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PROTRACTED RELIEF AND RECOVERY OPERATIONS APPROVED BY CORRESPONDENCE BETWEEN THE FIRST REGULAR SESSION AND THE ANNUAL SESSION 2009 – KENYA 10666.0

Protecting and Rebuilding Livelihoods in the Arid and Semi-Arid Areas

On 24 April 2009 the protracted relief and recovery operation was sent to Board members for approval by correspondence. Approval was obtained on 23 May 2009.

Number of beneficiaries	3,460,500 (yearly maximum)
Duration of Project	36 months (1 May 2009–30 April 2012)
WFP food tonnage	537,405 mt
Cost (United States dollars)	
WFP food cost	237,874,924
Total cost to WFP	474,275,049

* In accordance with the Executive Board's decisions on governance, approved at the Annual and Third Regular Sessions, 2000, items for information should not be discussed unless a Board member specifically requests it, well in advance of the meeting, and the Chair accepts the request on the grounds that it is a proper use of the Board's time.

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EXECUTIVE SUMMARY

Food security remains precarious in Kenya. The arid and semi-arid lands – which are vulnerable to market and climatic shocks and insecurity – face continued high prices for food, fuel and agricultural inputs, and have unacceptably high child malnutrition rates. The Government declared a food security crisis in January 2009 indicating that 10 million Kenyans would need urgent assistance in rural and urban areas. This protracted relief and recovery operation responds to the Government's request that WFP assist in meeting the food needs of the drought-affected, primarily in rural areas, as a sub-set of the appeal, while the Government expands existing safety nets to address the remaining needs, including a growing number of urban dwellers, people affected by HIV/AIDS and people displaced during the post-election violence.

A short-rains assessment led by the Government and supported by United Nations and donor agencies completed work in February and recommended that 3.5 million people receive food assistance from WFP until the next short-rains season. These are primarily farming and pastoralist families in arid and semi-arid areas where rains were sporadic and below normal, who depend on the short rains for their livelihoods. Beyond the arid and semi-arid lands, the Government has also called for an expansion of safety net programmes (including school feeding and activities for people affected by HIV and AIDS that have been part of WFP's country programme) to support others affected by the food security crisis. It is identifying appropriate ways to address increased needs, including through a government-led, targeted food subsidy scheme. Kenya is among the countries likely to see the impact of the financial crisis translate to increased food insecurity, given declining tourism, flower exports and remittances.

This protracted relief and recovery operation 10666.0 aims to support the Government's social protection strategy and help households in both rural and urban settings, primarily in arid and semi-arid lands, cope with and recover from drought by rebuilding livelihoods and enhancing resilience to future shocks. The operation will respond to new shocks and mobilize additional relief to save lives and protect livelihoods.

WFP's strategy comprises early response and an integrated approach requiring multi-sectoral investments. Its three main components are: i) recovery – building household and community assets to strengthen resilience against shocks; ii) social protection – supporting a national social protection system for the most vulnerable people by working with the Government and partners to ensure that emergency food gaps are covered; and iii) preparedness – responding promptly to new shocks.

WFP will continue to align its activities with government strategies and the United Nations Development Assistance Framework 2009–2013 with a view to: i) improving food security by reducing vulnerability to shocks; ii) increasing human and productive capital where food insecurity is severe; and iii) enhancing environmental management for economic growth with equitable access to services and response to climate change. The Kenya Food Security Meeting will coordinate at the national level; district steering groups will integrate recovery activities at the district level.



The hand-over strategy is based on partners' increasing capacity to provide for the most vulnerable, improved household resilience through assets created and an enabling policy environment to address food insecurity in the arid and semi-arid lands.

The operation plans to involve women in each activity, in line with WFP's Gender Policy. The operation contributes to Strategic Objectives 1, 2, 3, and 4 and to Millennium Development Goals 1, 4, 5 and 7.



SITUATION ANALYSIS AND SCENARIOS

Context

1. Kenya ranks 148th of 177 countries on the human development index of the United Nations Development Programme (UNDP).¹ It is 127th of 157 countries on the UNDP gender-related indices. Of Kenya's 37.2 million people, 65 percent² live in rural areas; the urban population is also growing.
2. The percentage of Kenyans unable to meet basic food needs has increased over the last year from 44 percent to 77 percent in pastoral/agro-pastoral areas and from 59 percent to 71 percent in all urban areas.³ Agriculture accounts for 26 percent of gross domestic product (GDP).⁴ Only 20 percent of Kenya's land has high or medium potential for rain-fed agriculture; the rest is arid and semi-arid land (ASAL) where climatic shocks, food insecurity and poverty are pervasive. In 2008, 3.3 million people lived in arid districts and 9.6 million lived in semi-arid districts.⁵
3. Many ASAL communities are becoming more vulnerable as a result of population pressure on rapidly degrading land, increasingly erratic rainfall and inadequate rain-fed harvests. Insecurity exacerbates poverty, which results from lack of economic diversification, poor access to markets, weak political representation and low levels of education. Past growth policies in ASALs did not yield expected results since they were not accompanied by sufficient financial support.⁶ A dramatic increase in economic investment in ASAL districts in all sectors is required.⁷
4. In unplanned urban settlements both in ASALs and on the edges of big cities, food is commercially available, but the prices for staple food have increased by 100 percent during the past year, demanding a much higher percentage of the income of poor households. Urban dwellers purchase between 93 and 100 percent of the food they consume; very little comes from relatives or friends, food aid or their own production. Cooking fuel prices increased by 30–50 percent and the cost of water by 90–115 percent during the past year. Purchasing power was further eroded by the impact of the post-election crisis on small businesses.⁸ At the same time, wages have not increased, in spite of sustained inflationary trends for most staples. Urban food insecurity is particularly acute in ASALs.

¹ UNDP. *Human Development Report 2007–2008*. New York.

² Central Bureau of Statistics. *1999 Census*. Nairobi.

³ Kenya Food Security Steering Group (KFSSG). *Market Survey 2008*. Nairobi. A “food-poor” household is one that is unable to purchase basic food items providing 2,250 kcal minimum nutritional requirements.

⁴ Central Bureau of Statistics. 2006. *Kenya Facts and Figures*. Nairobi.

⁵ Arid Land Resource Management Project.

⁶ National Policy for the Sustainable Development of Arid and Semi Arid Lands of Kenya.

⁷ Sectors include infrastructure, health, education, markets and employment, water and livestock.

⁸ Many small businesses resumed activity at a lower scale, if at all, thus reducing the opportunities of employment for many urban dwellers.



5. Droughts have become more intense and more frequent, and thousands of pastoralists who have lost livestock since 2004 have settled on the periphery of towns in the arid districts; they are highly vulnerable to food insecurity.⁹
6. The prevalence of HIV is growing by 0.25 percent per year; there are now 1.4 million people living with HIV (PLHIV) in Kenya.¹⁰ Prevalence rates in the ASALs, which are higher in urban than in rural areas,¹¹ contribute significantly to food insecurity, and the needs of orphans and other vulnerable children (OVC), in addition to PLHIVs, are a particular concern.
7. The Government declared a food security crisis on 16 January 2009 and appealed for KES 37 billion (about US\$464 million)¹² to address food, education, water, health, nutrition, agricultural and livestock interventions. According to the appeal, 10 million Kenyans would require urgent assistance; they would include people affected by drought, HIV/AIDS (including OVC) and/or post-election violence and urban dwellers.
8. In addition to the drought, crop failure and other compounding factors led to the appeal. Actual crop production was lower than the initial forecast and imports did not fully cover the cereal deficit, in part because price controls provided a disincentive for private-sector imports. The Strategic Grain Reserve – which was intended to provide affordable maize meal for the food-insecure through a subsidized scheme, but the scheme was not effective in reaching the neediest – was exhausted in 2008. Given these factors, the Government struggled as the sole supplier of cereals to the millers until February 2009, when, because of lack of cereals and funds, it liberalized the market, opening it up to the private sector; this immediately improved market supply. However, staple food prices remain high.
9. Kenya is also among the countries likely to see the impact of the financial crisis translate to increased food insecurity, given declining tourism, flower exports and remittances.

The Food Security and Nutrition Situation

10. Despite significant economic recovery over the last five years, a growing proportion of the population is food-insecure. The 2008 national production of maize, the key staple, is 20 percent below the short-term average. Consecutive seasons of poor rainfall in the southeastern, coastal lowlands and the central highlands, coupled with lowered production in key growing areas, has precipitated the decline in output, leaving insufficient domestic stocks in 2008/09 (2.4 million mt) to meet normal consumption requirements of 3 million mt. Retail prices of maize flour increased by 100 percent between mid-2008 and the end of 2008; this severely eroded the purchasing power of the highly vulnerable urban poor, pastoralists and marginal agricultural households and further increased their food insecurity.

⁹ Livestock diseases, particularly *peste des petits ruminants* (pests of small ruminants, PPR) are a major food security indicator. PPR has spread in two years to 16 districts. Livelihoods that depend on sheep and goats are often the most drought-prone and food-insecure; 15 million small stock are at risk, but PPR vaccines are available for fewer than 20 percent.

¹⁰ Ministry of Health. 2007. *Kenya AIDS Indicator Survey*. Nairobi. The survey found that 8.7 percent of women were infected with HIV compared with 5.6 percent of men. Young women aged between 15 and 34 are disproportionately infected compared with young men of the same age.

¹¹ HIV prevalence rates in ASALs: i) 7.9 percent in Tana River, Kilifi, Malindi and Kwale; 165,750 people; ii) 7 percent in Turkana and Samburu; 48,300 people; iii) 4.7 percent in Marsabit, Moyale, Mwingi, Kitui and Isiolo; 62,802 people; and iv) 1 percent in Garissa, Wajir, Mandera and Ijara; 12,700 people.

¹² Kenya Shillings 79.75 = US\$1 (United Nations exchange rate, March 2009)



11. In seven of the last ten years, Kenya has experienced acute livelihood crises and food shortages that required international humanitarian support: 4.4 million beneficiaries were assisted at the peak of the 2001 WFP emergency operation (EMOP), most of them in the ASALs. In 2006, at the height of the drought, up to 3.5 million were assisted under the EMOP. In 2008/09, crop failure in the eastern marginal agriculture areas follows several consecutive poor seasons and no significant harvests are expected until March 2010.
12. Rates of acute malnutrition among children under 5 in the arid lands are among the highest in the world, even during non-drought years.¹³ Surveys in 2008 indicate rates of global acute malnutrition (GAM) of 24 percent in Mandera district and 22 percent in Turkana district. Of the ten arid districts, only three – Isiolo, Moyale and Tana River – have GAM below 15 percent; the others have GAM rates above the emergency level: Wajir 17 percent, Marsabit 16 percent, Samburu 15 percent and Garissa 15 percent. The main causes of malnutrition are insufficient amounts and variety of food, disease, low immunization rates, poor infant care and feeding practices – including poor exclusive breastfeeding rates among infants less than 6 months¹⁴ – late and inadequate introduction of complementary foods, and poor sanitation and hygiene.
13. The 2005/06 Kenya Integrated Household Budget Survey (KIHBS)¹⁵ found that 33 percent of children are chronically undernourished and that 35 percent of children in rural areas are stunted, compared with 25 percent in urban areas. A comparison of national-level stunting estimates from the KIHBS (33 percent), the 1994 household welfare monitoring survey (34 percent) and the 2003 Kenya Demographic and Health Survey (30 percent) suggests that chronic malnutrition among children under 5 has not improved in the last decade; these high levels indicate persistent food insecurity, recurrent illnesses and inadequate child-care practices.
14. Micronutrient deficiencies are also common. A national micronutrient survey in 1999 showed that 76 percent of children suffer from vitamin A deficiency, 73 percent from iron deficiency and 51 percent from zinc deficiency; 60 percent of pregnant women suffer from iron deficiency and anaemia, 39 percent from vitamin A deficiency;¹⁶ 16 percent of men suffer from iron deficiency. Progress has been made, however, in addressing iodine deficiency through the promotion of fortified salt and routine vitamin A supplementation for children under 5 and young mothers. Children in pre-primary and primary schools also benefit from routine de-worming, which helps to improve the absorption of micronutrients.
15. The recent assessments by the Kenya Food Security Meeting (KFSM), including the markets survey in July 2008, followed by rapid urban food security assessments in Nairobi and Mombasa and post-election crisis areas in October–November 2008, confirmed that food insecurity remained the highest in ASALs. It was further exacerbated by failed short rains in 2008/09, in particular in eastern marginal agricultural areas. Some 10 million people are estimated in the Government’s appeal to be affected by a combination of high food, fuel and agricultural input prices, livestock diseases and erratic or failed rains. According to the findings of the short-rains assessment 2008/09, which was multi-sectoral and Government-led, 3.5 million people need food assistance until the next short rains,

¹³ Data sources: joint surveys by the United Nations Children’s Fund (UNICEF), the Ministry of Health and the Arid Lands Resource Management Project (ALRMP), and reports by non-governmental organizations (NGOs).

¹⁴ The national exclusive breastfeeding rate is 2.3 percent according to the 2003 Kenya Demographic and Health Survey.

¹⁵ Central Bureau of Statistics. 2007. *Kenya Integrated Household Budget Survey*, Vol. 1. Nairobi.

¹⁶ Ministry of Health, University of Nairobi, Social Science and Medicine Africa Network (SOMA-Net) and UNICEF. 2000. *Anaemia and the Status of Iron, Vitamin A and Zinc in Kenya*. Nairobi.



which is the main rainfall season in the most-affected areas. Of these, 2.5 million people, all in ASALs, are facing acute food and livelihood crises, while the others are beneficiaries of nutritional programmes and emergency school feeding. The assessment report recommended that 150,000 internally displaced persons (IDPs) affected by the post-election crisis be supported through provision of seeds and fertilizers.

Scenario

16. The Kenya country office has been implementing an EMOP since 2004 as a short-term mechanism to save lives and discourage the sale of productive assets.¹⁷ This protracted relief and recovery operation (PRRO) 10666.0 builds on this experience, while rebuilding livelihoods and resilience to new shocks among the most vulnerable people. In the event of drought or other shocks, rapid action through food and other support will mitigate suffering and contain the number of beneficiaries.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

17. In ASAL areas, the Government is focusing on building resilient pastoralist livelihoods through investments in recovery and long-term transformation. The mid-term review of the Economic Recovery Strategy for Wealth and Employment Creation focuses on economic growth, equity, poverty reduction and governance objectives. The Strategy for Food Security and Nutrition, the Revitalization of Agriculture and the National Policy for the Sustainable Development of the ASAL of Kenya¹⁸ are supported by donors and United Nations agencies as the framework for recovery interventions, which promotes government strategies to address hunger and poverty. Under the coalition government established in 2008, the Ministry for the Development of Northern Kenya and other Arid Lands was created to steer development in the ASALs.
18. In February 2009, the Government removed or adjusted price controls in order to encourage the importation of maize by the private sector; it imports directly to stabilize the maize market. The Prime Minister formed and chairs a special task force to design a targeted food subsidy scheme that will reach the neediest populations, especially urban ones, in an efficient and accountable way. The task force will include representatives of relevant ministries and the World Bank. It will work to ensure the complementarity of all efforts including expanded social safety nets and market support programmes to cushion the urban poor from high inflation, especially as it affects food prices, which has eroded their purchasing power. These efforts will be complemented with a food voucher scheme currently being designed by the Government and the World Bank.

¹⁷ EMOP 10374 had several budget revisions in response to changing needs.

¹⁸ The ASAL policy, which is to be tabled in Parliament in 2009, recognizes the uniqueness of pastoral livelihoods and the need to “advocate for policies that are not aimed at settling or modernizing pastoralists” through interventions such as natural resource management, public investment, water development, human health, education and diversification of livelihoods. It has a “twin objective of poverty reduction and economic growth”.



19. To help the Kenyans in drought-stricken areas and many others who have no means to buy food and other basic items, the Government is also launching the “Kazi Kwa Vijana”¹⁹ programme. It envisages numerous labour-intensive projects to secure water supplies for farming and livestock, repair infrastructure and upgrade residential facilities. This effort will be spearheaded by the Ministry of Youth, in close collaboration with the Ministries of Roads, Local Government, Water, Livestock, Environment and Public Works.

Policies, Capacities and Actions of Other Major Actors

20. The Government’s actions against hunger and food insecurity are supported as follows:
- The United Nations country team (UNCT) promotes good governance, emergency response, sustainable livelihoods, enhanced environmental management and response to climate change under the 2009–2013 United Nations Development Assistance Framework.
 - The Inter-Agency Standing Committee (IASC) is responding to relief needs in 2009 and has prepared an emergency humanitarian response plan (EHRP) that covers actions in the drought areas and refugee camps, including WFP efforts.
 - The United Kingdom Department for International Development (DFID) started a ten-year hunger safety net programme (HSNP) to support the establishment of a government-led social protection system delivering long-term, guaranteed cash transfers to the poorest and most vulnerable households.
 - The Drought Management Initiative (DMI) of the European Commission (EC) contributes to the effectiveness and efficiency of drought management.
 - The World Bank provides credit for the Government’s Arid Lands Resource Management Project (ALRMP), a community-based drought-management project aimed at enhancing food security.
 - The United States Agency for International Development (USAID) has a contingency mechanism: the famine prevention funds and the Regional Enhanced Livelihoods in Pastoral Areas bridge the gap between emergency relief and economic development in pastoral areas.
 - Under the Government/United Nations Horn of Africa Initiative, UNCTs in the region have analysed the causes of food insecurity and outlined strategies for progression from relief to recovery to development.
 - The Ministry of Agriculture in collaboration with FAO implemented a WFP-supported voucher programme to provide agricultural inputs to IDPs in areas affected by the post-election crisis.

Coordination

21. The Government leads coordination of food security issues through the KFSM steering group (KFSSG), whose six-monthly food security assessments determine geographical targeting. Multi-sectoral district steering groups and community relief committees have a good track record of coordinating relief, recovery and development interventions. The new National Policy for the Sustainable Development of ASALs addresses the weaknesses of past policies and recognizes pastoralism as an important economic force.

¹⁹ Swahili for “Work for Youth”



22. The Government's Task Force on Social Protection, Resilience-Building and Drought Management ("Task Force") coordinates the work of development partners with a view to effective integrated responses to shocks and food insecurity in ASALs.
23. The district steering groups (DSGs) play an important role in coordinating food security issues at the district level. They bring together the government departments and non-governmental organizations (NGOs) for planning and prioritization of district-level interventions; WFP is an active member. DSGs review projects to ensure accountability of resource utilization, and request and direct technical support from the government departments. The district food security committees (DFSCs), the technical arm of the DSGs, carry out periodic rapid food security assessments and provide early warning information.

OBJECTIVES OF WFP ASSISTANCE

24. The main objectives of PRRO 10666.0 are to:
- reduce acute malnutrition among children under 5 and pregnant and lactating women in identified populations in crisis-affected areas (Strategic Objective 1);
 - enhance communities' resilience to shocks through safety nets or asset creation, and increase capacity to design and manage disaster-preparedness and risk-reduction programmes (Strategic Objective 2);
 - support and re-establish livelihoods and food and nutrition security after shocks (Strategic Objective 3); and
 - improve the nutritional status of targeted women and children (Strategic Objective 4).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

25. Kenya has been a regular recipient of international emergency food assistance.²⁰ Evaluations of the EMOP in 2006 and 2007 concluded that WFP assistance had prevented starvation, loss of human life and the depletion of assets.²¹
26. A consensus-building process led by the Government has guided the design of this PRRO, including definition of the role of food assistance in food security and disaster risk management. The Task Force has engaged bilateral donors, United Nations agencies and Nairobi-based representatives in discussion of the PRRO framework and response options. The consensus-building process started in 2007, when many consultative workshops were organized at the grassroots level, followed by three major regional workshops involving all

²⁰ WFP operations between 1998 and 2008 were valued at US\$890 million; the value of the August 2004-March 2009 operation was US\$507 million. The Government contributed 186,500 mt of food between 2004 and 2008. On 24 March 2009, the Government demonstrated its continued support to WFP by contributing 9,000 mt of maize, following the short-rains assessment and in anticipation of the PRRO 10666.0 approval.

²¹ IASC. 2006. *Real-Time Evaluation of the Drought Response in the Horn of Africa*. Available at <http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docid=1008393>; and "Summary Evaluation Report of Kenya Emergency Operation 10374.0 and Country Programme 10264.0 (2004–2008)" (WFP/EB.1/2008/7-C).



the main stakeholders in ASAL districts. Recommendations from these workshops, and results from assessments, have contributed to the formulation of this PRRO. One of the first outputs of this consultative process was the Task Force, which coordinates the work of development partners to promote effective, integrated responses to shocks and food insecurity in ASALs. The consultative process was instrumental in identifying the potential for more cooperation and synergies, as well as complementarities among programmes and projects.

⇒ *Strategy Outline*

27. This PRRO will support the development of a government social protection system and work to rebuild assets and enhance the resilience of people recovering from consecutive droughts. It will enable WFP and its partners to respond rapidly to new shocks while building preparedness capacity in the Government and partners. The geographic focus will be on pastoralist/agro-pastoralist and marginal agricultural zones. The most vulnerable urban populations in these areas will be supported through supplementary feeding for children and mothers, as well as general food distribution (GFD) rations for their households, and a mother-and-child health (MCH) programme. Based on the recommendations of the 2008/09 short-rains assessment, emergency school feeding (ESF) will also be provided in the most food-insecure districts for some 655,000 children during two school terms (until end-2009).²²
28. This PRRO and the WFP 2009–2013 country programme are complementary; the latter provides school feeding for 750,000 children in ASALs, and HIV and AIDS interventions in western and coastal areas. This alignment will be reviewed continuously to ensure maximum synergy.²³
29. Although the new operation does not target people affected by HIV, some targeting criteria allow for including them as beneficiaries in ASALs where stigma remains high.²⁴ Vulnerable urban populations in ASALs will be assisted through protection rations under supplementary feeding. Assistance to people affected by urban food insecurity outside of ASALs is still under discussion and will be addressed by the government-led safety nets.

Protracted Relief, Recovery and Preparedness Components

⇒ *Social Protection*

30. This component will: i) support the development of the Government's national strategy to ensure that food gaps are covered and vulnerable groups are protected, including OVC; and ii) support the management of moderate acute malnutrition among women and children under 5 to reduce the risk of their becoming severely malnourished, and of associated diseases and deaths.

²² The Ministry of Education will support an additional 200,000 children through the Home-Grown School Feeding Programme; the WFP country programme will assist 770,000.

²³ In line with the "Essential Package" promoted by UNICEF and WFP, water harvesting will be implemented under PRRO 10666.0 in 1,000 schools to assist with food production and preparation.

²⁴ Proxy targeting criteria such as poor household health, or households headed by a woman or child, are among those used to identify beneficiaries of GFD. Currently discussed with UNICEF and Ministry of Public Health and Sanitation is the possibility to extend the targeting criteria for supplementary feeding to HIV-infected (adult males and children above 5 years of age who meet nutritional admission criteria of the programme).



31. WFP will support the Government and DFID in meeting the needs of vulnerable households, which will contribute to the establishment of a government-led national social protection system.²⁵ In February 2009, DFID and the Government started implementing a safety net project comprising unconditional cash transfers in the pastoral districts of Mandera, Marsabit, Turkana and Wajir. The programme is expected to reach 50,000 households by December 2009 and 72,000 by May 2010. During the transition to the Government's national social protection system, WFP and the Government²⁶ will cover immediate food needs that are not met through other government sources or DFID's HSNP: the target group will be people affected by severe and temporary seasonal food shortages and those unable to participate in food-for-assets (FFA) activities, for example PLHIV, the elderly and OVC.²⁷
32. Vulnerable households will normally receive either HSNP cash or WFP food, but they may be combined during shocks when access to food and rising prices are problematic. Triggers for supplementary support will be defined by the Task Force. WFP and DFID have tried to ensure that beneficiary databases are compatible to enable synergy between the two interventions during PRRO 10666.0.
33. WFP will be a partner in the Government/DFID/UNICEF cash transfers to households hosting OVCs to support foster care of OVC in families and communities. Most families hosting OVC are barely able to afford food, shelter and basic services; a recent evaluation showed that 60 percent of the cash given to host families is used for food, not for education and health as intended. WFP will provide additional cash/vouchers for basic food for 1,100 households in Garissa in 2009 to enable families to use the OVC cash transfer to meet other needs²⁸. WFP and partners will evaluate the effect of the complementary cash/voucher scheme to determine whether it should be expanded; if expansion is possible, WFP will support UNICEF's planned scale-up in Isiolo and Samburu.²⁹ Other opportunities to use cash and vouchers in areas with functioning markets are being explored with partners.
34. To address persistently high rates of acute malnutrition and to complement preparedness interventions, WFP will continue to support the supplementary feeding programme (SuFP) in pastoralist areas. In and around urban and peri-urban areas in arid districts, UNICEF, WFP and partners will screen SuFP beneficiaries and provide a protection ration for those families found to be food-insecure. Consensus will be sought through the nutrition cluster on whether a similar approach for therapeutic feeding would be appropriate. The number of people and their vulnerability in urban and peri-urban areas has increased, especially that of former pastoralists who have lost livestock and AIDS patients. WFP and the nutrition cluster will investigate the causes of high acute malnutrition and align interventions accordingly.
35. As a preventive measure, WFP will provide a supplementary ration for pregnant and lactating women under the MCH programme; this will target very poor vulnerable women selected by medical partners as risk cases, to prevent malnutrition and attract them to

²⁵ Ministry of Gender and Social Services. 2007. Kenya National Social Protection Strategy (draft). Nairobi.

²⁶ This intervention is only scheduled to start in 2010.

²⁷ However, AIDS-affected households will not be excluded from the use of assets created through FFA. WFP will support their self-reliance and work with communities to define ways of ensuring sufficient assets to benefit AIDS affected people.

²⁸ Given the frequent fluctuation of food prices, the value of the cash transfer will be reviewed regularly so that it remains comparable to the value of a basic food ration.

²⁹ See paragraph 86 on the mid-term evaluation of the PRRO.



clinics for training in healthcare and safe motherhood.³⁰ Food-supported MCH will assist up to 40,000 pregnant or lactating women in urban areas; as a pilot project, up to 5,000 of those women will also benefit from protection rations targeting highly food-insecure households.

36. Urban vulnerable households whose children are enrolled in supplementary feeding will receive GFD rations (a maximum of 175,000 people). This is in addition to 161,600 urban dwellers assisted by the Kenya country programme through school feeding and HIV programmes.
37. Through ESF, WFP will also provide one cooked meal each school day for 655,000 schoolchildren in the most food-insecure districts over two school terms through to December 2009.³¹ This important safety net will supplement the food consumption of schoolchildren while contributing to the retention of children in schools in most food-insecure areas where withdrawing children from school to contribute labour is one of the household coping mechanisms used during crises.

⇒ *Recovery*

38. This component will create household and community assets for people recovering from drought, using FFA in partnership with other organizations to enhance resilience to shocks.³²
39. Food assistance, or a combination of food-based and cash-based interventions, will target vulnerable households recovering from emergencies.³³ The recovery target group is distinguished from the protection target group in that all the households have an active member who can participate in FFA.
40. Asset creation aims to enhance the ability of households to withstand future shocks. WFP and its partners will use tested technologies for collecting rainwater to provide safe drinking water for people and livestock, improve pastures and drought-resistant crop production and promote conservation. The technologies include: i) semicircular, triangular and trapezoidal bunds; ii) small-scale irrigation to produce drought-tolerant crops; and iii) sand dams, subsurface dams, weirs and water pans for use by humans and livestock. Dryland forestry work such as growing fruit trees and collecting dyes and gums will be supported, especially in areas where households headed by women have settled.

³⁰ Through a different programme, medical services during pregnancy and delivery, and in the first six weeks of motherhood, will be offered to the targeted women who will also benefit from WFP supplementary rations. The programme will be sponsored by KfW — *Kreditanstalt für Wiederaufbau* (Reconstruction Credit Institute), which carries out its work on behalf of the German Federal Ministry for Economic Cooperation and Development.

³¹ This is in addition to 770,000 schoolchildren served through regular school feeding in ASAL districts under the country programme for 2009–2013, with the objective of stabilizing attendance rates. The objective of emergency school feeding, on the other hand, is to create an additional safety net in the most food-insecure districts. Other children in semi-arid areas will be covered by the Government-sponsored home-grown school feeding programme, which will provide cash transfers to schools to purchase food for schoolchildren.

³² Recovery is defined as the ability of a household to meet all household members' food requirements without WFP assistance or other direct transfer programmes. Those who meet this recovery threshold still require other development resources to build resilient livelihoods.

³³ The value of food provided under the FFA component is based on FFA guidelines that use norms/rates from the International Labour Organization's *Productivity Norms for labour-based construction* (Advisory Support, Information Services, and Training (ASIST). 1998. Technical Brief No 2. Nairobi. (pp.19–26)).



Partnerships to support sales of FFA by-products such as fodder, crops³⁴ or livestock products will be established. WFP will investigate whether activities under the proposed PRRO are eligible for carbon credits under the Kyoto Protocol; use of the Protocol is still limited in Kenya.³⁵ Asset-creation activities will be identified by communities using participatory methods in consultation with district steering groups, ministries and other stakeholders. WFP inputs will be combined with social, technical and capital inputs. The water-harvesting component will be a basis for larger-scale water programmes in ASAL areas.³⁶

41. Promotion of drought-tolerant crops is central to the Government's Strategy for Revitalizing Agriculture in ASALs for the period 2004–2014. In addition to the standard cereals such as maize or rice, and pulses such as split peas or beans, WFP will increasingly include in its food rations local food from such drought-tolerant crops as sorghum, millet, green grams, cowpeas and pigeon peas. This food will be purchased from small farmers, linking with WFP's Purchase for Progress (P4P) initiative. The pilot P4P in Kenya seeks to ensure that food assistance is part of a long-term solution to the hunger challenge. By integrating its purchasing power with the technical contributions of other partners to connect small-scale, low-income farmers to markets, WFP will help marginal-surplus farmers earn more from their farming. In this way, P4P will encourage both the production and consumption of drought-tolerant crops.³⁷

⇒ *Preparedness*

42. This component will: i) respond to shocks before they escalate to protect household assets and contain the number of relief beneficiaries; and ii) enhance government and community capacity in disaster preparedness and mitigation, and develop integrated preparedness mechanisms.
43. This PRRO will respond rapidly to new shocks: experience shows that the earlier the response, the greater the impact in terms of protecting assets and livelihoods. Continued in-kind support from the Government is crucial for timely response. WFP will work: i) with the DMI project to develop contingency plans for food and non-food responses to early-warning signals; and ii) at the national level under the KFSM and KFSSG to develop common triggers for the National Drought Contingency Fund (NDCF) to combine food and other responses.
44. The first year of the PRRO will include 2,150,000 beneficiaries on an emergency basis because of an acute drought emergency and failure of the short rains in some of the productive agricultural areas. The emergency and recovery needs will be reviewed and

³⁴ Ministry of Agriculture. 2008. *Concept Note on "Orphan" Crops*. Nairobi. Traditional varieties will be promoted in conjunction with the Government's Orphan Crop Initiative. Market opportunities can be created through WFP's Purchase for Progress (P4P) initiative.

³⁵ To improve water catchment areas, WFP plans to engage in a reforestation activity. The project would target steeply sloped lands in important water catchment areas where reforestation will reduce the erosion process, protect the water source, regulate water flows and bind carbon from the atmosphere, contributing to the mitigation of climate change. WFP will explore opportunities for this reforestation activity to be a carbon credit project.

³⁶ The FFA framework is described in: Appropriate Development Consultants Ltd (ADCL). 2008. *Water Harvesting for Improved Drought Preparedness Using Food for Assets Strategy*. Nairobi.

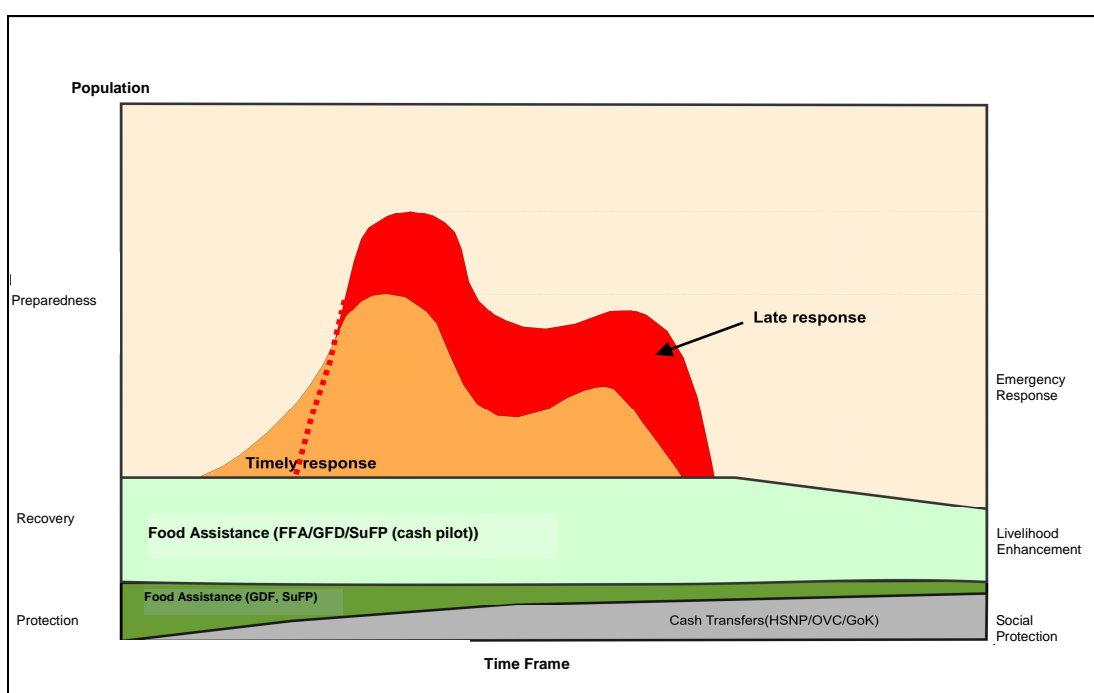
³⁷ The P4P plans are to forward contract with smallholder farmer organizations to promote production of drought-tolerant crops in arid areas through FFA activities involving water harvesting. The objective is to enable beneficiaries of the new PRRO's water-harvesting activities who are cultivating communal land in the arid areas to become WFP suppliers.



adjusted through the established mechanism of twice-yearly assessments. It is expected that the number of emergency beneficiaries will be gradually reduced through February 2010, when food security is expected to improve.

45. Figure 1 shows beneficiary coverage and relative size of three components of the PRRO (preparedness, recovery and protection), together with assistance modalities, over the three years of the operation. Beneficiary coverage in the preparedness component depends on the timeliness of the response: the earlier the response to a crisis, the less emergency assistance will be needed and fewer people will be affected.

**Figure 1: Protection, Recovery, Preparedness:
Three Categories of Beneficiaries**



46. In the event of resourcing shortfalls, WFP will give first priority to nutrition interventions for the most vulnerable (SuFP, MCH), followed by GFD. In principle, the decision on priorities is to be made by the KFSM members.

Hand-Over Strategy

47. The hand-over strategy is based on three elements, as described below.

⇒ *Partnerships*

48. The strategy requires increased capacity in the Government and other partners to cater for predictable needs of highly vulnerable households, including those recovering from shocks. The Task Force focuses on joint programming and opportunities for progressive hand-over of targeted groups to other government initiatives. Cash-based transfers such as the HSNP and OVC programmes, and programmes involving credit, fodder supply, commercial de-stocking and vaccinations, give people opportunities to acquire skills and

livelihood options. Beneficiaries of SuFP will be progressively integrated into health programmes addressing the causes of malnutrition organized by the Ministry of Health with UNICEF support. Beneficiaries participating in asset creation will be supported by development projects covering sectors from livestock development to small-scale business development run by the ALRMP, the International Fund for Agricultural Development (IFAD), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Environment Programme (UNEP), and the Ministries of Water, Livestock, Agriculture, Environment and Education. At the grass-roots level, WFP will continue to collaborate with community-based organizations and NGOs,³⁸ as well as directly with communities. Beneficiaries will be encouraged to prepare for future shocks by seeking financial resources through the district steering groups. The Government and donors such as the EC and the World Bank are committing funds to the NDCF for this purpose. DSGs will be instrumental in seeking technical support from the government departments and accessing resources from the NDCF and similar sources in support of humanitarian and recovery activities.

⇒ *Enabling policy environment, including linkages to markets*

49. WFP, donors and United Nations partners will advocate for an enabling policy environment for addressing food insecurity in the ASALs. Enactment of the policy for sustainable development of the ASALs will be critical for the creation of a social protection system and building resilience, which should lead to increased budgetary support for food and/or cash assistance and the establishment of market links between small producers in surplus areas to the ASALs. P4P will contribute to this process by purchasing increasing amounts of food for WFP operations from small farmers – up to 800 mt in 2009, 5,000 mt in 2010 and 10,000 mt in 2011.

⇒ *Improved resilience generated from assets created*

50. Households and communities will participate in the identification, design and implementation of FFA projects so that they fit their needs. Innovative interventions focusing on rainwater harvesting are expected to be sustained; the assets created will be maintained by the communities and households.
51. Targeted supplementary feeding will phase down when the nutrition and health situation in pastoralist districts has improved. GAM rates in pastoralist districts are either “serious” or “emergency”, but consecutive surveys in the same season found slight reductions in malnutrition levels, indicating that interventions are having a positive impact.³⁹ Continued reduction in malnutrition rates is anticipated as a result of capacity development among health workers in arid districts in the management of malnutrition and the implementation of the government’s community outreach strategy, the objective of which is to empower communities to detect and manage malnutrition or carry out referrals. Other interventions that will contribute to this success include the DFID HSNP, which will increase household

³⁸ NGO partners in 2009 include: ActionAid, Action Against Hunger, Consortium of Cooperating Partners (COCOP), German Agro Action, Islamic Relief, Kenya Red Cross Society (KRCS), Merlin, Oxfam, Ramati and World Vision International (WVI).

³⁹ Examples of reductions in GAM rates: Wajir – 23 percent in April 2007 to 17 percent in April 2008; Marsabit – 17 percent in March 2007 to 16 percent in March 2008; Moyale – 18 percent in March 2006 to 9 percent in April 2008; Samburu – 19 percent in March 2006 to 15 percent in March 2008; Garissa – 19 percent in October 2005 to 15 percent in December 2007; Isiolo – 13 percent in May 2006 to 11 percent in December 2007; Tana River – 19 percent in October 2005 to 12 percent in December 2007.

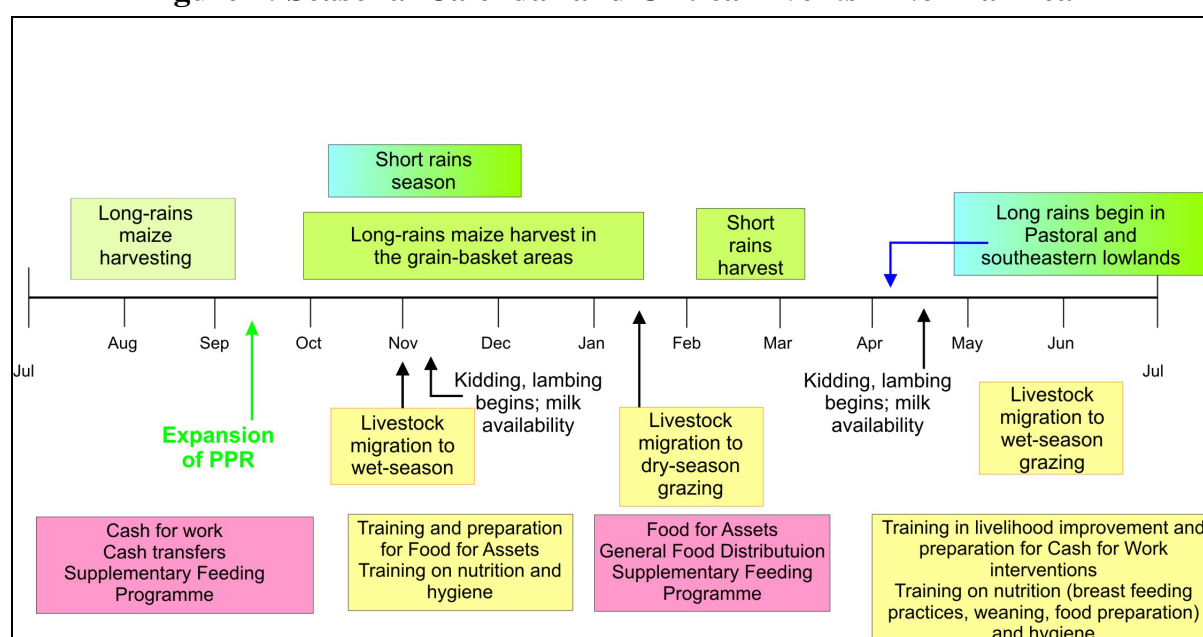


income and access to food, and promotion of improved feeding for infants and young children through interventions by the Ministry of Health and UNICEF.

BENEFICIARIES AND TARGETING

52. Targeting will be done at the national and district levels through the twice-yearly food security assessments, and at the community level through the relief/recovery committees under the community-based targeting and distribution (CBTD) guidelines. The country office will continue to update the seasonal analysis of livelihoods to determine the seasonal impacts of shocks on vulnerable people, refine response options, define the duration of assistance and inform intervention approaches. (See Figure 2.)

Figure 2: Seasonal Calendar and Critical Events – Normal Year



53. The proposed target groups live in the pastoral and agro-pastoral arid districts and the semi-arid marginal agricultural areas of Eastern and Coastal provinces. Food security assessments across the livelihood zones collect sub-location and household-level data. Eligibility criteria for the most food-insecure people include loss of livestock during the recent drought, loss of cash income and low purchasing power, and high levels of negative coping strategies such as reduction in the number and size of meals. Geographical targeting will continue to be guided by food security assessments; communities will continue to select the most vulnerable individuals. CBTD guidelines⁴⁰ identify women as most vulnerable and promote women's participation in this process. Household targeting criteria will be refined through a comprehensive food security and vulnerability assessment in 2009.

⁴⁰ WFP has been training district steering groups, cooperating partners, village relief committees and other stakeholders in applying CBTD guidelines, endorsed by the Government during the 2000/02 emergency. In 2007 the evaluation team for EMOP 10374.0 concluded that "CBTD is the most appropriate method of reaching the targeted community. As a mode of identifying the 'extremely vulnerable', CBTD is very successful. There is little inclusion of the top socio-economic segment of the community. The system seems to be particularly effective in targeting women". "Summary Evaluation Report of Kenya Emergency Operation 10374.0 and Country Programme 10264.0 (2004–2008)" (WFP/EB.1/2008/7-C).

54. In 2009, SuFP will target 100,000 moderately malnourished children under 5 and pregnant and lactating women and will expand its coverage to additional geographic areas affected by the most recent drought. This number will decrease to 45,000 in March 2010 and is expected to fall to 40,000 in the third year of the PRRO as a result of the impact of other activities to improve food security and health services. Admission to SuFP will be determined by malnutrition indicators.⁴¹ In ASAL areas with no GFD, WFP and partners will screen SuFP beneficiaries to identify the causes of malnutrition and provide a protection ration for households that are food-insecure or at risk of food insecurity; the duration of this will depend on the nutritional status of child beneficiaries. WFP and the nutrition cluster will investigate the causes of high acute malnutrition and align interventions accordingly.
55. This PRRO is expected to reach 3.5 million beneficiaries in 2009. The need arises from the latest crisis: reduced food production due to insecurity following the December 2007 elections and high agricultural input prices, which together with failure of the short rains resulted in high food prices and food shortages.⁴² The number of beneficiaries is expected to fall to 745,000 by 2012 as resilience is built and government and partner programmes take over, unless other major shocks happen in 2010 and 2011. Food and cash entitlements will only be combined when the value of cash transfers is eroded and access to food is an issue. In the event of a shock or during lean periods, starting in 2010, WFP is prepared to scale up the GFD component to reach a maximum of 180,000 beneficiaries receiving HSNP cash transfers; the twice-yearly assessments will measure the impact of shocks, and if necessary WFP will scale up complementary rations. The number of households participating in FFA is expected to increase in the second and third years of the operation as the implementation capacities of the Government and partners increase and recovery gains momentum. ESF will provide a cooked meal for 655,000 schoolchildren, each schoolday, over two terms in 2009. Planned beneficiary numbers are shown in Table 1.
56. A phase-out of WFP assistance is not anticipated during the PRRO, but there are plans to limit the duration of food assistance for individual beneficiaries, support alternative livelihood opportunities and integrate food assistance into national social protection strategies. PRRO 10666.0 is planned for three years, during which the social protection system will improve and assets will be created for household and community recovery.

⁴¹ For children under 5, the entry criteria will be: i) weight-for-height between 70 percent and 79 percent of the median; or ii) mid-upper arm circumference (MUAC) between 11 cm and 12.4 cm; or iii) growth faltering or confirmed anaemia in infants over 6 months born to HIV-positive mothers and on assisted replacement feeding. Pregnant women will be admitted from their second trimester if MUAC is below 21 cm or if anaemic with haemoglobin (HB) < 12.0g/dl. Lactating women will be supported if they have a child under 6 months and MUAC below 21 cm or anaemia with HB < 11.0g/dl.

⁴² PRRO geographical targeting will be determined by the January 2009 short-rains assessment. Beneficiary targeting will be the same as that used by EMOP 10745 in March 2009.



TABLE 1: BENEFICIARY NUMBERS, BY INTERVENTION AND GENDER

	May 2009 – February 2010			March – December 2010			2011			2012		
	Men/boys	Women/girls	Total	Men/boys	Women/girls	Total	Men/boys	Women/girls	Total	Men/boys	Women/girls	Total
Social protection												
GFD	993 300	1 156 700	2 150 000	184 800	215 200	400 000	124 740	145 260	270 000	124 740	145 260	270 000
SuFP	36 700	63 300	100 000	16 540	28 460	45 000	14 700	25 300	40 000	14 700	25 300	40 000
SuFP protection ration	64 225	110 775	175 000	41 350	71 150	112 500	36 760	63 240	100 000	36 760	63 240	100 000
OVC cash/voucher transfer	2 540	2 960	5 500	7 160	8 340	15 500	11 780	13 720	25 500	11 780	13 720	25 500
MCH	–	40 000	40 000	–	40 000	40 000	–	40 000	40 000	–	40 000	40 000
MCH protection ration	11 550	13 450	25 000	–	–	–	–	–	–	–	–	–
Emergency school feeding (ESF)	302 610	352 390	655 000	–	–	–	–	–	–	–	–	–
Recovery												
FFA arid areas	46 200	53 800	100 000	69 300	80 700	150 000	92 400	107 600	200 000	92 400	107 600	200 000
FFA semi-arid areas	115 500	134 500	250 000	92 400	107 600	200 000	80 850	94 150	175 000	69 300	80 700	150 000
Preparedness												
GFD in arid areas	–	–	–	69 300	80 700	150 000	83 160	96 840	180 000	83 160	96 840	180 000
Total	1 572 625	1 927 875	3 500 500	480 850	632 150	1 113 000	444 390	682 260	1 126 650	432 840	597 660	1 005 500
Total excluding double counting in relief component	1 598 751	1 861 749	3 460 500	464 310	603 690	1 068 000	346 530	560 120	906 650	334 980	475 520	810 500

- All SuFP beneficiaries will receive GFD/FFA rations or SuFP protection rations and are therefore not counted in the totals. Of ESF beneficiaries, 60,000 are in arid and 40,000 in semi-arid areas; those in semi-arid areas are expected to be phased out in March 2010. Protection ration for SuFP will be provided for 35,000 households in urban areas in arid districts.
- Households receiving the monthly HSNP cash transfer will receive a supplementary ration at times of severe shock and during lean seasons; this is projected for 50 per cent of the PRRO duration.
- OVC cash/voucher transfers start with 5,500 beneficiaries in Garissa; it scales up to 25,500 beneficiaries when Isiolo district is included in 2010 and Samburu in 2011.
- MCH protection rations will be provided to all the households with a member enrolled in MCH.



NUTRITIONAL CONSIDERATIONS AND RATIONS

57. The Ministry of Health, UNICEF, specialized partners and WFP have been responding jointly to the nutrition crisis in the ASALs, using a variety of food and complementary approaches. Food will remain an integral component of a strategy to address moderate malnutrition led by the Ministry of Health and supported by UNICEF.⁴³
58. Information about causes of malnutrition such as care practices and access to healthcare, clean water and sanitation will be provided by partners in these sectors. Progress in SuFP will be monitored through nutritional surveillance by the Ministry of Health and UNICEF.⁴⁴ Interventions related to the management of malnutrition will be adjusted to programme need in consultation with a technical forum.⁴⁵
59. Beneficiaries of GFD or food for assets in arid areas will receive a 75 percent ration if the latest food security assessment finds that they can provide 25 percent of their food needs; those in semi-arid areas will receive a 50 percent ration if they can provide 50 percent of needs; both groups must employ positive coping mechanisms.⁴⁶ The rations will be reviewed if there is a significant change in the food and nutrition situation and people's ability to cope. WFP, UNICEF and the Ministry of Health will continue their cooperation in nutrition interventions.

⁴³ GFD targeting includes HIV/AIDS proxy criteria for infected and affected populations in arid areas where HIV stigma is still high. Information campaigns will advise partners and communities of the importance of applying the HIV/AIDS-related criteria in the targeting process. The partners will consider admission criteria of SuFP for moderately malnourished children and mothers for HIV/AIDS affected in areas not receiving GFD.

⁴⁴ SuFP will target: i) children under 5 with weight-for-height below 80 percent of the median or those with a medical condition indicating vulnerability to acute malnutrition; ii) pregnant women from their second trimester; and iii) lactating women with a child under 6 months and MUAC below 21 cm, or those vulnerable to acute malnutrition. Discharge criteria for children are weight-for-height greater than 85 percent or MUAC 12.5 cm; for pregnant and lactating women, MUAC equal to or greater than 22.5 cm; and for women with chronic diseases and/or AIDS, MUAC equal to or greater than 23.5 cm.

⁴⁵ WFP and Royal DSM N.V., a WFP corporate partner, are involved in a joint initiative to improve the nutritional content of CSB. Interventions such as home fortification through use of sprinkles may be explored to improve micronutrient intakes.

⁴⁶ It is expected that fewer people will need food assistance each year, assuming that recovery activities have an impact.



60. Table 2 shows rations and feeding days by activity. Table 3 shows food required for the operation.

TABLE 2: DAILY RATIONS AND FEEDING DAYS, BY ACTIVITY (g/day)					
Food	ESF	GFD and FFA in arid areas	FFA in semi-arid areas	SuFP/MCH (1)*	SuFP/MCH (2)**
Cereals	150	345	230		230
Pulses	40	60	40		40
Vegetable oil	5	20	13	25	13
Corn-soya blend (CSB)	-	40			-
CSB enriched with sugar	-	-	-	250	-
Iodized salt	-	5	5	-	5
Total	195	470	288	275	288
Total kcal/day	792	1 749	1 056	1 221	1 056
Feeding days/year					
2009	180	225	225	***	***
2010	-	300	300	***	***
2011	-	300	300	***	***
2012	-	75	75	***	***

* Moderately malnourished children under 5 and pregnant and lactating women

** Family protection ration

*** Depending on nutritional status of beneficiaries

TABLE 3: FOOD REQUIRED (mt)				
Food	GFD and FFA	SuFP/MCH/OVC	ESF	Total
Cereals	336 203	32 258	13 464	381 924
Pulses	58 470	5 610	3 526	67 606
Vegetable oil	19 489	4 517	511	24 517
CSB	25 680	-	-	25 680
CSB enriched with sugar	-	26 925	-	26 925
Iodized salt	5 704	716	-	6 421
Cash/vouchers equivalent	4 333	-	-	4 333
Total	449 879	70 026	17 501	537 405
<i>Percentage</i>	<i>84</i>	<i>13</i>	<i>3</i>	<i>100</i>

IMPLEMENTATION ARRANGEMENTS

Participation

61. A participatory planning approach will build on the widely-used CBTD and distribution and participatory integrated community development systems. Local relief/recovery committees will work with the Government, NGO partners and WFP field monitors to select those most eligible for food assistance on the basis of agreed criteria, develop the beneficiary register and ensure that food distributed is accurately recorded. In the event of new shocks, the register will be updated on the basis of the twice-yearly assessments.



Women are expected to fill at least 50 percent of leadership positions on relief/recovery committees; they will be trained in leadership, FFA and CBTD.⁴⁷

62. WFP, the Government and its partners will continue to use the “one food pipeline” approach that has harmonized food assistance programming and reduced duplication. The “one food pipeline” approach ensures that all relief food contributions from the Government and partners are programmed using common planning figures. WFP will advocate for adequate multi-sectoral interventions to complement food assistance programmes in the recovery period.⁴⁸

Partnerships

63. For the implementation of GFD and FFA, WFP’s main government partners are the Office of the President’s Special Programmes, the Ministry for the Development of Northern Kenya and Other Arid Lands, the Arid Lands Resource Management Project, and the Ministries of Water, Environment and Education.⁴⁹
64. WFP and the Government will meet monthly to review implementation and coordination of the food pipeline. Cooperating partners will be identified for each district through a consultative process.⁵⁰ Given the focus on water-harvesting FFA activities, additional technical partners with expertise in this field will be engaged⁵¹ and FFA activities will be integrated in overall recovery efforts.
65. HSNP, the OVC cash-transfer programme and WFP will coordinate targeting for the social protection caseload.
66. WFP will work with the Government and the EC to develop the NDCF. Triggers will be developed to ensure that early response combines food and non-food inputs as effectively as possible. WFP will coordinate with USAID-supported projects in northern Kenya on targeting and intervention linkages and will share information about livelihoods. WFP will continue to collaborate with the Government and the USAID-sponsored Famine Early Warning Systems Network in providing timely early warning information necessary for food security and other interventions.
67. FAO, IFAD and UNEP will provide technical and capital inputs to FFA. Micro-credit opportunities will be sought with partners to support livelihood diversification among vulnerable people living in peri-urban areas.
68. The Ministry of Public Health and Sanitation, UNICEF and WFP will continue their cooperation in nutrition interventions⁵² with support of specialized NGOs.⁵³ KfW will

⁴⁷ EMOP post-distribution monitoring found high participation by women in relief committees and noted their important role in the management of food assistance at final distribution points and in households.

⁴⁸ The NDCF could act as a multi-sectoral cash-basket fund. In its role as coordinator of multi-sectoral work on recovery, protection and preparedness, the KFSM will discuss the possibility of sector-wide approaches (SWAPs) for ASAL regions to optimize resource allocation and harmonize donor inputs.

⁴⁹ WFP will take the lead in forming a rainwater-harvesting task force to coordinate water harvesting in ASALs.

⁵⁰ Current and potential partners include, among others, ActionAid, COCOP, German Agro Action, KRCS, OXFAM GB, Ramati, Tearfund and WVI.

⁵¹ Partners such as ActionAid, German Agro Action and WVI have been involved in FFA implementation; WFP is looking to identify and establish relationship with more partners with the capacity to implement FFA.

⁵² SuFP, MCH and OVC cash transfer.

⁵³ Current NGO partners in nutrition include: International Rescue Committee, Islamic Relief, Merlin, Save the Children UK, Samaritan Purse, WVI.



support the MCH programme aimed at promoting access to adequate health services during pregnancy and early motherhood.

Capacity-Building

69. The Government, WFP, the EC's DMI and FAO will continue to enhance the capacities of the KFSSG and district steering groups with training in early-warning systems, implementation of assessments, seasonal livelihood analyses, design, implementation and management of FFA and response programming. Relief/recovery committees will be trained in targeting, implementation, monitoring and evaluation.
70. WFP will expand its technical assistance to develop the food tracking system managed by the special programmes in the Office of the President and its application at the district level.

Non-Food Inputs

71. Under FFA, WFP and its partners will provide technical assistance, training, basic tools and materials to enable communities to create sustainable water-harvesting assets. Communities will contribute in kind.
72. WFP is responsible for the food and logistics inputs of SuFP; the Ministry of Health will provide technical staff and nutritional education, with support from UNICEF.

Logistics Arrangements

73. The proposed PRRO will use existing logistics systems. International shipments reach Kenya through Mombasa and are delivered to extended delivery points (EDPs) by road. WFP has sufficient storage capacity in Mombasa.
74. The port of Mombasa, of major importance for regional commercial and aid cargo, has been congested, with frequent delays in clearance and transit. WFP is proposing to the Government ways to facilitate the clearing and transit of WFP relief cargo; meanwhile it is engaging a Port Captain, along with rail and road transport experts to evaluate port capacity and the feasibility of augmenting it. The Government has invited WFP to participate in a recently created task force to address port issues.
75. Food is stored at EDPs by the government or NGO partner under the supervision of WFP logistics staff. Food is transported from EDPs to final delivery points (FDPs) by private transporters contracted by government and NGO partners. FDPs will be selected to facilitate food collection, especially by women. The Commodity Movement Processing and Analysis System (COMPAS) is installed in Nairobi and Mombasa and all field offices.
76. The landside transport, storage and handling (LTSH) rate is US\$164.93/mt. A multi-tier rate is proposed for PRRO 10666.0: US\$148.58/mt for local purchases and twinning⁵⁴ and US\$170.11/mt for imports from overseas.
77. The country office will continue to work with transport companies to develop HIV/AIDS workplace policies, awareness and prevention.

⁵⁴ Twinning refers to in-kind donations from one donor being twinned with contributions for associated costs (e.g. LTSH) being paid by a different donor.



LOCAL PROCUREMENT OF FOOD

78. Local purchases depend on the availability of untied cash contributions and appropriate market conditions. WFP expects that local purchases will be made for some cereals and a third of corn-soya blend (CSB).
79. Under P4P, WFP will pilot innovative food procurement, including buying drought-tolerant food crops from small farmers and supporting market development, with a view to identifying best practices to be mainstreamed in WFP's procurement practices.
80. The Government has agreed in principle to continue its in-kind contributions in support of PRRO 10666.0.

PERFORMANCE MONITORING

81. WFP monitoring will include: i) monthly distribution and post-distribution monitoring of all the activities (GFD, FFA, SuFP, ESF); ii) FFA on-site monitoring related to the quality of outputs and immediate outcomes; and iii) joint programme monitoring and impact evaluations for complementary food and non-food pilot interventions. With the nutrition partners, WFP has improved the existing SuFP checklist which will be used for joint monitoring. Joint monitoring of OVC cash transfer will be carried out with UNICEF. WFP will reinforce its monitoring capacity by: i) training WFP and partner field staff on monitoring tools and methodology; and ii) better coordinating with technical partners and district authorities, with a view to timely analysis of information and programme adjustments. The quantity of food distributed will be captured through COMPAS. WFP will use currently available information as the baseline to measure the success of this PRRO.⁵⁵
82. WFP will work with partners, particularly the Government, HSNP and the OVC cash transfer programme, to ensure that seasonal and market changes underpin programming decisions as to the use of cash and food. WFP will ensure that sufficient baseline information is available to measure the impact of its support for other safety-net programmes.⁵⁶
83. Fluctuations of malnutrition rates will be captured through mid-upper arm circumference (MUAC) surveillance reported monthly by the Arid Lands Resource Management Project and trends in underweight reported in the Child Health and Nutrition Information System of the Ministry of Health. SuFP indicators – recovery, default, mortality and coverage rates – will be monitored through monthly reports by the Ministry of Health or specialized agencies. The Ministry of Health, UNICEF and partners will report quarterly and carry out annual nutrition surveys.
84. WFP and partners will finalize standard beneficiary databases that can be aggregated at the district and national levels.
85. A systematic review of NGO partners' capacity to plan, implement and monitor will include a joint review of the quality of implementation and performance.

⁵⁵ Short- and long-rain assessment reports and post-distribution monitoring reports from 2008.

⁵⁶ WFP will use existing information such as the 2008 *Kenya OVC Country Team Programme Operational and Impact Evaluation* and supplement it with its baseline data.



86. It is expected that PRRO 10666.0 will be externally evaluated midway through implementation; the costs are included in the budget.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk Assessment

⇒ *Natural disasters*

87. The assumption is that drought, floods and livestock diseases will continue to affect livelihoods in ASALs, and will further reduce resilience to shocks.

⇒ *Institutional risk*

88. Continued government leadership will be necessary to maintain cohesion among recovery programmes and guarantee the complementary inputs needed to meet recovery objectives. The Government must have sufficient resources to roll out safety nets. The social protection strategy relies on bilateral programmes such as the HSNP.

⇒ *Management risk*

89. Adequate resource allocation from NGO and government partners for non-food inputs in asset-creation projects will be essential.

⇒ *Insecurity*

90. Implementation may be negatively affected by conflict, which may result in “no-go” areas in border areas.

Contingency Planning

91. Contingency plans are regularly updated in anticipation of major shocks. WFP continues to work with partners to enhance coordination structures and capacity through training and transfer of responsibility, especially at the district level, in partnership with the National Drought Contingency Fund to build government capacity to plan and respond.

SECURITY CONSIDERATIONS

92. The districts to be covered by this PRRO are mainly in United Nations security phase III areas prone to banditry, cattle rustling and cross-border skirmishes. Armed police escorts are required to accompany WFP staff and vehicles outside the main urban areas. Access is possible in most areas, with police escorts; in a few areas access requires coordination with the Kenyan military. WFP national security assistants are based in the field offices in the phase III areas to monitor security, ensure that arrangements are in place, conduct regular training in operating procedures and ensure that the operating environment conforms to minimum operating security standards.
93. All WFP field vehicles are equipped with ultra high frequency radios; staff are required to carry handheld radios. Field vehicles have adequate safety and communications equipment. To ensure constant communication between Nairobi and the field, a 24-hour radio service will be maintained at the WFP and UNICEF radio control rooms. All staff undergo security awareness and radio communications training.



ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt (US\$)	Value (US\$)
WFP COSTS			
Direct operational costs			
Food commodities ¹			
– Cereals	381 923	377.11	144 026 983
– Pulses	67 606	529.83	35 819 687
– Vegetable oil	24 517	1 114.60	27 326 648
– Mixed and blended food	52 605	512.85	26 978 474
– Salt	6 421	194.85	1 251 132
– Cash/vouchers	4 333	570.50	2 472 000
Total food	537 405		237 874 924
External transport			68 426 476
Landside transport			0
Internal transport, storage and handling			87 920 025
Total LTSH			87 920 025
Other direct operational costs			12 545 303
A. Total direct operational costs			406 766 728
B. Direct support costs² (see Annex I-B)			36 480 982
C. Indirect support costs (7.0 percent)³			31 027 340
TOTAL WFP COSTS			474 275 049

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

² Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	8 051 780
National professional officers	3 302 566
National general service staff	8 367 740
Overtime	707 808
Incentives	878 880
International consultants	415 000
National consultants	260 000
United Nations volunteers	180 000
Staff duty travel	5 333 244
Staff training and development	217 731
Subtotal	27 714 749
Office expenses and other recurrent costs	
Rental of facility	540 414
Utilities (general)	61 755
Office supplies	226 315
Communication and information technology services	1 067 823
Insurance	88 013
Equipment repair and maintenance	291 985
Vehicle maintenance and running costs	2 997 107
Other office expenses	1 424 985
United Nations organization services	146 183
Subtotal	6 844 580
Equipment and other fixed costs	
Vehicles	603 663
Telecommunications equipment	1 062 800
Furniture, tools and equipment	255 190
Subtotal	1 921 653
TOTAL DIRECT SUPPORT COSTS	36 480 982





ANNEX II: LOGICAL FRAMEWORK		
Results chain	Performance indicators	Risks and assumptions
Strategic Objective 1 – Save lives and protect livelihoods in emergencies		
Outcome 1.1: Reduced acute malnutrition among children under 5 and pregnant and lactating women in targeted populations affected by emergencies	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition below 15% among children under 5 in WFP intervention areas ➤ SuFP recovery rates >75%; mortality rates <3%; defaulter rates <15%; and coverage > 80%; based on targeted beneficiaries 	<p>Assumption: Government's leadership maintains cohesion among recovery programmes and ensures complementary inputs</p> <p>Risk: Natural disasters will continue to reduce resilience to shocks</p>
Output 1.1.1: Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ Actual number of women, men, girls and boys receiving food and non-food items by category and as % of planned ➤ Tonnage of food distributed, by type, as % of planned 	<p>Assumption: Adequate and timely funding to ensure healthy pipeline</p> <p>Risks: Ineffective nutritional screening by partners; insufficient coverage by health institutions</p>
Outcome 1.2: Improved food security of targeted populations (SuFP and protection rations)	<ul style="list-style-type: none"> ➤ Coping strategy index < 0.2 ➤ Household food consumption score > 35 	
Output 1.2.1 Distribution of food and non-food items in sufficient quantity and quality to targeted women, men, girls and boys	<ul style="list-style-type: none"> ➤ Actual number of women, men, girls and boys receiving food and non-food items, by category and as % of planned 	<p>Assumption: Adequate and timely funding to ensure healthy pipeline</p>
Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures		
Outcome 2.1: Early-warning systems, contingency plans, food security monitoring systems in place and enhanced with WFP capacity-development support	<ul style="list-style-type: none"> ➤ Disaster preparedness index 	<p>Assumptions: Adequate government and community participation in training, support from partners</p> <p>Risk: High turnover of partner staff, especially at NGOs</p>
Output 2.1.1: Disaster mitigation measures in place with WFP capacity-development support	<ul style="list-style-type: none"> ➤ Risk-reduction and disaster preparedness and mitigation systems in place, by type: early-warning systems and contingency plans 	
Outcome 2.2: Hazard risk reduced at the community level in targeted communities	<ul style="list-style-type: none"> ➤ Community asset score ➤ Household asset score 	<p>Assumption: Other social protection programmes coordinated in the government master plan</p>



ANNEX II: LOGICAL FRAMEWORK		
Results chain	Performance indicators	Risks and assumptions
Output 2.2.1: Disaster mitigation assets built or restored by targeted communities	<ul style="list-style-type: none"> ➤ Risk-reduction and disaster-mitigation assets created or restored, by type and unit of measure: ha protected or improved, number of trees planted, dams constructed, etc. ➤ Number of beneficiaries reached (% of planned) ➤ Quantity of food distributed in mt (% of planned) 	Assumption: Adequate and timely funding to ensure healthy pipeline
Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-disaster situations		
Outcome 3.1: Targeted communities have increased access to livelihood assets in fragile shock-prone transition situations	<ul style="list-style-type: none"> ➤ Community asset score 	Assumption: Asset creation projects depend upon sound technical input from NGO and government partners Risk: Lack of or inadequate implementation capacity
Output 3.1.1: Livelihood assets developed, built or restored by targeted communities and individuals	<ul style="list-style-type: none"> ➤ Number of community assets created or restored by targeted communities and individuals ➤ Number of women and men trained in livelihood support thematic areas 	Assumptions: Adequate counterpart funding through other direct operational costs; adequate complementary inputs by partners
Outcome 3.2: Enrolment of girls and boys in assisted schools stabilized at pre-crisis levels	<ul style="list-style-type: none"> ➤ Retention rate (met for 80% of sampled schools) 	Assumption: School infrastructure adequate to accommodate the children and implement the programme
Output 3.2.1: School feeding coverage aligned with programme of work	<ul style="list-style-type: none"> ➤ Number of schools assisted by WFP ➤ Quantity of food distributed (in mt as % of planned) 	
Strategic Objective 4 – Reduce chronic hunger and undernutrition		
Outcome 4.1: Improved nutritional status among targeted women, girls and boys	<ul style="list-style-type: none"> ➤ Prevalence of stunting among targeted children under 2 (height-for-age as %) ➤ Prevalence of underweight among targeted children under 5 (weight-for-age as %) ➤ % of newborn babies with low birthweight ➤ MUAC for pregnant/nursing mothers < 23 	Assumptions: Access to clean drinking water, sanitation and healthcare, correct utilization of fortified foods at household level Risks: Ineffective or insufficient support from nutrition partners
Output 4.1.1: Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and non-food items, by category and as % of planned ➤ Tonnage of food distributed, by type, as % of planned 	Assumption: Adequate and timely funding to ensure a healthy pipeline

ANNEX III

KENYA PRRO 10666.0 – OPERATIONAL AREA AND ACTIVITIES



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

ALRMP	Arid Lands Resource Management Project
ASAL	arid and semi-arid land
CBTD	community-based targeting and distribution
COCOP	Consortium of Cooperating Partners
COMPAS	Commodity Movement Processing and Analysis System
CSB	corn-soya blend
DFID	Department for International Development (United Kingdom)
DFSC	district food security steering committee
DMI	Drought Management Initiative
DSG	district steering group
EC	European Commission
EDP	extended delivery point
EHRP	emergency humanitarian response plan
EMOP	emergency operation
ESF	emergency school feeding
FAO	Food and Agriculture Organization of the United Nations
FDP	final delivery point
FFA	food for assets
GAM	global acute malnutrition
GDP	gross domestic product
GFD	general food distribution
HB	haemoglobin
HSNP	Hunger Safety Net Programme
IASC	Inter-Agency Standing Committee
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
KfW	<i>Kreditanstalt für Wiederaufbau</i> (Reconstruction Credit Institute)
KIHBS	Kenya Integrated Household Budget Survey
KRCS	Kenya Red Cross Society
LTSH	landside transport, storage and handling
MCH	mother-and-child health



MUAC	mid-upper arm circumference
NDCF	National Drought Contingency Fund
NGO	non-governmental organization
OVC	orphans and other vulnerable children
P4P	Purchase for Progress
PLHIV	people living with HIV
PPR	<i>peste des petits ruminants</i> (pests of small ruminants)
PRRO	protracted relief and recovery operation
SOMA-Net	Social Science and Medicine Africa Network
SuFP	supplementary feeding programme
SWAP	sector-wide approach
UNCT	United Nations country team
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WVI	World Vision International