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**Executive Board  
Second Regular Session**

**Rome, 14–17 November 2011**

## **EVALUATION REPORTS**

### *Agenda item 6*

*For consideration*



Distribution: GENERAL  
**WFP/EB.2/2011/6-D**  
7 October 2011  
ORIGINAL: ENGLISH

## **SUMMARY EVALUATION REPORT – KENYA COUNTRY PORTFOLIO**

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Officer in Charge, OE\*: Ms S. Burrows tel.: 066513- 2519

Evaluation Officer, OE: Ms C. Conan tel.: 066513-3480

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms I. Carpitella, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

\* Office of Evaluation

## EXECUTIVE SUMMARY

This report evaluates the WFP portfolio in Kenya, comprising nine operations conducted between 2006 and 2010. It focuses on three issues: i) the portfolio's strategic alignment; ii) strategic choices; and iii) performance and results.

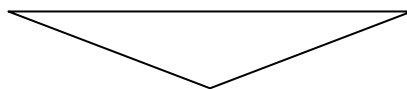
The portfolio is fully aligned with WFP's Strategic Objectives, and the country office has taken steps to shift to food assistance by moving to a multi-delivery mechanism approach mixing cash, vouchers and food. The portfolio is also well aligned with the population's needs and with government policies; regular dialogue ensures that WFP activities are fully coordinated with those of the relevant government agency or department. WFP is a member of several influential committees where policy is discussed and decided and has been well positioned to influence the hunger and development agendas. At the district level, however, alignment with district development plans is poor, and an apparent lack of coordination implies that synergies with partners are not always actively pursued or achieved.

WFP's programme choices, targeting and operational decisions have been influenced by external events, WFP corporate developments and the results of analytical work; the country office has solid assessment capacity, including expertise in technical areas, monitoring and evaluation and vulnerability analysis and mapping.

The portfolio performed well. About 80 percent of the planned tonnage was delivered, reaching between 4 and 6.6 million beneficiaries annually, with needs fluctuating as a result of droughts, post-election violence and high food prices. The portfolio has focused on relief interventions, with general food distributions and emergency nutrition contributing to saving lives and reducing malnutrition levels. The recent emphasis on food for assets has facilitated access to food while strengthening recipients' livelihoods and enhancing recovery efforts. Among development activities, the school feeding programme has been successful in encouraging enrolment and attendance and building the capacity of government counterparts as they prepare to take over part of the programme. The small-scale but widespread and diverse HIV activities have suffered from design issues and have been less successful, except for the long-standing prevention activities.

The evaluation recommendations focus on shifting further towards food assistance modalities and working more closely with district development committees. Sectoral recommendations are also provided.

## DRAFT DECISION\*



The Board takes note of “Summary Evaluation Report — Kenya Country Portfolio” (WFP/EB.2/2011/6-D) and the management response in WFP/EB.2/2011/6-D/Add.1 and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## BACKGROUND

### Evaluation Features

1. This report presents the findings of the country portfolio evaluation of WFP activities in Kenya between 2006 and 2010. The evaluation's objectives were to: i) assess the performance and results of WFP's portfolio (accountability); and ii) support learning by generating evidence-based analysis of and insights into the way the portfolio and its operations have been planned and managed.
2. The evaluation focuses on three issues: i) the portfolio's strategic alignment; ii) strategic choices; and iii) performance and results. It was timed so that its findings could be used for formulation of the country office's country strategy document and for the United Nations Development Assistance Framework (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. Fieldwork took place in March 2011.

### Context

4. Kenya's population has tripled over the last 30 years, to 38.2 million people, of whom 80 percent live in rural areas. It is divided into five broad livelihood zones: i) pastoral areas in arid lands; ii) marginal agricultural areas in the southeastern coastal lowlands and lakeshore areas; iii) agropastoral areas; iv) high-potential mixed farming areas in the highlands; and v) high-potential areas, commonly referred to as Kenya's "grain basket". The economy is based on agriculture and livestock, with about 80 percent 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 has suffered from three major droughts in the last six years, decimating grain production on semi-arid lands and diminishing the productivity of rangelands.
5. Kenya's economy is the largest and most diversified in the East Africa region. Despite significant recent growth in gross domestic product, 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 last six years and 7.5 million people live in extreme poverty. Kenya is classified as a low-income, food-deficit country, ranking 128<sup>th</sup> out of 169 on the United Nations Development Programme (UNDP) 2010 human development index.
6. The ASALs host about 50 percent of the population and, together with informal urban settlements, are foci of vulnerability, poverty and food insecurity. About 70 percent of households in arid lands, more than half of those in semi-arid lands, and 70 percent of urban slum dwellers fail to meet their daily food requirements. Poverty is the major cause of food insecurity, exacerbated by frequent droughts and floods, inefficient food distribution and marketing systems, population growth, and AIDS.
7. Nutrition levels show a deteriorating trend, and HIV prevalence stood at 6.3 percent in 2008–2009. In 2007, 1.42 million people were living with HIV, and it was estimated that 1.8 million children had been orphaned by AIDS.

8. Following the introduction of free primary education in 2003, the net enrolment rate increased from 77 percent in 2002 to nearly 90 percent in 2007. However, nearly a million children of primary school age remain out of school. In arid districts, only one-third of the 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, where 380,000 people were living at the time of this evaluation. The 2006 Refugees Act prohibits refugees from engaging in agriculture or economic activities outside the camps, making them dependent on humanitarian assistance. There are limited opportunities for durable solutions based on repatriation or resettlement in a third country.
10. In ASAL areas, the Government is focusing on building resilient pastoralist livelihoods through investments in recovery and long-term transformation; 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. Through their support to the Strategy for Food Security and Nutrition, the Revitalization of Agriculture programme and the National Policy for the Sustainable Development of the ASAL as the framework for recovery interventions, donors and United Nations agencies are promoting government strategies to address hunger and poverty. This support is described in the following paragraphs.
11. Under the 2009–2013 UNDAF, the United Nations country team (UNCT) promotes good governance, emergency response, sustainable livelihoods, enhanced environmental management and response to climate change. Through the Government/United Nations Horn of Africa Initiative, UNCTs in the region have analysed the causes of food insecurity and outlined strategies for the progression from relief to recovery to development.
12. The European Commission's Drought Management Initiative (DMI) contributes to increasing the effectiveness and efficiency of drought management. The United States Agency for International Development (USAID) contingency mechanism consists of famine prevention funds and the Regional Enhanced Livelihoods in Pastoral Areas project, which aim to bridge the gap between emergency relief and economic development.
13. The United Kingdom's Department for International Development (DFID) has started a ten-year Hunger Safety Net Programme (HSNP) supporting the establishment of a Government-led social protection system to deliver long-term, guaranteed cash. The World Bank provides credit for the Government's Arid Lands Resource Management Project, a community-based drought-management project aimed at enhancing food security.

## **WFP Portfolio**

14. During the period 2006–2010, WFP implemented nine operations: two country programmes (CPs), four protracted relief and recovery operations (PRROs), two emergency operations (EMOPs) and one special operation.
15. The portfolio's main activities include general food distributions (GFDs); food for education; supplementary nutrition, including supplementary feeding programmes (SFPs) and mother-and-child health and nutrition; food for assets (FFA); and HIV/AIDS activities for prevention, support to anti-retroviral therapy (ART) and assistance to orphans and other vulnerable children. Cash and vouchers have recently replaced older transfer modalities for some activities. Activities take place in pastoralist/agropastoralist and marginal agricultural zones, including some urban centres in these areas.

16. With a total budget of US\$1.6 billion, this is a large portfolio for WFP. Of this total, 63 percent is for emergency and recovery activities for Kenyans, 13 percent for development activities, and 24 percent for relief and recovery for refugees. The portfolio's main donors have been the United States of America, Directorate-General for Humanitarian Aid and Civil Protection (ECHO), the United Kingdom and Japan International Cooperation Agency (JICA). Its partners have included the Government of Kenya and more than 60 NGOs.

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## PERFORMANCE HIGHLIGHTS

### Alignment and Strategic Positioning

17. The portfolio's objectives are fully aligned with WFP's Strategic Objectives, and the country office has taken steps to shift to food assistance by introducing new delivery modalities. A voucher programme has been initiated, cash transfers have been mainstreamed into food for assets (FFA) in marginal agricultural areas, and a Purchase for Progress (P4P) initiative was launched at the end of 2009. This use of multi-delivery mechanisms mixing cash, vouchers and food is congruent with the aim of increasing the number of local donors, and permits a more flexible approach to emergency, transition and development. However, although the portfolio has been managed in accordance with corporate policies, it does not yet reflect the recent increasing focus on preventing 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 population's needs and the Government's policies, and is appropriate to national priorities and processes. By taking steps to align the portfolio's objectives with government priorities, WFP has proved to be a reliable and resilient partner in supporting the Government's achievement of Vision 2030, the economic recovery programme and relevant sector policies, notably in agriculture, health, education and disaster preparedness. Regular dialogue ensures that WFP activities are fully coordinated with those of the relevant government agency or department.
19. For example, design of the current PRRO followed a consensus-building process led by the Government. Compared with past EMOPs, the resulting operation has a broader focus on rebuilding livelihoods and enhancing resilience to shocks, while strengthening drought preparedness in ASALs and marginal agricultural zones, notably by increasing FFA activities and piloting a voucher programme that enables pastoralists to migrate without jeopardizing their access to food rations. The PRRO is thus fully aligned with the 2007 national policy for the sustainable development of ASALs, which addresses decades of neglect and recognizes pastoralism as a viable livelihood.
20. Similar efforts have gone towards ensuring coherent objectives in the education sector. Harmonization has been increased through the preparation of joint action plans that delineate the respective responsibilities of WFP and the Government. Through membership of the Education Working Group, WFP has positioned itself as a strategic partner of the Government by contributing to the development and implementation of a gradual hand-over strategy, including setting up the Home-Grown School Feeding Programme (HGSFP) and providing capacity development to Ministry of Education counterparts.
21. The portfolio's nutrition and HIV objectives are convergent with government priorities, but alignment could be enhanced by a greater focus on the underlying causes of chronic malnutrition and on HIV prevention in addition to support to the wellness centres – even

though HIV prevention is not central to the WFP Strategic Plan or to the new WFP policy on HIV and AIDS. Support to the Government's refugee processes is ongoing, but alignment is difficult because of the absence of a government policy on refugees.

22. WFP works not only with the Government but also often within government processes and structures, and it is a member of several influential committees where policy is discussed and decided. This puts WFP in a strong position to influence the hunger and development agenda, although greater effort is needed to make its participation in nutrition and health coordination committees more effective. WFP has a significant role in supporting and influencing policy at the national level.
23. For example, following the post-election violence, WFP responded swiftly 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 co-chair of the Kenya Food Security Meeting (KFSSM) and the Kenya Food Security Steering Group (KFSSG), which play a pivotal role in determining the depth and intensity of an emergency and agreeing a proportionate response. Continuous dialogue among the county office, senior government officials, donors, other United Nations agencies and civil society has allowed rapid and flexible reaction to policy changes or the onset of natural disaster.
25. While alignment with and contribution to national policies have generally been good, at the district level, alignment with district development plans is poor, mainly because emergency District Steering Groups (DSGs) have overshadowed the district development planning process, as it is easier to mobilize funding and other resources for emergency situations than for development. WFP plans have not been integrated into district development plans, and this has compromised the district development process. This is particularly serious because food aid has become increasingly politicized over the years, and some DSGs have succumbed to political influence, resulting in relief attracting far more attention than development and rendering WFP vulnerable to political pressure.
26. The WFP portfolio is aligned with the UNDAF and plays an increasing role in its development. Overall alignment with the sector investment priorities of development partners has been good, although linkages to these programmes have been slow to develop, particularly regarding the European Commission's DMI and DFID's HSNP.
27. WFP's operational capacity, geographic reach and ability and willingness to support synergies with government policies and programmes make it a strategic partner for non-governmental organizations (NGOs), the United Nations and donors. Although coordination with these entities was found to be effective, it could be improved, notably through the revitalization of district development processes. The apparent lack of coordination at the district level implies that synergies across activities are not always actively pursued or achieved.

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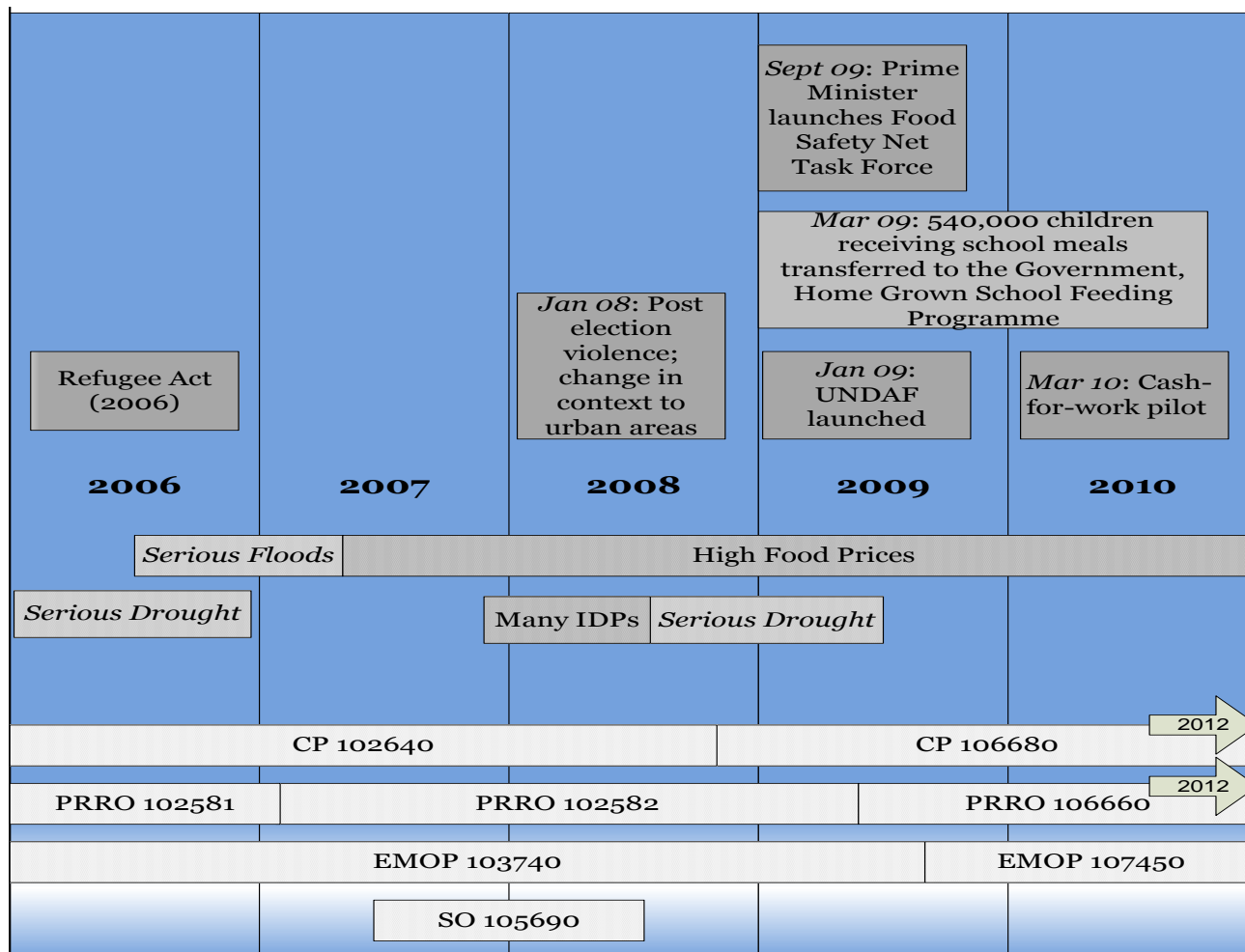
## MAKING STRATEGIC CHOICES

28. External events and corporate developments within WFP influenced the programme choices that shaped the portfolio over the review period (Figure 1). For example, the combination of prolonged droughts in 2006/07, 2008/09 and 2009/10, high food and fuel prices, and below-normal staple food production, exacerbated by displacement following the disputed 2007 elections, led WFP to scale up operations and introduce new food assistance tools. This was supported by the country office's innovation unit, created in



2008 to provide a structure for the piloting and evaluation of new initiatives. In particular, WFP: i) introduced cash transfers for targeted food-insecure families in the Mathare slums of Nairobi; ii) launched a short EMOP (July 2008 to March 2009); iii) scaled up school feeding in the most affected semi-arid areas and urban slums of Mombasa and Nairobi, providing about 650,000 hot lunches every school day; and iv) extended coverage of the school feeding programme into the August 2009 holidays.

**Figure 1: Time-line of significant events 2006–2010**



29. To a large extent, programme choices, targeting and operational decisions were driven by the results of analytical work, including twice-yearly assessments, periodic food security monitoring and alerts, monthly food security updates, joint assessment missions for refugee assistance, and internal or external reviews of programmes and activities. The country office has solid assessment capacity, with expertise in technical areas, monitoring and evaluation and vulnerability analysis and mapping.

30. WFP has made good use of assessments of the long and short rains, conducted within the KFSSG and KFSM processes. These provide a sound basis for the effective planning and implementation of operations, despite growing concerns that the assessment process is at risk of political interference. During emergencies – particularly drought – needs are reviewed jointly by WFP and the Government, to identify the most affected pockets to be provided with assistance and, more generally, to decide whether to withdraw or continue assistance. As districts are re-targeted twice a year, WFP has reacted quickly to emergent droughts and has remained focused on areas of critical need. It has also been instrumental

in initiating, developing capacity for and conducting the first comprehensive urban food security and nutrition baseline assessment in Kenya.

31. The assessments and related analytical work – other partners’ surveys and data sources – have led the Ministry of Education, with WFP support, to revise the targeting methodology used to identify districts and schools for prioritization in school feeding activities, thereby ensuring that the limited resources available continue to reach the most vulnerable. However, more work will be required to strengthen the linkages between nutrition data and analysis and programme design, to make programmes more compliant with the district development process and to improve the quality of data for geographical targeting of the HIV programme, which is currently based on multiple criteria.

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## PERFORMANCE AND RESULTS

### Relevance

32. The portfolio activities were found relevant and appropriate to the population’s needs. The school feeding programme was particularly relevant, as 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 with increased reliance on FFA has allowed the assets to be created in line with the demands of recipient communities. The cash-for-assets (CFA) programme was also found to be relevant and to respond well to the needs of recipients, who had the possibility of deciding what to buy.
34. Relevance of the emergency nutrition programme, which focuses primarily on drought-affected districts with very high global acute malnutrition (GAM) rates, and the HIV/AIDS programme could be improved, but the wellness centres were found to be highly relevant. Nutrition programmes have failed to address the underlying causes of chronic malnutrition and stunting, and flaws were identified in the HIV/AIDS programme design.

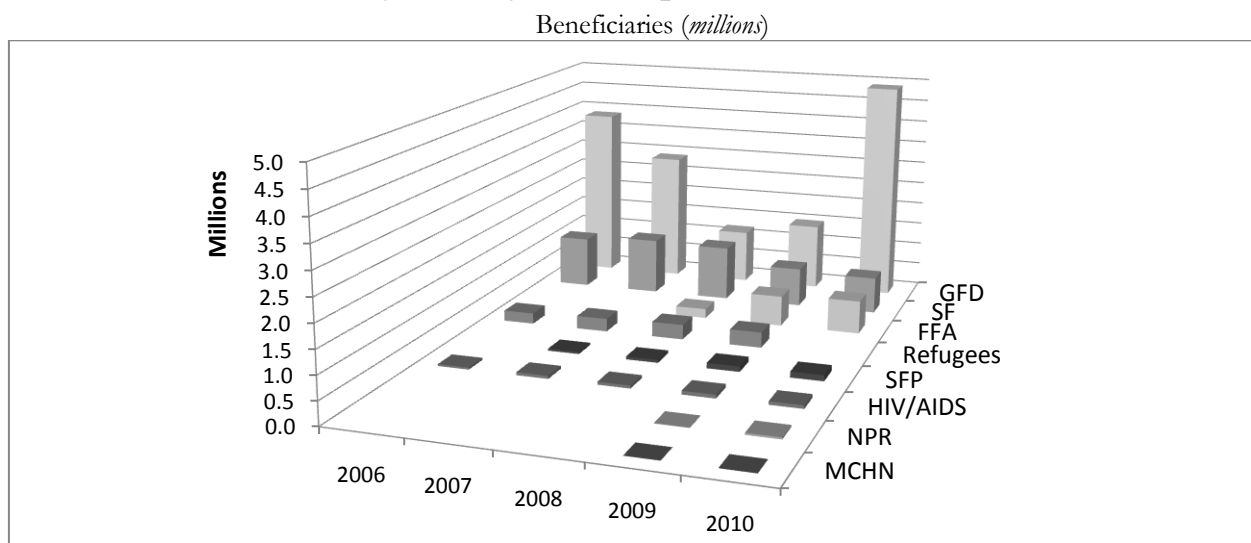
### Effectiveness

35. Over the evaluation period, donors’ contributions covered 77 percent of the portfolio’s budget requirements. On average, EMOPs were funded at 95 percent, CPs at 75 percent and PRROs for refugees at 74 percent, forcing the country office to resort to the Immediate Response Account for loans, which have not yet been fully repaid because of continuing budget constraints. The 2009–2012 PRRO for protecting and rebuilding livelihoods in the arid and semi-arid areas of Kenya has the highest budget of any operation in the portfolio, at more than US\$500,000; so far it has received 63 percent of this amount.
36. The United States of America has been the largest contributor by far, leading to the dominance of one donor rather than a more diversified spectrum of donors. Kenya’s significant in-kind contributions of maize from its Strategic Grain Reserve are valued at more than US\$32 million.
37. Figure 2 shows the numbers of beneficiaries served and the tonnages delivered, by activity. On average, 79 percent of the planned tonnage was delivered, with variations among operations and activities. While no major pipeline breaks were observed for refugee operations, there have been severe shortfalls in the non-refugee pipeline, particularly in

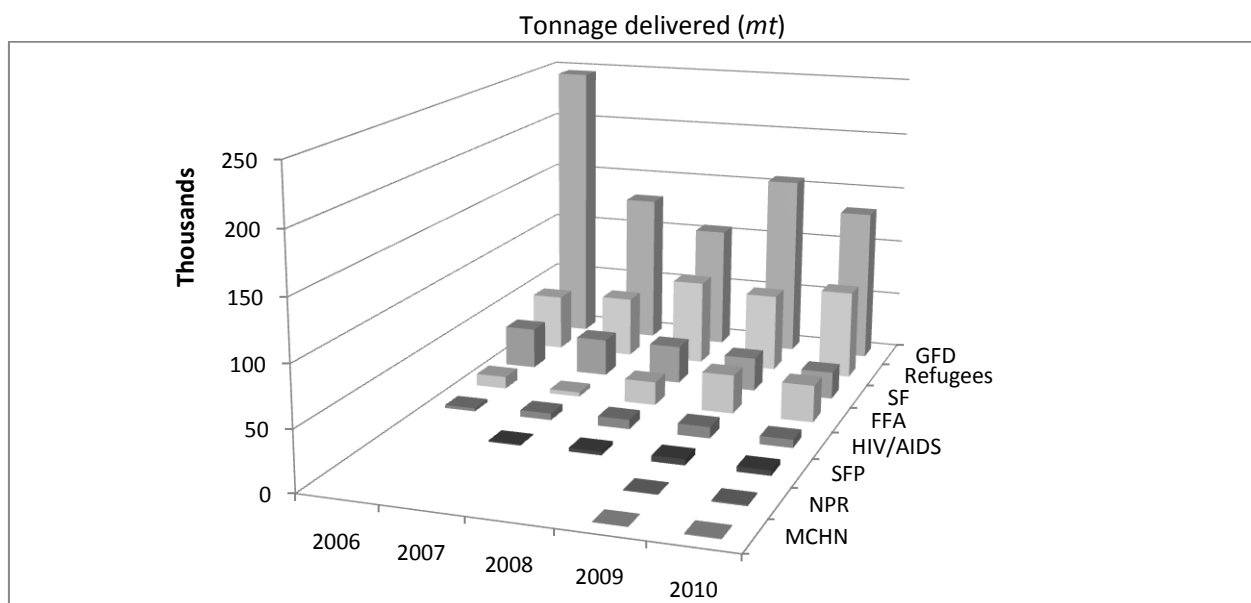
Turkana, where food distributions have frequently been missed owing partly to logistical challenges; one partner reported that 10 of the past 15 cycles had been missed.

38. Overall, the number of beneficiaries reached has exceeded 100 percent of planned, demonstrating good performance. The total number of beneficiaries varied between 4 million in 2008 to more than 6.6 million in 2009, with the onset of the 2009/10 drought. At all times throughout the evaluation period, WFP was assisting between 10 and 17 percent of Kenya’s population.

**Figure 2: Trends of beneficiaries and tonnages delivered by activity across operations, 2006–2010**



GFD: general food distribution    SF: school feeding    FFA: food for assets    SFP: supplementary feeding programme  
 NPR: nutrition protection ration    MCHN: mother-and-child health and nutrition



39. **Relief.** GFD consistently had the highest tonnage, at 58 percent of the total, and beneficiary figures exceeded those planned, reaching 101 percent of men/boys and 105 percent of women/girls, which reflected the high priority placed on life-saving

objectives. Coverage was expanded and peaked during droughts and the period of post-election violence.

40. The recent pilot to replace GFD with a voucher programme allows a better response to the needs of migrating pastoral communities. This programme is a first step towards a market-based response to the shocks that affect communities' food security because it explores mechanisms for substituting externally supplied commodities with locally produced protein-rich foods sourced from local traders. For example, the vouchers distributed in Turkana and Wajir were for fish and goat meat as local substitutes for WFP beans. The potential for associated cash injections into fishing and goat rearing communities makes this an interesting and appropriate variation. More generally, substantial cash injections are likely to have significant impacts on market and trade development in the targeted area: shopkeepers and local traders recorded increased turnover and income and improved access to credit in kind and in cash. It is likely that the presence of more traders will increase competition among transporters, ultimately reducing transportation costs.
41. Approximately 95 percent of planned SFP beneficiaries were reached, and the emergency nutrition programme focused on the most drought-affected districts with high GAM rates. However SFP coverage was low during the 2006 drought, and the 2009 drought response was not scaled up until 2010. While SFP clearly contributed to reducing malnutrition in the communities reached – notably for children under 5 and pregnant and lactating women – the lack of rigorous outcome and impact monitoring limits a thorough assessment of its contribution.
42. The Expanded School Feeding Programme (ESFP) was designed to provide short-term assistance to offset the negative impact of drought on schooling. ESFP has generally succeeded in preventing drop-outs and keeping children in school during drought periods, and also provided incentives for new enrolments, but these trends were reversed when the assistance was discontinued.
43. Overall, WFP's relief activities in Kenya have provided critical humanitarian support. GFD activities have saved lives and significantly reduced the very high GAM rates that followed the droughts of 2006 and 2009, reflecting the effectiveness of the GFD intervention supported by emergency nutrition programmes. However, rising food prices and declining donor funding might make it increasingly difficult to meet future demands, and WFP will have to consider strong advocacy with the Government on implementing the ASAL policy, and the adoption of tighter targeting criteria for GFD.
44. **Recovery.** FFA became more prominent over the evaluation period, and the number of beneficiaries increased from 207,300 in 2008 to 726,400 in 2010. FFA has proved to be an effective means of facilitating access to food while strengthening recipients' livelihoods.
45. In line with government policy, the FFA programme has built community assets. While the assets actually created are well below the figures planned, the activities have nonetheless contributed to conserving 38,493 ha, restoring 343 irrigation systems, repairing 194 km of feeder roads and producing 170,000 tree seedlings. Although projects were selected by the communities, there has been a strong focus on crop production even though livestock is the principal livelihood in arid and semi-arid areas.
46. The assets created serve to: i) reduce the distances that beneficiaries and animals need to travel to reach water; ii) improve soil texture and moisture retention; iii) increase crop yields; and iv) link remote locations to nearby markets, although seasonal assessments continue to report that recurring droughts are eroding the ability of pastoralists and

marginal agricultural farmers to meet basic food needs. Community cohesion has been strengthened.

47. The introduction of cash for assets (CFA) in marginal agricultural areas includes a mechanism for switching back to FFA in the event of price inflation, and beneficiaries are fully supportive of this concept.
48. Food for assets has entailed higher costs per metric ton than GFD, with higher administrative, technical assistance, monitoring and evaluation costs, despite savings on logistics in the case of CFA. Although the assets created are considered an investment and may in the long run help mitigate the effects of droughts and reduce the need for food aid, the inherent bias against remote pastoral communities may reduce their effectiveness, which would be strengthened if greater attention is paid to pastoral grazing patterns rather than settled cultivators. Efforts are also needed to improve the balance between accessible and remote communities and to limit the frequent pipeline breaks, which were reportedly owing to partners' challenges.
49. Food for assets and CFA have been less susceptible to political interference than GFD because beneficiaries work for the food, so it cannot be presented as a free gift from local politicians. However, the use of a single NGO for the FFA activities in each district is undesirable.
50. **Development.** A full 95 percent of planned school feeding beneficiaries were reached, and school feeding had the strongest government ownership and the second highest number of beneficiaries, after GFD. However, beneficiary figures are seeing a downward trend, declining from 1.2 million in 2008 to 860,000 in 2010. This is a consequence of high food prices and hand-over to the Government of responsibility for 540,000 schoolchildren, through the HGSFP.
51. 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 percent. In Garissa district, where 100 percent of schools are covered, enrolment increased by 24.6 percent, from 17,100 in 2008 to 21,100 in 2010. Discussions with teachers revealed a positive effect of the school meals on pupils' attentiveness and cognitive and learning abilities. However, the evaluation team noted that many schools have a severe water problem, which has occasionally led to failure to prepare 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 disorders.
52. As part of a longer-term capacity development strategy, notably for the HGSFP, ongoing training and technical support for Ministry of Education staff is having some impact.
53. The HIV/AIDS programme is technically complicated and geographically widely spread, making management difficult and the maintenance of cost efficiency challenging. Field offices therefore concentrate more on logistics and distribution reporting than on managing the technical issues. While the wellness centre programme has been very successful and is having a good impact in terms of HIV prevention, the effectiveness of other HIV programmes is compromised, primarily because of design issues and relevance; for example, the programmes for improving ART adherence and increasing school attendance seem to generate limited added value. Generally, little information is available on output and outcome indicators for HIV programmes.
54. **Refugee assistance.** In both refugee camps, WFP works well with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations

Children's Fund (UNICEF), and relations with 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 provided a full ration to all registered refugees. The efficiency of the refugee operation was enhanced by the development of new corridors and the opening of food ration transportation to all transporters; transport costs have come down as a result.

55. Together with complementary services from partners, WFP assistance has clearly contributed to reducing malnutrition from above emergency levels in 2006 to GAM rates of less than 10 percent in both camps by 2010, while rates rose among the host population. However, despite refugee verification and discussions among the Department of Refugee Affairs, United Nations agencies, donors and partners, verifying the refugee status of ration recipients remains a concern. The absence of biometric identification currently compromises the effectiveness of food aid.
56. School feeding in the camps helped to increase enrolment by nearly 8 percent during the evaluation period, despite the gradual closure of schools in Kakuma camp from 2008, to encourage return to the Sudan. The ratio of girls to boys enrolled increased, notably because the provision of take-home rations improved, and attendance rates were good.
57. There have been severe environmental impacts on areas surrounding the camps, mainly owing to the limited distribution of firewood, at less than 30 percent of requirements, and decreasing levels of groundwater. Although these issues are the responsibility of partners, they affect the effectiveness of WFP's food aid efforts, as refugees are collecting and purchasing firewood from outside the camps, causing severe environmental degradation.
58. **Sustainability.** In the FFA sites visited, ownership of the assets created appears to be strong, and communities are involved in planning and managing the assets, thus contributing to sustainability. As some of the assets created are for complementary livelihoods, such as watermelon production, rather than core livelihoods (livestock), it remains to be seen whether cultivation – which unlike livestock cannot follow the rains – will receive community investment once the food aid component of FFA has ceased.
59. As a consequence of funding shortfalls and the ensuing transfer in 2009 of 540,000 children to the HGSFP, the school feeding programme now has an agreed hand-over strategy, with 50,000 children per year to be transferred to the government programme. The proposed hand-over is entirely appropriate, but continued donor support appears to be required, including continued capacity development for the school head teachers managing the HGSFP.
60. Although it is a major achievement that the Integrated Management of Malnutrition programme is now standard practice, food for the programme still depends entirely on external inputs from WFP and UNICEF, which limits its sustainability. The current lack of hand-over strategy, or graduation to other programmes, for HIV assistance has been recognized, and the HIV/AIDS programme is committed to developing greater sustainability among beneficiaries.

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## RECOMMENDATIONS

61. **Recommendation 1:** As the country office adopts changes in line with the corporate shift to food assistance, it is recommended that it:
  - i) regularly review budget allocations in light of changing priorities, with a view to limiting the share of the portfolio dedicated to GFD; and

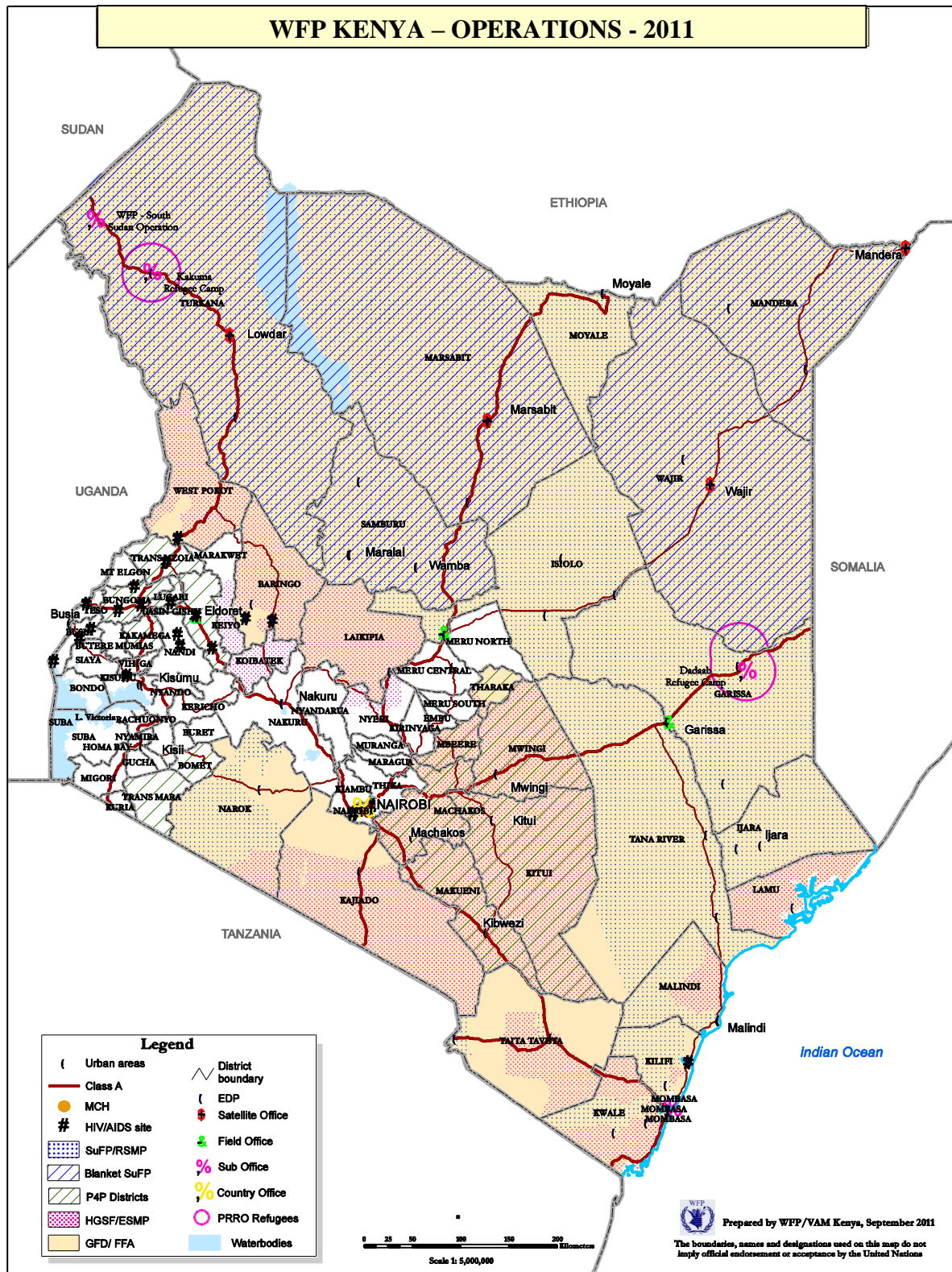


- ii) develop further and expand some of the excellent innovations already piloted, and scale up its innovation unit to meet the demand for a more flexible approach to food security, particularly if an urban component is added to the programme.
62. **Recommendation 2:** Under the revised national constitution, new governance structures will be established to address the balance between emergency (DSGs) and development (district development committees). It is recommended that WFP seeks to align DSG planning more closely with the ongoing district planning process by emphasizing the supremacy of district development committees and that DSGs and emergency planning are an essential part of the process. District development plans must provide a continuum into which DSGs and emergency processes fit.
63. **Recommendation 3:** With respect to GFD, the country office should:
- i) review the number of GFD beneficiaries and consider GFD as an emergency response of last resort, when the mitigation and response strategies embedded in longer-term recovery and transitional development strategies have been exhausted; and
  - ii) continue to utilize vouchers or smart cards as a means of facilitating access to food in pastoral areas – as vouchers and cards are more appropriate to pastoral livelihoods than GFD – and develop further the approach to and coverage of vouchers and cards, in conjunction with donors and other partners.
64. **Recommendation 4:** With respect to FFA, the country office should:
- i) continue to move away from GFD towards FFA, where circumstances permit and depending on the community's vulnerability, to be ascertained through a field-level review;
  - ii) allow a variety of organizations, including community-based ones, to carry out complementary FFA roles in a given area, based on their comparative advantages; if found reliable, the country office should promote the long-term development of these organizations and their roles; and
  - iii) forge, develop and operationalize a stronger partnership with the Food and Agriculture Organization of the United Nations (FAO), to enhance the technical triangulation of FFA, notably on agricultural and livestock issues.
65. **Recommendation 5:** With respect to school feeding, the country office should:
- i) explore higher-level institutional collaboration on issues related to water and hygiene, which – although outside WFP's mandate – are critical to 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 in the school feeding programme;
  - ii) with the Ministry of Education, mount monitoring missions and, resources permitting, awareness campaigns to ensure that high hygiene standards are maintained throughout the school meal process, and consider further capacity development in this; and
  - iii) rethink the ESFP modalities, to avoid creating long-term expectations among communities and damaging the credibility of WFP and the Ministry of Education when assistance ends.
66. **Recommendation 6:** With respect to nutrition, the country office should:
- i) continue to support the Government with food and capacity development for the implementation of supplementary feeding of malnourished children, as a component

- of the Integrated Management of Malnutrition programme, and implement the decision to include households with moderately malnourished children in GFD;
- ii) explore ways of engaging in more preventive nutrition activities targeting children from the womb to 2 years of age by: i) linking up with the new High-Impact Nutrition Interventions initiative led by UNICEF and the Government of Kenya; and ii) piloting innovative urban interventions in the slums;
  - iii) integrate its nutrition contributions into the Annual Operational Plan and Budget of the Ministry of Public Health Services; and
  - iv) increase its senior nutrition capacity to enable more active participation in related fora and in the development of policies and guidelines, and encourage investments in improving the quality of malnutrition prevalence data at the district level, such as through a pilot to establish the monitoring of Ministry of Public Health Services sentinel sites linked to the early warning system run by DSGs in the ASALs.
67. **Recommendation 7:** With respect to HIV/AIDS, the country office should:
- i) continue to support wellness centres along the main transport corridors, targeting truck drivers and sex workers with preventive messages and voluntary counselling and testing facilities; enhance the mainstreaming of HIV prevention, for example, by collaborating with the National AIDS and Sexually Transmitted Diseases Control Programme on the formulation of key messages for communication at the community level; and ensure that beneficiaries of all activities are reached.
  - ii) focus on filling gaps in coverage until full roll-out of the United States President's Emergency Plan for AIDS Relief (PEPFAR) Food by Prescription programme for people living with HIV on ART, and consider providing food by prescription for people living with HIV on tuberculosis treatment, who are not covered by PEPFAR; and
  - iii) focus on supporting food-insecure HIV-affected households through sustainable safety nets with clear hand-over strategies, such as through FFA; there is a need to move away from rations providing 50 percent of minimum daily requirements, which are already in their eighth year in some locations, but care should be taken to ensure alignment with the new WFP HIV/AIDS policy.
68. **Recommendation 8:** With respect to assistance to refugees, it is recommended that the country office advances the biometric identification process 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



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

## ACRONYMS USED IN THE DOCUMENT

ART	anti-retroviral therapy
ASAL	arid and semi-arid land
CFA	cash for assets
CP	country programme
DFID	Department for International Development (United Kingdom)
DMI	Drought Management Initiative (European Commission)
DSG	District Steering Group
ECHO	Directorate-General for Humanitarian Aid and Civil Protection
EMOP	emergency operation
ESFP	Expanded School Feeding Programme
ESMP	Emergency School Meals Programme
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
GAM	global acute malnutrition
GFD	general food distribution
HGSFP	Home-Grown School Feeding Programme
HSNP	Hunger Safety Net Programme (United Kingdom Department for International Development)
JICA	Japan International Cooperation Agency
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
MCHN	mother-and-child health and nutrition
NGO	non-governmental organization
NPR	nutrition protection ration
P4P	Purchase for Progress
PEPFAR	President's Emergency Plan for AIDS Relief (United States)
PRRO	protracted relief and recovery operation
RSMP	Regular School Meals Programme
SFP	supplementary feeding programme
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development