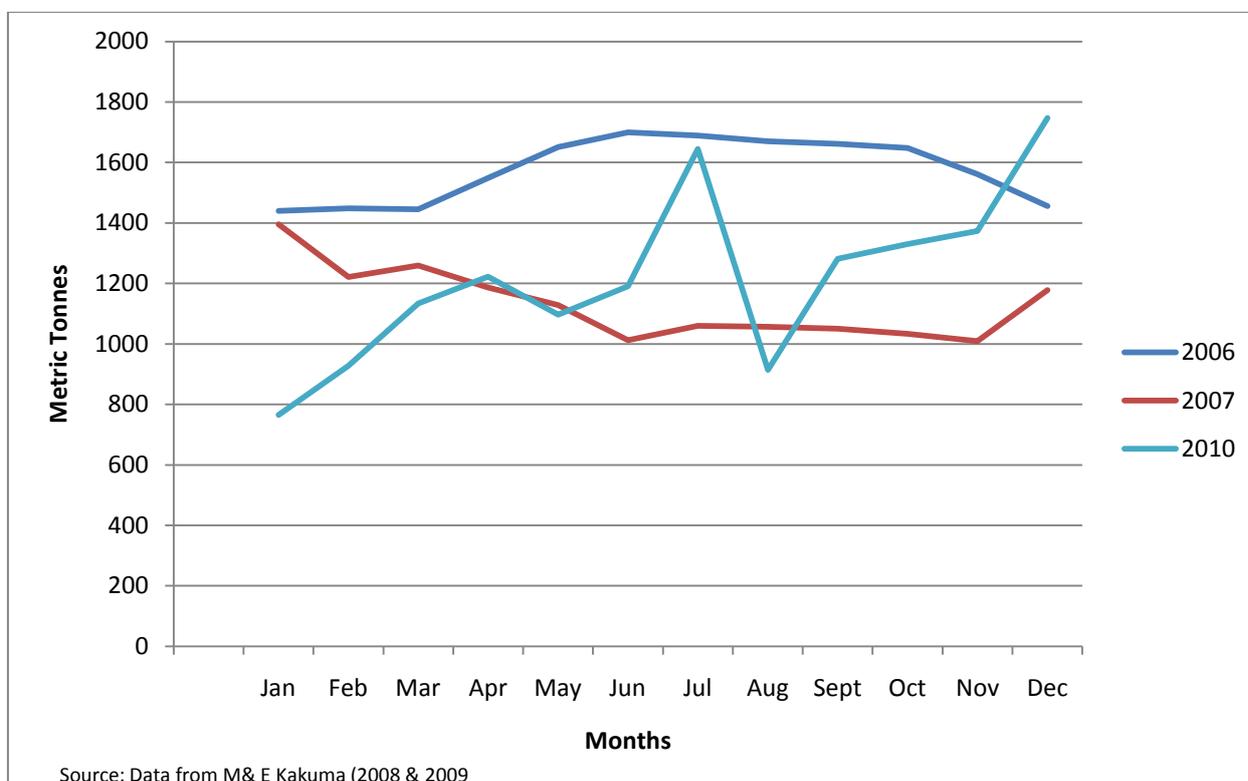


Figure 3: Distribution of school feeding to Refugees 2006, 2007 and 2010 in Kakuma Camp (Total Tonnage)

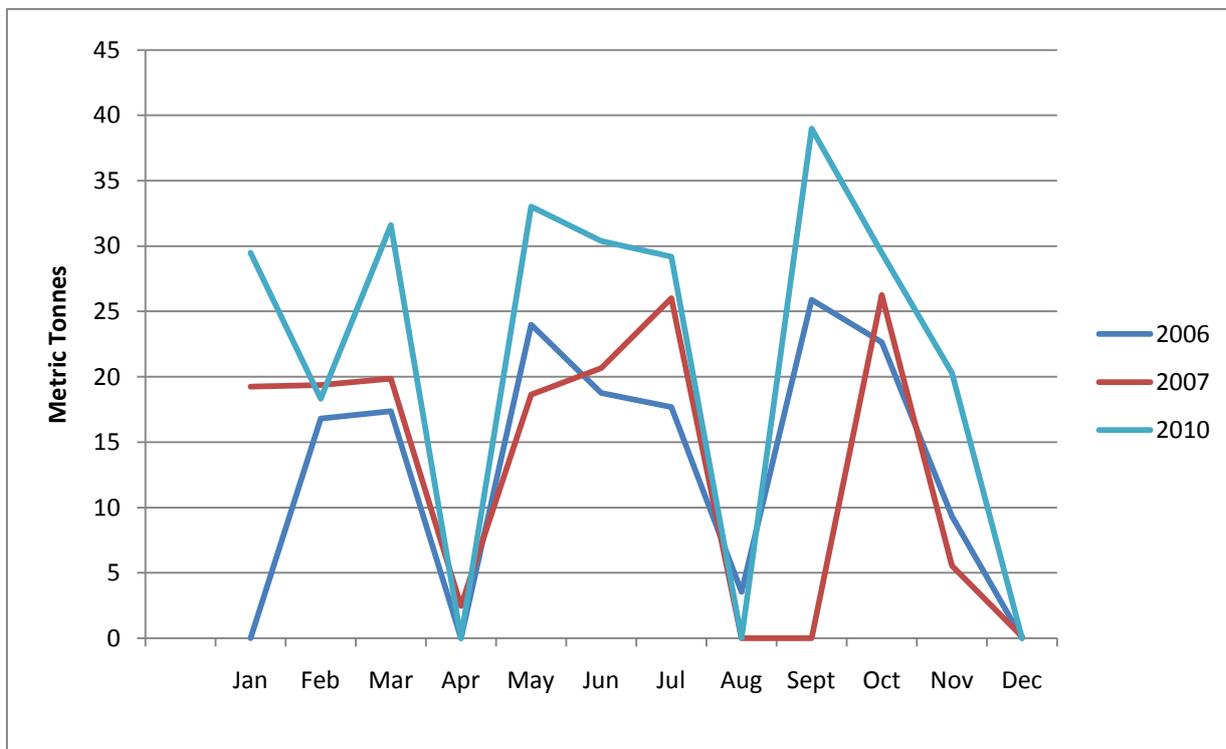
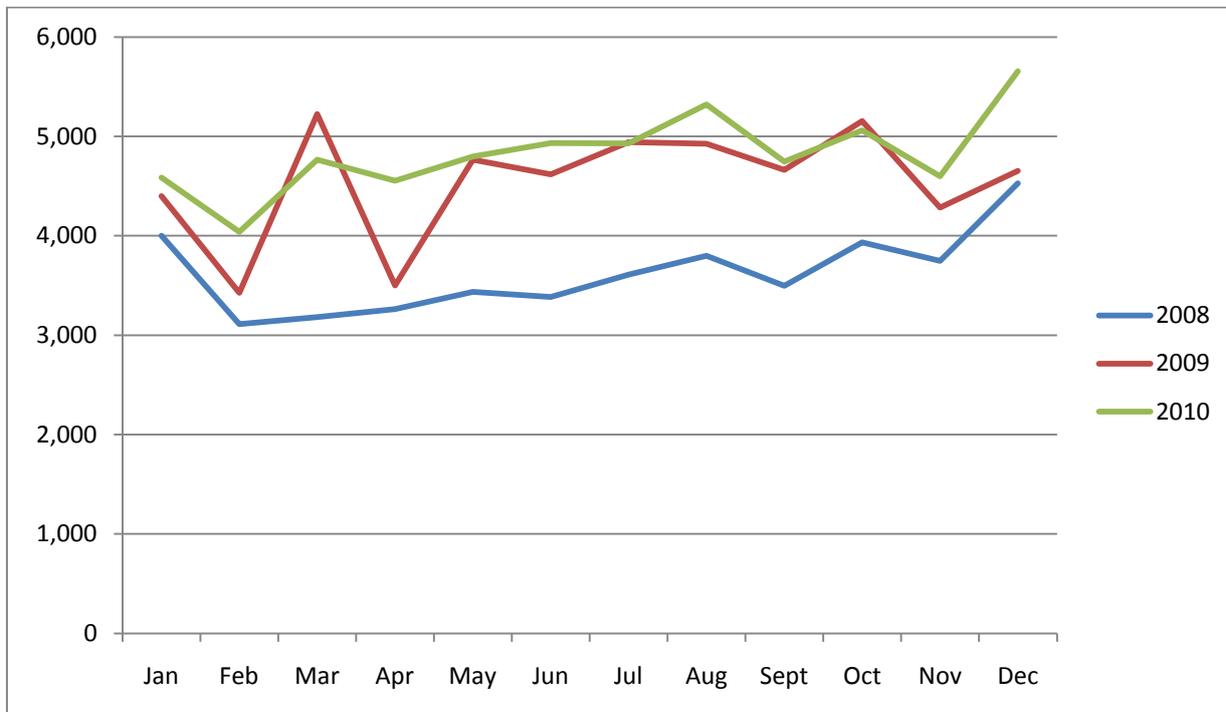


Figure 4: Distribution of GFD to Refugees 2008- 2010 in Daadab Camp (Total Tonnage)



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WFP		Food and Nutrition Handbook
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List of Acronyms

ART	Anti-retroviral therapy
ASAL	Arid and Semi Arid Lands
ASDS	Agricultural Sector Development Strategy
BMI	Body Mass Index
CAADP	Comprehensive African Agriculture Development Programme
CO	Country Office
CP	Country Programme
CPAP	Country Programme Action Plan
CPE	Country Portfolio Evaluation
CRS	Catholic Relief Service
CS	Country Strategy
CSB	Corn Soil Blend
DDP	District Development Plans
DFID	UK Department For International Development
DHS	Demographic Household Survey
DMTF	Disaster Management task force
DPSC	District Project Steering Committees
DRA	Department of Refugee Affairs
DRR	Disaster Risk Reduction
DSG	District Steering Group
EAC	East African Community
EDCG	Education Donor Coordination Group
EDPRS	Economic Development and Poverty Reduction Strategy
ESFP	Expanded School Feeding Programme
FAO	Food and Agriculture Organization
FBP	Food by Prescription Programme
FEWSnet	Food Early Warning Network
FFA	Food For Asset
FFT	Food For Training
FFW	Food For Work
FPE	Free Primary Education
GER	Gross Enrolment Rate
GFD	General Food Distribution
GoK	Government of Kenya
HGSFP	Home Grown School Feeding Programme
HIV	Human immunodeficiency virus
HSNP	Hunger Safety Net Programme
HSSP	Health Sector Strategic Plan
IMAM	Integrated Management of Malnutrition
IYCF	Infant and young child feeding
JAM	Joint Assessment Mission
JICA	Japan International Cooperation Agency
KAIS	Kenya Aids Indicator Survey
KDHA	Kenya Demographic Household Survey

KESSP	Kenya Education Sector Support Programme
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
KNASP	Kenya National AIDS Strategic Plan
LTSH	Land Transport, Storage and Handling
LWH	Land Husbandry, Water Harvesting, Hillside Irrigation project
MAM	moderate acute malnutrition
MARP	Most At Risk Population
MCH	maternal and child health
MCHC	maternal and child health centres
MCHN	maternal and child health & nutrition
MoGCSD	Ministry of Gender, Children and Social Development
MoH	Ministry of Health
MoPHS	Ministry of Public Health Services
MoU	Memorandum of Understanding
MUAC	Mid-Upper Arm Circumference
NER	Net Enrolment Rate
NHSSP	National Health Sector Strategic Plan
NIACC	Nutrition Inter Agency Coordination Committee
NS	National Surveys
OTP	Outpatient Therapeutic Programme
OVC	orphans and vulnerable children
P4P	Purchase for Progress
PCR	Primary Completion Rate
PD	Project document
PDM	Post Distribution Monitoring
PEPFAR	President's Emergency Plan for AIDS Relief (US)
PLHIV	People Living with HIV/AIDS
PMTCT	Prevention of Mother to Child Transmission (of HIV/AIDS)
PRRO	Protracted Relief and Recovery Operations
SAM	severe acute malnutrition
SFP	Supplementary Feeding Programme
SO	Strategic Objectives
SPR	Standard Project Report
TB	Tuberculosis
TOR	Terms of reference
UNDAF	United Nations Development Action Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government
VAM	Vulnerability Assessment Monitoring
WHO	World Health Organization
WV	World Vision
WVI	World Vision International

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