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**Executive Board  
First Regular Session**

**Rome, 9–10 February 2015**

## PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 7

*For approval*



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## PROTRACTED RELIEF AND RECOVERY OPERATIONS— KENYA 200736

### Bridging Relief and Resilience in the Arid and Semi-Arid Lands

Number of beneficiaries	1.3 million (yearly maximum)
Duration of project	3 years (1 May 2015–30 April 2018)
Gender marker code*	2A
WFP food tonnage	204,461 mt
<b>Cost (United States dollars)</b>	
Food and related costs	197,172,957
Cash and related costs	81,701,489
Capacity development and augmentation	961,902
Total cost to WFP	343,492,548

\* <https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

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

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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

## EXECUTIVE SUMMARY

Food insecurity is a continuing challenge in Kenya. The main drivers are weather shocks, high food and fuel prices, conflicts over resources, and crop and livestock diseases. Kenya's arid and semi-arid lands are at high risk of severe drought, which has severe impact as a result of their low adaptive capacity. Livelihoods, nutrition and health in these areas remain precarious.

This protracted relief and recovery operation will support fundamental policy shifts in Kenya. Since Kenya has attained lower-middle-income status, greater government commitment to address food and nutrition insecurity is anticipated and devolution of many central functions to new county governments should enhance accountability. But it will be some time before new structures reach full capacity to prevent and respond to food emergencies.

The operation focuses on: i) harmonizing relief and nutrition support with emerging government safety nets, including nutrition interventions; ii) building the capacities of county governments to provide emergency assistance; and iii) enhancing partnerships to build resilience, increase sustainability and prepare for hand-over.

The number of people receiving WFP general food distributions is expected to decrease significantly. Most acutely food-insecure households will be transitioned from general food distribution to resilience-building. Through partnerships with the Government, the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, the World Bank and others, WFP will also begin to graduate beneficiaries from resilience activities. For relief and resilience, WFP will scale-up cash transfers in line with market assessments, beneficiary and government preferences, and donor commitments.

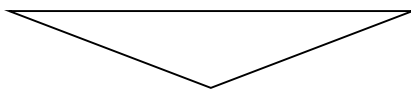
The strategy complements WFP's country programme and its focus on capacity development. It is based on consultations with beneficiaries and communities, cooperating partners, all levels of government, development partners and donors. It is also informed by evidence of the transformative potential of resilience-building activities, the appropriateness of cash transfers, the need for capacity development and the rationale and timing for graduation and hand-over.

The specific objectives of protracted relief and recovery operation 200736 are to:

- save lives and protect livelihoods in emergencies;
- reduce risk and enable people, communities and counties to meet their own food and nutrition needs; and
- reduce undernutrition and break the intergenerational cycle of hunger.

Capacity development will focus on preparedness, early warning, livelihood-based planning and the management and budgeting of supplementary feeding. This operation is aligned with WFP Strategic Objectives 1, 3 and 4, and Kenya's United Nations Development Assistance Framework (2014–2018).

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation Kenya 200736 “Bridging Relief and Resilience in the Arid and Semi-Arid Lands” (WFP/EB.1/2015/7-B/4).

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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.

## SITUATION ANALYSIS

### Context

1. Kenya's economy was reclassified as lower-middle-income by the World Bank in 2014.<sup>1</sup> It is also a food-deficit country, however, ranking 147<sup>th</sup> of 187 countries in the 2014 Human Development Index and 122<sup>nd</sup> in the gender inequality index.<sup>2</sup> The population has increased by 38 percent in two decades to 44 million in 2013.<sup>2</sup> Despite economic growth of 4.8 percent over the last decade,<sup>3</sup> poverty and income inequality remain high; 47 percent of Kenyans live below the poverty line.<sup>3</sup> Poverty, food insecurity and malnutrition are particularly severe in the arid and semi-arid lands (ASALs); the most severe conditions exist in the arid north, which is often disrupted by local conflicts. The ASAL counties cover 80 percent of Kenya's land area, contain 18 of its 20 poorest counties, and comprise a third of the population and 70 percent of livestock.<sup>4</sup>
2. Women provide 80 percent of farm labour and manage 40 percent of smallholder farms, but own only 1 percent of agricultural land and receive only 10 percent of credit.<sup>5</sup> The number of households headed by women in the ASALs is increasing as a result of divorce and the HIV pandemic;<sup>6</sup> 40 percent of households in Garissa, for example, are headed by women.
3. Kenya's Vision 2030 and Second Medium-Term Plan (2013–2017) recognize ASAL counties as the new frontier in the transformation of Kenya's economy and social development. The 2010 constitution: i) guarantees the social and economic rights of marginalized groups; ii) recognizes the rights to food and freedom from hunger; and iii) devolves considerable power to 47 newly created counties, including powers for emergency response, disaster risk management, agriculture and health.

### Food Security and Nutrition Situation

4. With more unpredictable and severe weather and a rapidly growing population, Kenya is increasingly dependent on food imports and is vulnerable to price shocks. Food inflation averaged 11 percent annually from 2010–2014, peaking at 26 percent.
5. Kenya experienced major food-security shocks in 2006, 2009 and 2011 as a result of widespread drought; 3.7 million people required food assistance in 2009 and 2011. Even when there are no major shocks, about 1.5 million food-insecure people require immediate food assistance each year. Protracted relief and recovery operation (PRRO) 200736 will assist up to 1.3 million food-insecure people, with the remainder to be covered from Government resources.
6. The mainly pastoralist populations in arid areas are the most food-insecure. Food availability in the arid areas is constrained by poor roads and long distances to markets. Food

<sup>1</sup> World Bank. 2014. Available at: <http://www.worldbank.org/en/country/kenya/overview>

<sup>2</sup> United Nations Development Programme. *Human Development Report, 2014*. New York.

<sup>3</sup> World Bank's Kenya Country Partnership Strategy (2014–2018).

<sup>4</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/228500/TEERR\\_Kenya\\_Background\\_Report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/228500/TEERR_Kenya_Background_Report.pdf)

<sup>5</sup> World Bank. 2007. *Gender and economic growth in Kenya: unleashing the power of women*. Washington, DC.

<sup>6</sup> African Development Fund. 2003. *ASAL-based livestock and rural livelihoods support project*. Nairobi.

poverty ranges between 60 percent and 90 percent, and is highest among households headed by women.<sup>7</sup> Communal conflict in some arid counties exacerbates food insecurity.

7. Populations in the semi-arid, agro-pastoral and marginal agriculture areas are less food-insecure but highly dependent on seasonal rain-fed crops. Production is limited by low uptake of modern agronomic practices.
8. WFP's food security and outcome monitoring system showed improvements in household food security after the 2011 Horn of Africa crisis. But four normal rainy seasons were followed by two poor seasons in 2013 and 2014, with a 30 percent reduction in the national harvest and higher cereal prices. In 2014, 30 percent of households had poor food consumption scores compared with 10 percent in 2012 and 2013.
9. Stunting remains high at 35 percent – 37 percent among boys and 33 percent among girls – and global acute malnutrition is 6.7 percent nationwide – 7.8 percent among men and 5.6 percent among women.<sup>8</sup> Malnutrition is often critical in the arid areas: surveys in 2014 showed global acute malnutrition as high as 29 percent.
10. Micronutrient deficiencies are widespread, especially among children under 5 and women; the most common deficiencies are vitamin A, iron, iodine and zinc.<sup>9</sup> HIV prevalence is between 2 percent and 3 percent among adolescents and adults. In Turkana, Samburu, Garissa and Mandera counties, HIV prevalence averages 3 percent for men and 6 percent for women; children living with HIV constitute 14.6 percent of the beneficiary population.<sup>10</sup> The difference in prevalence is attributed to gender inequalities, gender-based violence, young girls' vulnerability and inconsistent distribution of condoms.

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## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Government

11. Kenya's development aspirations are articulated in Vision 2030 and the Second Medium-Term Plan (2013–2017). The 2010 constitution devolved governance and related responsibilities and resources to county governments. Devolution is expected to lead to greater accountability for the food security of all Kenyans.
12. Kenya's Ending Drought Emergencies plan focuses on the development of the institutional framework for drought risk management. The National Food Security and Nutrition Policy (2012) aims to improve nutrition and ensure that adequate food is accessible. Kenya's National Social Protection Policy (2011) improves and integrates social safety nets and social security systems, which are largely cash-based, but coverage remains low.

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<sup>7</sup> Kenya Integrated Household Budget Survey, 2005–2006.

<sup>8</sup> Stunting between 20 percent and 29 percent is considered “medium”; between 30 percent and 39 percent is “high”; and 40 percent or greater is “very high”. Wasting between 5 percent and 9 percent is “poor”; between 10 percent and 14 percent is “serious”; and above 15 percent is “critical”.

<sup>9</sup> Kenya National Bureau of Statistics. Kenya Demographic and Health Survey, 2008–2009.

<sup>10</sup> Kenyan HIV Prevention Road Map, 2014.

13. The Hunger Safety Net Programme implemented by the National Drought Management Authority (NDMA) targets poor households in four arid counties; this programme will be expanded and increasingly funded by the Government. NDMA also manages a drought contingency fund.
14. The Ministry of Health addresses malnutrition through strategies informed by nutrition surveys and tools such as the Integrated Management of Acute Malnutrition (IMAM) guidelines. Kenya is part of the Scaling Up Nutrition movement. WFP works with the United Nations Children's Fund (UNICEF) to support the Government in reducing undernutrition through the National Nutrition Action Plan (2012–2017).

### **Policies, Capacities and Actions of other Major Actors**

15. United Nations agencies and their partners are aligning their activities with the Government's new priorities and increasing their attention to the ASALs. The United Nations Development Assistance Framework (UNDAF) (2014–2018): i) emphasizes Delivering as One; ii) is aligned with the Government's Second Medium-Term Plan; and iii) includes support for the newly devolved structures. In 2013, the World Bank launched Kenya's National Safety Net Programme for Results to support poor and vulnerable households.

### **Coordination**

16. The Government coordinates food security responses through the Ministry of Devolution and Planning and the NDMA. With WFP's support, the Kenya Food Security Steering Group conducts assessments twice a year, for each of the rainy seasons. County steering committees coordinate relief, recovery and development interventions.
17. WFP participates in the Kenya Humanitarian Partnership Team and is a member of the multi-stakeholder Ending Drought Emergencies steering group and the ASAL donor group. WFP leads the UNDAF social-protection group and is active in the social protection technical committee and the national social protection management information systems working group led by the Ministry of Labour, Social Security and Services.

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## **OBJECTIVES OF WFP ASSISTANCE**

18. The objectives of PRRO 200736 are to:
  - save lives and livelihoods in emergencies (Strategic Objective 1);
  - reduce risk and enable people, communities and counties to meet their own food and nutrition needs (Strategic Objective 3); and
  - reduce undernutrition and break the intergenerational cycle of hunger (Strategic Objective 4).<sup>11</sup>
19. These objectives support government priorities for food security, social protection and nutrition. Capacity development will focus on preparedness, early warning, resilience, livelihood-based planning, prevention and treatment of malnutrition, and the incorporation of all these components into national and county governance structures.

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<sup>11</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs; Strategic Objective 4 – Reduce undernutrition and break the intergenerational cycle of hunger.

20. PRRO 200736 is aligned with UNDAF results 2 – Human capital development; 3 – Inclusive and sustainable economic growth; and 4 – Environmental sustainability, land management and human security.

## WFP RESPONSE STRATEGY

### Assistance to Date

21. Assessments of previous interventions involving livelihoods and nutrition indicate that resilience-building is working and provide evidence of increasing graduation rates;<sup>12</sup> they also show a reduction in the number of asset-creation beneficiaries needing immediate food assistance each season.
22. Food production is constrained by lack of access to water, land degradation and low uptake of modern agronomic practices; these factors are exacerbated by shocks. Resilience-building responses focus on: i) increasing water availability for livestock and humans; ii) improving crop production and pasture availability; and iii) improving the productivity of degraded lands through soil and water conservation. Results include increased crop diversification and yields, improved access to water and social services, increased pasture areas, improved livestock health, reduced conflict over natural resources, increased social cohesion and diversified livelihoods.
23. Over the past three years, WFP has expanded its use of cash transfers and has built in-house capacities and relationships with the private sector. WFP's monitoring indicates that women retain control over household food purchases, whether they receive cash or food transfers. WFP enhances women's role in food security by encouraging them to open bank accounts and participate as decision-makers on project management committees.

### Strategy

24. WFP will work with the Government to ensure that activities are integrated into its response and development plans with a view to eventual hand-over. PRRO 200736 will focus on capacity development to improve national and county planning, and on emergency coordination, which will cover supply-chain management. To support the Government in streamlining safety nets and reducing duplication, WFP will increasingly integrate its activities into the National Social Protection Single Beneficiary Registry System using its experience of a pilot.<sup>13</sup>
25. WFP will also enhance the quality of its asset-creation activities. Through partnerships and the use of innovative financial tools, WFP will advocate for complementary support for asset-creation beneficiaries to enhance their livelihoods and prepare for hand-over.

<sup>12</sup> *Food Security and Water, WFP's Contribution*. WFP internal report, 2012. (unpublished). WFP. 2013. *Learning from PRRO 106660: Challenges and Lessons from Cash-and-Food-for-Assets Activities in Kenya's ASALs*.

WFP. 2013. *Market Dynamics and Financial Services in Kenya's Arid Lands*. Available at: <http://www.wfp.org/countries/kenya/publications/market-analysis>

*PRRO Household Food Security Resilience and Graduation Study*. WFP. 2012. (unpublished).

*Strategic Review of PRRO 200294*. 2014. (unpublished).

Working Paper 8: *WFP's Protracted Relief and Recovery Operation – Implementation Arrangements in the Rome-Based Agencies' Partnership*. 2014. (unpublished).

<sup>13</sup> The Safety Net Complementarity Initiative. 2014. (unpublished).



26. Cash and electronic transfers will be scaled up by at least 10 percent per year in response to demand as financial institutions and markets develop. This will promote financial inclusion of vulnerable households and integration into the Government's cash-based social protection system. In 2018, the proportion of cash transfers for general food distribution (GFD) will increase from 2.6 percent to 9 percent; the proportion of food-assistance-for-assets (FFA) beneficiaries will increase from 50 percent to 58 percent.
27. Malnutrition prevention and treatment will include county-level capacity development for nutrition management, budgeting and implementation. All activities are nutrition-sensitive; information will be targeted to men and women. For caregivers, who are mostly women, emphasis will be placed on food preparation. Links will be made with health agencies providing antenatal and post-natal services.

## Relief

### ⇒ *General food distribution*

28. WFP will continue to provide GFD or unconditional cash transfers in response to shocks to alleviate suffering and maintain the dignity of the most affected ASAL households. Government capacities will be increased to assume greater responsibility for relief activities. WFP intends to transition 10 percent of GFD beneficiaries each year to the Government's social protection programmes.

### ⇒ *Nutrition interventions*

29. In line with government policies and Scaling Up Nutrition, PRRO 200736 will provide: i) treatment of moderate acute malnutrition in children and pregnant and lactating women; ii) micronutrient powders for children under 2 in ASAL counties to address stunting; iii) targeted supplementary feeding for HIV patients at health facilities; iv) nutrition education; and v) support for counties in providing supplementary feeding. Because of a planned gradual hand-over to counties with low prevalence of global acute malnutrition, the number of targeted supplementary feeding (TSF) beneficiaries will decline during PRRO 200736.
30. WFP will work on a joint pilot with UNICEF and the United States Centers for Disease Control and Prevention to evaluate various stunting interventions and to assess implementation arrangements and the use of support groups for mothers in areas with high stunting and food insecurity.

## Asset Creation for Resilience

31. WFP will transition GFD beneficiaries to asset-creation, improve the quality and sustainability of assets, promote integration among government and partners' programmes and enhance livelihoods with a view to graduation. The activities include:
- partnering with the Consortium of International Agricultural Research Centres and others to introduce recent scientific advances into project design;
  - expanding seasonal livelihoods programming to guide counties in planning and coordinating asset-creation;
  - increasing support for the NDMA, government ministries and partners in project oversight and technical support;

- promoting the use of innovative tools through partnerships: examples include credit with the World Bank and weather risk insurance with the Food and Agriculture Organization of the United Nations and the International Fund for Agricultural Development; in arid counties, the tools will include agricultural inputs, storage and marketing with partners such as Resilience and Economic Growth in the Arid Lands; and
  - developing links with the national home-grown school meals programme and linking smallholders and agricultural markets.
32. Vulnerability assessments confirm beneficiaries' readiness to graduate to FFA. But lack of resources for community planning, project design capacity and shortage of non-food items have constrained progress. These will be addressed through commitments at the county level and stronger partnerships.
33. Asset creation will employ gender-balanced participatory planning. Projects that are sustainable, technically feasible and cost-effective will be prioritized.

### Preparedness

34. PRRO 200736 supports: i) Government-led twice-yearly food security assessments; ii) the NDMA's role in disaster risk and resilience planning and coordination; and iii) county-led seasonal livelihood programming. The country programme will build national and county-level capacity for early-warning systems, contingency planning and rapid response.<sup>14</sup>

### Hand-Over

35. PRRO 200736 complements the country programme in building capacity for food-security planning with a view to hand-over to the Government. Through the country programme, WFP will develop skills and institutional capacity at the county level for analysis, preparation for and response to food crises. Building the counties' response capacity will enable them to take the lead in relief interventions.
36. WFP will work with the national and county governments to develop a single food pipeline for GFD, and to assist county governments in fulfilling their obligations as responders in emergencies. Since the national nutrition programmes have been devolved to counties, WFP will develop capacity for IMAM budgeting and establish systems for procurement and supply-chain management for special food products. WFP will support gradual hand-over to the Government's national micronutrient powder programme.
37. In semi-arid areas, financial and technical support for WFP's asset-creation activities will be provided through the Rome-based agencies' Kenya Climate, Agriculture and Livelihoods Programme and the World Bank's Kenya Coastal Development Project. These will make investments in improved agronomic practices, technologies, market information and access, and financial services and pass them directly to WFP beneficiaries, enabling WFP to graduate 22,000 FFA households from WFP activities over the period of PRRO 200736. In the arid areas, WFP beneficiaries will be supported in moving their livelihoods up the value chain by the Resilience and Economic Growth in the Arid Lands partnership, preparing them and graduation in the future.

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<sup>14</sup> Component 1 of the WFP country programme supports risk analysis, disaster risk reduction, contingency planning and stakeholder mapping, food and nutrition security, and market assessments, early warning systems and the development of systems and procedures for effective response to food-related emergencies.

38. WFP and the Government will develop a system for moving cash-for-assets activities to a national safety-net programme on the basis of experience with coordination and technical support for counties.

## BENEFICIARIES AND TARGETING

39. Beneficiary planning is based on trend analysis: PRRO 200736 will initially support 1.3 million people. Asset-creation will continue to target 700,000 beneficiaries as some graduate and 10 percent of GFD beneficiaries transition to FFA; the number of GFD beneficiaries is expected to fall by an annual average of 11 percent as people transition to programmes such as the Hunger Safety Net Programme, counties assume increased responsibility for GFD and 140,000 beneficiaries transition to conditional asset-creation.
40. Geographic targeting will be guided by twice-yearly food security assessments and will be linked to seasonal livelihood patterns in the ASALs. Able-bodied adults from vulnerable households will participate in asset-creation; labour-constrained households – those headed by older people, people with severe disabilities or chronically ill people or children – will be transitioned to other government safety nets. Planning is based on consultations with ministries, donors and partners.
41. There is evidence that community-based targeting is the best method for identifying the most vulnerable households<sup>15</sup> and for promoting community ownership and social cohesion.
42. Children under 5 and pregnant and lactating women with moderate acute malnutrition will receive TSF as determined by the anthropometric criteria of the national protocol.<sup>16</sup> WFP will initially target 65,000 moderately malnourished women and children with the aim of 50 percent coverage in line with Sphere standards and recognizing the sparse population of the ASALs. The targeting process will link TSF to GFD and FFA activities.
43. TSF will be extended to acutely malnourished people living with HIV in health facilities. WFP and the Government have reviewed the national IMAM and will include malnourished patients living with HIV.
44. Micronutrient powder will be provided as a preventative measure through health centres to reduce chronic undernutrition and micronutrient deficiencies in children under 2.

<sup>15</sup> Fitzgibbon, C. 2014. *Hunger Safety Net Programme Phase II registration and targeting: Lessons learned and recommendations*. London, Department for International Development.

<sup>16</sup> For children under 5, the criteria are: i) weight-for-height Z scores of -3 to <-2; or ii) mid-upper arm circumference between 11.5 cm and 12.4 cm. Pregnant and lactating women with children under 6 months are admitted if mid-upper arm circumference is below 21 cm.

TABLE 1: BENEFICIARY NUMBERS BY ACTIVITY AND YEAR

Activity	May–December 2015	2016			2017			January–April 2018				
	Boys/men	Girls/women	Total	Boys/men	Girls/women	Total	Boys/men	Girls/women	Total	Boys/men	Girls/women	Total
<b>Relief</b>												
GFD (food)	187 000	202 500	<b>389 500</b>	177 000	192 500	<b>369 500</b>	145 000	158 500	<b>303 500</b>	121 500	132 000	<b>253 500</b>
GFD (cash)	5 000	5 500	<b>10 500</b>	10 500	12 000	<b>22 500</b>	12 500	13 000	<b>25 500</b>	12 500	13 000	<b>25 500</b>
TSF*	40 000	75 000	<b>115 000</b>	58 500	96 000	<b>154 500</b>	57 000	93 000	<b>150 000</b>	17 500	40 500	<b>58 000</b>
TSF (HIV)	6 500	6 500	<b>13 000</b>	9 750	9 750	<b>19 500</b>	9 750	9 750	<b>19 500</b>	3 250	3 250	<b>6 500</b>
Micronutrient powder	74 500	74 500	<b>149 000</b>	85 000	85 000	<b>170 000</b>	106 500	106 500	<b>213 000</b>	106 500	106 500	<b>213 000</b>
<b>Subtotal</b>	<b>313 000</b>	<b>364 000</b>	<b>677 000</b>	<b>340 750</b>	<b>395 250</b>	<b>736 000</b>	<b>330 750</b>	<b>380 750</b>	<b>711 500</b>	<b>261 250</b>	<b>295 250</b>	<b>556 500</b>
<b>Resilience</b>												
FFA (food)	178 000	193 000	<b>371 000</b>	160 000	174 000	<b>334 000</b>	128 000	139 000	<b>267 000</b>	128 000	139 000	<b>267 000</b>
FFA (cash)**	179 000	193 000	<b>372 000</b>	176 000	190 000	<b>366 000</b>	182 000	198 000	<b>380 000</b>	182 000	198 000	<b>380 000</b>
<b>Subtotal</b>	<b>357 000</b>	<b>386 000</b>	<b>743 000</b>	<b>336 000</b>	<b>364 000</b>	<b>700 000</b>	<b>310 000</b>	<b>337 000</b>	<b>647 000</b>	<b>310 000</b>	<b>337 000</b>	<b>647 000</b>
<b>TOTAL</b>	<b>670 000</b>	<b>750 000</b>	<b>1 420 000</b>	<b>676 750</b>	<b>759 250</b>	<b>1 436 000</b>	<b>640 750</b>	<b>717 750</b>	<b>1 358 500</b>	<b>571 250</b>	<b>632 250</b>	<b>120 500</b>
<b>Adjusted Total***</b>	<b>608 000</b>	<b>658 000</b>	<b>1 266 000</b>	<b>592 000</b>	<b>640 000</b>	<b>1 232 000</b>	<b>555 000</b>	<b>600 000</b>	<b>1 155 000</b>	<b>526 000</b>	<b>567 000</b>	<b>1 093 000</b>

\* Monthly planned TSF beneficiaries include: 40,000 children in 2015, 39,000 in 2016, 38,000 in 2017 and 35,000 in 2018; and 25,000 pregnant and lactating women in 2015, with a gradual reduction to 23,000 in 2018. (The annual figure is higher because of new admissions and exits.)

\*\* The scale-up of the FFA cash activity is partially offset by graduation of FFA cash beneficiaries to other activities.

\*\*\* Excludes 100 percent of supplementary feeding beneficiaries and HIV clients in arid counties, and 40 percent of school feeding beneficiaries in semi-arid counties because they are included in GFD or FFA. To avoid double counting, micronutrient powder beneficiaries are also excluded from GFD and FFA in the following percentages per year: 30 percent in 2015 and 2016, 26 percent in 2017 and 25 percent in 2018.



## NUTRITIONAL CONSIDERATIONS AND RATIONS

45. The GFD and FFA rations complement household food and income. They provide 75 percent of 2,100 kcal in arid areas, because these households can meet 25 percent of their food requirements. In semi-arid areas cash transfers will be provided, and only asset-creation programmes will be implemented. Cash transfers will have the value of 50 percent of a 2,100 kcal ration because households can meet half of their food requirements.
46. Ready-to-use supplementary foods (RUSF) will provide supplementary nutrition for children under 5 and will minimize sharing in households. SuperCereal and vegetable oil will be used to treat moderate acute malnutrition among pregnant and lactating women, and malnourished people living with HIV; children under 5 with HIV will receive RUSF. Micronutrient powders will be provided for children aged 6–23 months to prevent chronic malnutrition and micronutrient deficiencies. Distribution will be conducted through the national health system, with the Micronutrient Initiative, among other partners cooperating in an advisory role.

**TABLE 2: FOOD RATIONS/CASH TRANSFER BY ACTIVITY (g/person/day)**

	GFD	Asset creation		TSF				Micronutrient fortification 6–23 months
	Arid areas	Arid areas	Semi-arid areas	Children 6–59 months	Pregn. and lact. women	HIV clients		
						adults	children	
Cereals	300	300	–	–	–	–	–	–
Pulses	60	60	–	–	–	–	–	–
Vegetable oil	20	20	–	–	25	25	–	–
Salt	5	5	–	–	–	–	–	–
SuperCereal	40	40	–	–	250	250	–	–
RUSF	–	–	–	92	–	–	92	–
Micronutrient powders	–	–	–	–	–	–	–	1
<b>TOTAL (g)</b>	<b>425</b>	<b>425</b>	<b>–</b>	<b>92</b>	<b>275</b>	<b>275</b>	<b>92</b>	<b>1</b>
Total kcal/day	1 580	1 580	–	500	1 221	1 221	500	–
Percent kcal from protein	12	12	–	12	14.7	14.7	12	–
Percent kcal from fat	20	20	–	29	29.5	29.5	29	–
Number of feeding days per year	240	240–270		120	365	120	120	180*
<b>Cash (USD/person/day)</b>	<b>0.30</b>	<b>0.30</b>	<b>0.20</b>	–	–	–	–	–

\* The ration is one sachet (1g) every other day.

**TABLE 3: TOTAL FOOD/CASH REQUIREMENTS BY ACTIVITY (mt)**

Food type/ cash	GFD	Asset creation	TSF	Micronutrient fortification	HIV intervention	Total (mt/USD)
Cereals	67 968	67 176				<b>135 144</b>
Pulses	13 594	13 435				<b>27 029</b>
Vegetable oil	4 531	4 478	647		176	<b>9 832</b>
Salt	1 132	1 120				<b>2 252</b>
SuperCereal	9 062	8 957	6 465		1 755	<b>26 239</b>
RUSF			3 870			<b>3 870</b>
Micronutrient powders				96		<b>96</b>
<b>TOTAL (mt)</b>	<b>96 287</b>	<b>95 166</b>	<b>10 982</b>	<b>96</b>	<b>1 931</b>	<b>204 462</b>
<b>Cash (USD)</b>	<b>4 200 000</b>	<b>55 907 433</b>				<b>60 107 433</b>

## IMPLEMENTATION

### Participation, Gender and Protection

47. Implementation arrangements will be informed by national and county-level consultations involving the Government, donors, cooperating partners and communities.
48. Most participants in resilience-building will be women. WFP advocates for the registration of women as household representatives and for gender parity in project committees and decision-making. Older people, people with disabilities and other minorities will be represented in project committees.
49. Gender and protection will be integrated into programme design, targeting, cooperating partner selection, implementation monitoring and evaluation. WFP provides gender and protection training such as prevention of sexual exploitation and abuse in all activities for the staff of WFP, the Government and partners, and for police officers where relevant.
50. WFP liaises with cooperating partners to identify and mitigate protection issues, and maintain beneficiaries' safety and dignity. Mechanisms include cash transfers, a feedback mechanism that ensures accountability at the field level, regular consultations with vulnerable groups and adherence to safe distribution principles.

### Partners and Capacities

51. WFP has sub-offices in Eldoret, Garissa, Isiolo, Lodwar, Marsabit, Mombasa and Wajir. Cooperating partners for GFD and FFA include national and international non-governmental organizations (NGOs). WFP reviews the performance of partners annually in consultation with the Government.
52. WFP will cooperate with the Ministry of Health and UNICEF in nutrition interventions with the support of NGOs, following IMAM guidelines. Supplementary feeding will be implemented through government health facilities by county health workers. Community health workers will assist in screening and food distribution.

## Procurement and Logistics

53. Most food is procured from a WFP facility in Mombasa but some is procured locally, regionally and internationally. In-kind contributions are anticipated, and 2,000 mt per year will be purchased from small-scale farmers in semi-arid areas who produce a limited surplus of nutritious pulses and other drought-tolerant crops. Financial service providers capable of delivering electronic cash transfers will be contracted through WFP's standard procurement process. Food received at Mombasa or local suppliers' warehouses will be transported by road to extended delivery points managed by WFP and NGOs.

## Transfer Modalities

54. In-kind food will remain the principal transfer modality for relief, but cash transfers will be scaled up to build resilience. Where markets are strong and food prices are stable, cash transfers can be up to 15 percent more cost-efficient than in-kind transfers. In the arid north, where food prices are high and volatile and financial services are not well established, cash transfers are inefficient. But the potential benefits to the local economy and the beneficiaries' preference for cash-based safety nets support the case for cash transfers, especially when coupled with local production and support for market access. An additional reason for using cash transfers rather than vouchers is that the dispersion of the beneficiary population over vast areas would make vouchers an impractical and expensive option for WFP: a large number of vendors would be required to avoid forcing beneficiaries to walk long distances. Financial inclusion is also better supported through use of cash because beneficiaries are given access to banking services with associated loan options.

55. WFP uses commercially available electronic mechanisms for cash transfers using regulated financial service providers. Experience with bank accounts, mobile money and integrated products provides flexibility for beneficiaries to choose how they will receive cash; this choice also increases the likelihood that beneficiaries will use the products for savings and credit, thereby increasing their financial stability.

## Non-Food Inputs

56. WFP will continue to provide tools and equipment for FFA and to urge county governments to include them in their budgets. For cash transfers, WFP will provide each household with a cash card or a mobile telephone, depending on their preference.

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## PERFORMANCE MONITORING

57. Performance data collected through PRRO 200294 in late 2014 and early 2015 will provide baseline values for PRRO 200736. On-site monitoring will be undertaken with cooperating partners and the Government, and will be complemented by beneficiary contact monitoring and beneficiary feedback. Data-collection modules and databases use an online platform for ready access to measure progress.

58. Food security and outcome monitoring conducted three times per year will provide data on outcomes on household food security. Health and nutrition performance indicators will be obtained from the national health information system and nutrition surveys. HIV/AIDS outcomes will be monitored through the national HIV/AIDS monitoring and evaluation framework. Coverage of TSF in counties of concern will be assessed using the semi-quantitative evaluation of access and coverage method. An impact evaluation of FFA activities during the previous two PRROs will be conducted in 2015.



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## RISK MANAGEMENT

59. The new county governments will not immediately have adequate capacity, so WFP will enhance their capacities and will support the development of contingency plans for droughts and floods. Third-party monitoring will be considered when access is constrained; this will be combined with a beneficiary hotline to support accountability.
60. The success of PRRO 200736 will depend on adequate and timely donor contributions, especially to support the expansion of cash transfers and resilience-building. Existing donors are willing to provide more contributions for cash transfers, but WFP will foster relationships with non-traditional donors and draw on emerging county resources.

### Security

61. The United Nations security system categorizes some ASAL counties as level 4 and the others level 3;<sup>17</sup> police escorts are required for field activities in these locations. WFP will continue to mitigate these threats through staff training, information and security equipment, and by ensuring that WFP facilities and staff are compliant with the minimum operating security standards. Kenya is vulnerable to terror attacks, which pose an indirect risk to WFP staff.

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<sup>17</sup> United Nations security levels range from 1 (minimal) to 6 (extreme).



## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity ( <i>mt</i> )	Value ( <i>USD</i> )	Value ( <i>USD</i> )
<b>Food</b>			
Cereals	135 144	43 674 039	
Pulses	27 029	14 819 891	
Oil and fats	9 832	11 101 843	
Mixed and blended food	30 109	24 590 328	
Others	2 348	2 115 085	
<b>Total food</b>	<b>204 462</b>	<b>96 301 186</b>	
External transport		15 423 111	
Landside transport, storage and handling		56 279 461	
Other direct operational costs: food		29 169 199	
<b>Food and related costs<sup>1</sup></b>		<b>197 172 957</b>	<b>197 172 957</b>
Cash and vouchers		60 107 433	
Related costs		21 594 056	
<b>Cash and vouchers, and related costs</b>		<b>81 701 489</b>	<b>81 701 489</b>
<b>Capacity development and augmentation</b>		<b>961 902</b>	<b>961 902</b>
Direct operational costs			279 836 348
Direct support costs (see Annex I-B) <sup>2</sup>			41 184 726
<b>Total direct project costs</b>			<b>321 021 073</b>
Indirect support costs (7.0 percent) <sup>3</sup>			22 471 475
<b>TOTAL WFP COSTS</b>			<b>343 492 548</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (USD)</b>	
<b>Staff and staff-related</b>	
Professional staff	13 219 373
General service staff	9 254 232
Danger pay and local allowances	432 000
<b>Subtotal</b>	<b>22 905 605</b>
<b>Recurring and other</b>	<b>4 447 710</b>
<b>Capital equipment</b>	<b>2 644 456</b>
<b>Security</b>	<b>2 214 644</b>
<b>Travel and transportation</b>	<b>7 113 342</b>
<b>Assessments, evaluations and monitoring<sup>1</sup></b>	<b>1 858 969</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>41 184 726</b>

<sup>1</sup> Reflects estimated costs when these activities are carried out by third parties. If the activities are carried out by country office staff, the costs are included in the staff and staff-related and travel and transportation categories.

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<b>Cross-cutting</b>		
<b>Gender</b> Gender equality and empowerment improved	Proportion of households where women make decisions over the use of cash, voucher or food Proportion of households where men make decisions over the use of cash, voucher or food Proportion of households where women and men together make decisions over the use of cash, voucher or food Proportion of women beneficiaries in leadership positions of project management committees Proportion of women project management committee members trained in modalities of food, cash, or voucher distribution	WFP staff and partners provide effective training on gender sensitization and project management. Funding is available for capacity development.
<b>Partnership</b> Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners Amount of complementary funds provided to the project by partners – NGOs, civil society, private sector organizations, international financial institutions and regional development banks No. of partner organizations that provide complementary inputs and services	Partners have adequate staff and resources to provide complementary inputs and services.
<b>Protection and accountability to affected populations</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted men who do not experience safety problems travelling to, from and/or at WFP programme site Proportion of assisted women who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted men informed about the programme – who is included, what people will receive, where people can complain Proportion of assisted women informed about the programme – who is included, what people will receive, where people can complain	WFP staff and partners provide effective training in protection Funding is available for capacity development and establishing a complaints mechanism.





ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1.1</b> Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women	Moderate acute malnutrition (MAM) treatment mortality rate (%) MAM treatment recovery rate (%) MAM treatment non-response rate (%) MAM treatment default rate (%) Proportion of eligible population who participate in programme	Partners have adequate staff and resources to provide complementary inputs and services. Government leadership is sufficient to ensure cohesion among partners in nutrition programmes and complementary inputs are provided.
<b>Outcome 1.2</b> Stabilized or improved food consumption over assistance period for targeted households and/or individuals	Food Consumption Score (FCS): percentage of households with poor FCS Diet diversity score Coping Strategy Index (CSI): average	Food consumption in the households is adequate.
<b>Outcome 1.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	No. of institutional sites assisted (e.g. schools, health centres), as % of planned Quantity of non-food items distributed, disaggregated by type, as % of planned No. of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned	Nutrition screening by partners is effective, there is sufficient coverage by health institutions, and food quality control at government health facilities is effective. Adequate and timely funding is available to ensure a healthy pipeline.
<b>Output 1.2</b> Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively	Proportion of targeted men and women caregivers receiving three key messages delivered through WFP-supported messaging and counselling Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned	Partners' capacity to provide messaging and counselling is adequate. Government leadership is sufficient to ensure cohesion among partners in nutrition programmes in order to provide consistent messaging on IYCF. Messaging and counselling on specialized nutritious foods and IYCF practices implemented effectively.

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<p><b>Output 1.3</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>No. of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p> <p>No. of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Adequate and timely funding is available to ensure a healthy pipeline.</p>
<b>Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs</b>		
<p><b>Outcome 3.1</b> Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households</p>	<p>Community asset score (CAS): percentage of communities with an increased CAS</p> <p>FCS: percentage of households with borderline FCS</p> <p>FCS: percentage of households with poor FCS</p> <p>Diet diversity score</p> <p>CSI (food): average</p> <p>CSI (asset depletion): average</p>	<p>Beneficiaries use cash and food appropriately to improve the household's food intake and nutrition.</p>
<p><b>Outcome 3.2</b> Risk reduction capacity of countries, communities and institutions strengthened</p>	<p>Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP</p>	<p>Communities have adequate capacity to minimize risks.</p>





## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p><b>Output 3.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>No. of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p> <p>No. of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as of % planned</p>	<p>Funding is adequate and timely enough to ensure a healthy food and cash pipeline.</p>
<p><b>Output 3.2</b> Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>No. of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Partners and government departments provide technical and other inputs in support of FFA.</p>
<p><b>Output 3.3</b> Increased WFP food purchase from regional, national and local markets and smallholder farmers</p>	<p>No. of smallholder farmers supported</p> <p>Tonnage of food purchased locally through local and regional purchases (mt)</p> <p>Tonnage of food purchased locally from pro-smallholder aggregation systems (mt)</p> <p>No. of farmers' organizations trained in market access and post-harvest handling skills</p>	<p>Technical and other inputs supporting FFA are available.</p>
<p><b>Output 3.4</b> Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>No. of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Communities have the capacity, with support, to maintain assets created through FFA.</p>
<p><b>Output 3.5</b> Human capacity to reduce risk of disasters and shocks developed</p>	<p>No. of people trained, disaggregated by sex and type of training</p>	<p>Adequate and timely funding is available.</p>

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<p><b>Output 3.6</b> National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported</p>	<p>No. of technical assistance activities provided, by type No. of people trained, disaggregated by sex and type of training</p>	Adequate and timely funding is available.
<p><b>Output 3.7</b> National nutrition, school feeding, safety net policies and/or regulatory frameworks in place</p>	<p>No. of technical assistance activities provided, by type No. of national safety net policies that are nutrition-sensitive No. of national programmes developed with WFP support – nutrition, school feeding, safety net</p>	Adequate and timely funding is available.
<b>Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger</b>		
<p><b>Outcome 4.1</b> Reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children</p>	<p>Proportion of target population who participate in an adequate number of distributions Proportion of children who consume a minimum acceptable diet Proportion of eligible population who participate in programme</p>	<p>Partners have adequate staff and resources to provide complementary inputs and services.  Government leadership is sufficient to ensure cohesion among partners in nutrition programmes and complementary inputs are provided.</p>
<p><b>Outcome 4.2</b> Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p>	National Capacity Index (NCI): Nutrition programmes NCI	<p>The political and security environment is conducive to programming. Adequate and timely funding is available.</p>
<p><b>Output 4.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>No. of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Quantity of non-food items distributed, disaggregated by type, as % of planned No. of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	Adequate and timely funding is available.



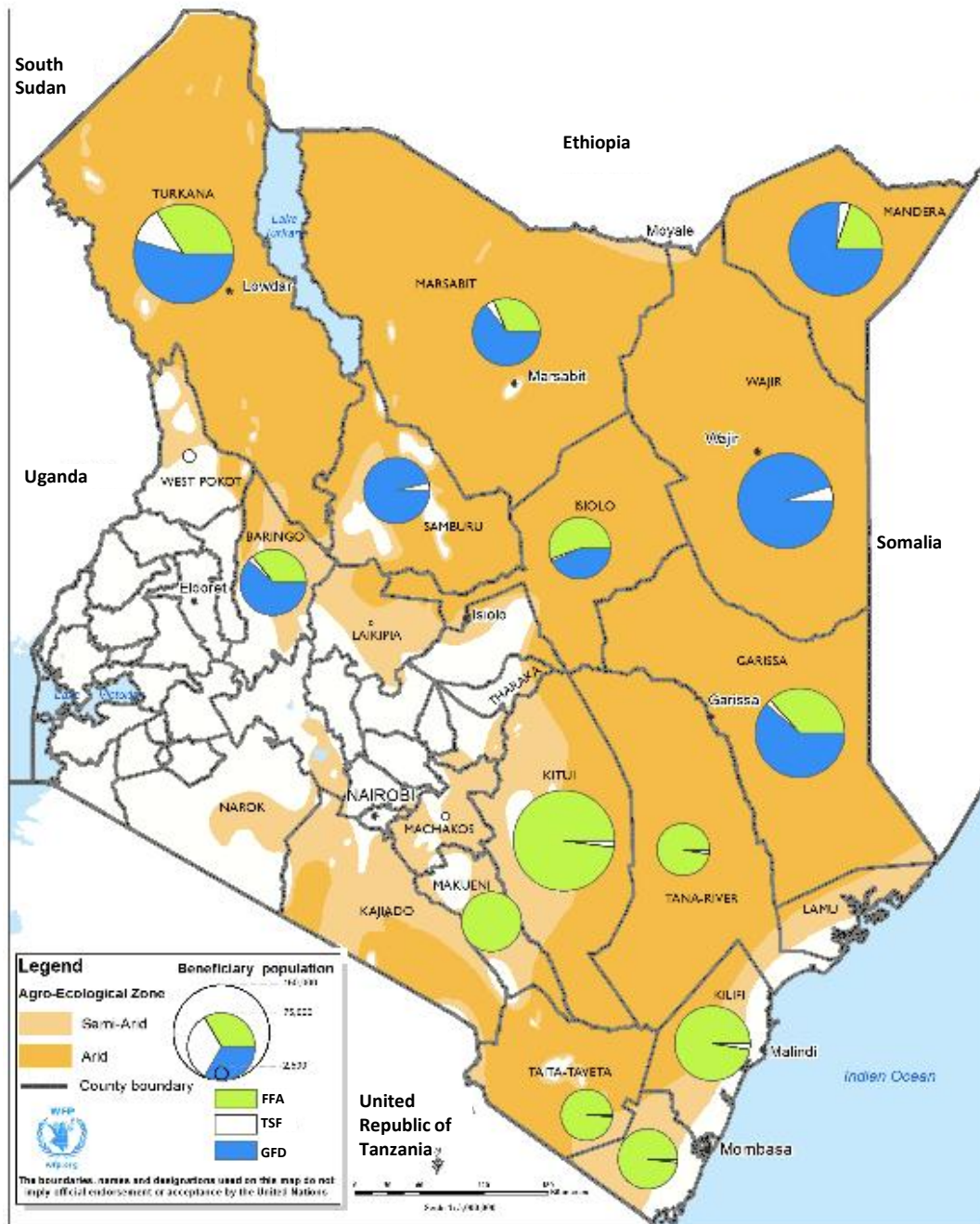
## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p><b>Output 4.2</b> Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned</p> <p>Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned</p> <p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p>	<p>Government leadership is sufficient to ensure cohesion among partners in nutrition programmes in order to provide consistent messaging on IYCF.</p>
<p><b>Output 4.3</b> Policy advice and technical support provided to enhance management of food supply chain, food assistance, nutrition and food security systems, including food security information systems</p>	<p>No. of technical support activities provided on food security monitoring and food assistance, by type</p> <p>No. of national assessments/data collection exercises in which food security and nutrition were integrated with WFP support</p>	<p>Government cooperation is sufficient to ensure that policy advice and technical support enhance accountability.</p>
<p><b>Output 4.4</b> National systems for monitoring trends in food security and nutrition strengthened</p>	<p>No. of food security and nutrition monitoring/surveillance reports produced with WFP support</p> <p>No. of government counterparts trained in collection and analysis of food and nutrition security data</p>	<p>Government structures are flexible enough to accommodate improvements in the monitoring systems.</p>
<p><b>Output 4.5</b> Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>	<p>No. of technical assistance activities provided, by type</p> <p>No. of government staff trained by WFP in nutrition programme design, implementation and other nutrition-related areas – technical/strategic/managerial – disaggregated by sex and type of training</p>	<p>Government structures are flexible enough to accommodate improvements in the monitoring systems.</p>
<p><b>Output 4.6</b> National nutrition, school feeding, safety net policies and/or regulatory frameworks in place</p>	<p>No. of technical assistance activities provided, by type</p> <p>No. of national programmes developed with WFP support – nutrition, school feeding, safety net</p> <p>No. of national safety net policies that are nutrition-sensitive</p>	<p>Government cooperation is sufficient to ensure that policy advice and technical support enhance accountability.</p>



### ANNEX III

## Kenya PRRO 200736: Food Assistance for Assets, Targeted Supplementary Feeding and General Food Distribution



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.

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## ACRONYMS USED IN THE DOCUMENT

ASAL	arid and semi-arid lands
CSI	Coping Strategy Index
FCS	Food Consumption Score
FFA	food assistance for assets
GFD	general food distribution
IMAM	integrated management of acute malnutrition
IYCF	infant and young child feeding
MAM	moderate acute malnutrition
NDMA	National Drought Management Authority
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
RUSF	ready-to-use supplementary food
TSF	targeted supplementary feeding
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund