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## Summary report on the evaluation of the country strategic plan for Kenya (2018–2023)

### Executive summary

An evaluation of the country strategic plan for Kenya for 2018–2023 was conducted between February and December 2022 to serve the dual purpose of accountability and learning to inform the preparation of the next country strategic plan.

The country strategic plan was intended to accelerate the strategic shift from direct provision of assistance to strengthening national systems and capacity to achieve food security and good nutrition. The main thrusts included enabling the Government to adopt, invest in and manage hunger solutions; reducing the direct provision of relief assistance while investing in national capacity for emergency preparedness and response; broadening the focus on food systems; increasing social and economic integration of refugees and host communities; promoting a gender-transformative approach; and enhancing the use of the WFP supply chain function.

WFP's strategic positioning was relevant and evolved effectively in line with national priorities. WFP used its resources efficiently and responded appropriately to the coronavirus disease 2019 pandemic. Implementation challenges were encountered in connection with cross-programme integration and a lack of comprehensive strategies for food system and country capacity strengthening.

The evaluation showed that WFP's strategic approach to delivering food and nutrition assistance to crisis-affected populations in Kenya was both relevant and appreciated. At the strategic level WFP helped to establish policies and legislation to promote an enabling environment for food and nutrition security. WFP supported policy development in key areas and is recognized as the

*In line with WFP evaluation policy (2022) (WFP/EB.1/2022/4-C), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.*

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preferred government partner in emergency response. WFP's expertise and capacity support in linking producers to markets, value chain assessment and climate change adaptation were also valued, with some evidence of contribution to results and sustained benefits.

Operationally, WFP provided assistance to the planned number of refugees but failed to meet all its targets owing to funding constraints that coincided with an increase in need. WFP adapted by cutting rations, which increased the use of negative coping strategies and the risk of malnutrition. WFP succeeded in mobilizing additional funding in 2022, however, allowing an increase in refugees' ration size.

WFP increasingly shifted towards cash-based transfers during the period of the country strategic plan. Access to food by vulnerable households assisted by WFP remained relatively stable despite the escalation of crises due to the coronavirus disease 2019 pandemic and drought. Moderate progress was made in increasing access to alternative nutritious foods, but nutrition mainstreaming remained limited.

Over the term of the country strategic plan, WFP fostered partnerships with other United Nations entities, non-profit organizations and private sector entities, which were conducive to achieving the intended results.

At the organizational level, the programme and staffing realignment process that followed the introduction of the country strategic plan caused some disruption as the country office sought to better match its staffing profile to new demands emerging from the expected shift from "saving lives" to "changing lives". Lessons from that experience are informing future approaches to realignment. There remains scope for improvement in reducing siloed working and strengthening the monitoring, analysis and reporting functions.

The country strategic plan was implemented with adherence to the humanitarian principles and with due attention to accountability to affected populations. There is evidence of progress in achieving gender equality and inclusion objectives but gaps remain in ensuring safe and dignified access to assistance for vulnerable groups.

Sustainability of activities was supported by WFP's efforts to build capacity and promote community-level self-organization, alongside continued engagement of beneficiaries. With some notable exceptions, handover and sustainability of activities is challenged by limited national capacity and resources.

The evaluation showed that while the country strategic plan enabled progress towards the intended strategic shift, WFP faced challenges. Activities and budget allocations were strongly weighted to emergency response and there is scope for improved nutrition mainstreaming, enhanced programmatic integration and clearer strategic direction on food systems.

Strong partnerships were forged with central and county-level governments, with WFP assuming a larger role in strengthening national systems and capacity. Moving forward, this will require reflection on the implications of this for WFP's own strategic approach in Kenya, its staff capacity requirements and its role as an independent United Nations entity in the country.

The evaluation resulted in recommendations that WFP increase investment in self-reliance and resilience for both refugees and Kenyan communities; enhance the focus on nutrition and gender; strengthen organizational cohesion, human resource management and programme integration; strengthen capacity to engage in governance analysis and strategic planning and clarify responsibilities for country capacity strengthening; strengthen the monitoring and evaluation and reporting functions; and strengthen the supply chain function and the overall approach to food systems and resilience.

**Draft decision\***

The Board takes note of the summary report on the evaluation of the country strategic plan for Kenya (2018–2023) (WFP/EB.A/2023/7-E/2) and management response (WFP/EB.A/2023/7-E/2/Add.1) and encourages further action on the recommendations set out in the report, taking into account the considerations raised by the Board during its discussion.

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

## Introduction

### Evaluation features

1. An evaluation of the Kenya country strategic plan (CSP) for 2018–2023 was conducted between February and December 2022 to generate evidence and learning to inform the next CSP for Kenya.
2. The evaluation covered CSP implementation between January 2018 and June 2022 and assessed WFP's strategic positioning, its effectiveness in contributing to the strategic outcomes, its efficiency and the factors explaining performance.
3. An independent external team conducted the evaluation through mixed methods, drawing on monitoring data, document reviews, field observations, over 230 interviews and beneficiary focus groups in various settings.
4. The evaluation took into account gender, protection, accountability to affected populations and environmental considerations. Ethical standards were applied to safeguard the dignity of the people involved and the confidentiality of the information shared. The emerging evaluation results were discussed during two stakeholder workshops held in Nairobi in October 2022.
5. No major constraints were encountered during the evaluation, although data gaps arising from the restrictions imposed during the coronavirus disease 2019 (COVID-19) pandemic were identified. The intended evaluation users include the WFP Kenya country office, the Regional Bureau for Eastern Africa, technical divisions at headquarters, target programme recipients, the Government of Kenya, partners and donors.

### Context

6. Kenya has a population of 53 million people,<sup>1</sup> with 35.8 percent vulnerable to multidimensional poverty and 12.8 percent in severe multidimensional poverty<sup>2</sup> despite rapid economic growth. The agriculture sector accounted for 22.4 percent of gross domestic product in 2021 and over 54 percent of the employed population in 2019.<sup>3</sup>
7. Kenya is highly vulnerable to climate change. The arid and semi-arid lands (ASAL) zone, covering 89 percent of the country, experienced four consecutive below average rainy seasons, leading to the longest drought in 40 years. In 2022 multiple factors, including drought and increasing commodity prices, helped push 1.1 million people into Integrated Food Security Phase Classification phase 4 (emergency) and 3 million into phase 3 (crisis).<sup>4</sup>
8. In 2021 a 0.575 Human Development Index score situated Kenya above the sub-Saharan average, although with persistent high levels of inequality.<sup>5</sup> Kenya ranked 57th of 146 countries in the 2022 Global Gender Gap report;<sup>6</sup> in 2021, the Government unveiled a road map for accelerating progress towards gender equality by 2026.
9. In 2022 the number of persons of concern in Kenya stood at 574,000, comprising 505,000 refugees and 69,000 asylum-seekers, mainly from South Sudan, Burundi, the

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<sup>1</sup> World Bank. 2022. [Kenya](#).

<sup>2</sup> Kenya National Bureau of Statistics. 2020. [Comprehensive Poverty Report: Children, youth, women, men and the elderly. From national to county level](#).

<sup>3</sup> Ibid.










<sup>4</sup> Integrated Food Security Phase Classification. 2022. [Kenya: Acute Food Insecurity Projection Update March–June 2022](#).

<sup>5</sup> United Nations Development Programme. 2022. [Human Development Report 2021/2022. Uncertain Times, Unsettled Lives: Shaping our Future in a Transforming World](#).

<sup>6</sup> World Economic Forum. 2022. [Global Gender Gap Report 2022](#).

Democratic Republic of the Congo and Somalia.<sup>7</sup> The Refugees Act, 2021<sup>8</sup> signalled a policy shift from encampment towards resettlement.

10. The development agenda is anchored to Kenya Vision 2030, which is aimed at transforming Kenya into a newly industrializing, middle-income country, providing a high quality of life for all citizens in a clean and secure environment. Since 2010 a process of devolution has shaped the context in which international and multilateral actors engage in the country.

TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Total population (million) (1)	53	2021
	Human development index (rank and score) (2)	152 of 191 0.575	2021
	Multidimensional poverty ratio (%) (3)	35.8	2020
	Prevalence of severe acute malnutrition (% of under 5s) (4)	24	2022
	Agriculture as share of gross domestic product (%) (1)	22.4	2021
	Employment in agriculture (percentage of total employment) (modelled International Labour Organization estimate) (1)	54	2019
	Refugees (5)	504 485	2022
	Asylum seekers (5)	69 023	2022
	Global Gender Gap Index (rank and score) (6)	57 of 186 0.729	2022

Sources: (1) World Bank. 2022. [Kenya](#); (2) United Nations Development Programme. 2022. [Human Development Report 2021/2022. Uncertain Times, Unsettled Lives: Shaping our Future in a Transforming World](#); (3) Kenya National Bureau of Statistics. 2020. [Comprehensive Poverty Report: Children, youth, women, men and the elderly. From national to county level](#); (4) Integrated Food Security Phase Classification. 2022. [Kenya: Acute Food Insecurity Projection Update March-June 2022](#); (5) Office of the United Nations High Commissioner for Refugees. 2023. [Operational Data Portal – Refugee Situations: Kenya](#); (6) World Economic Forum. 2022. [Global Gender Gap Report 2022](#).

### WFP country strategic plan

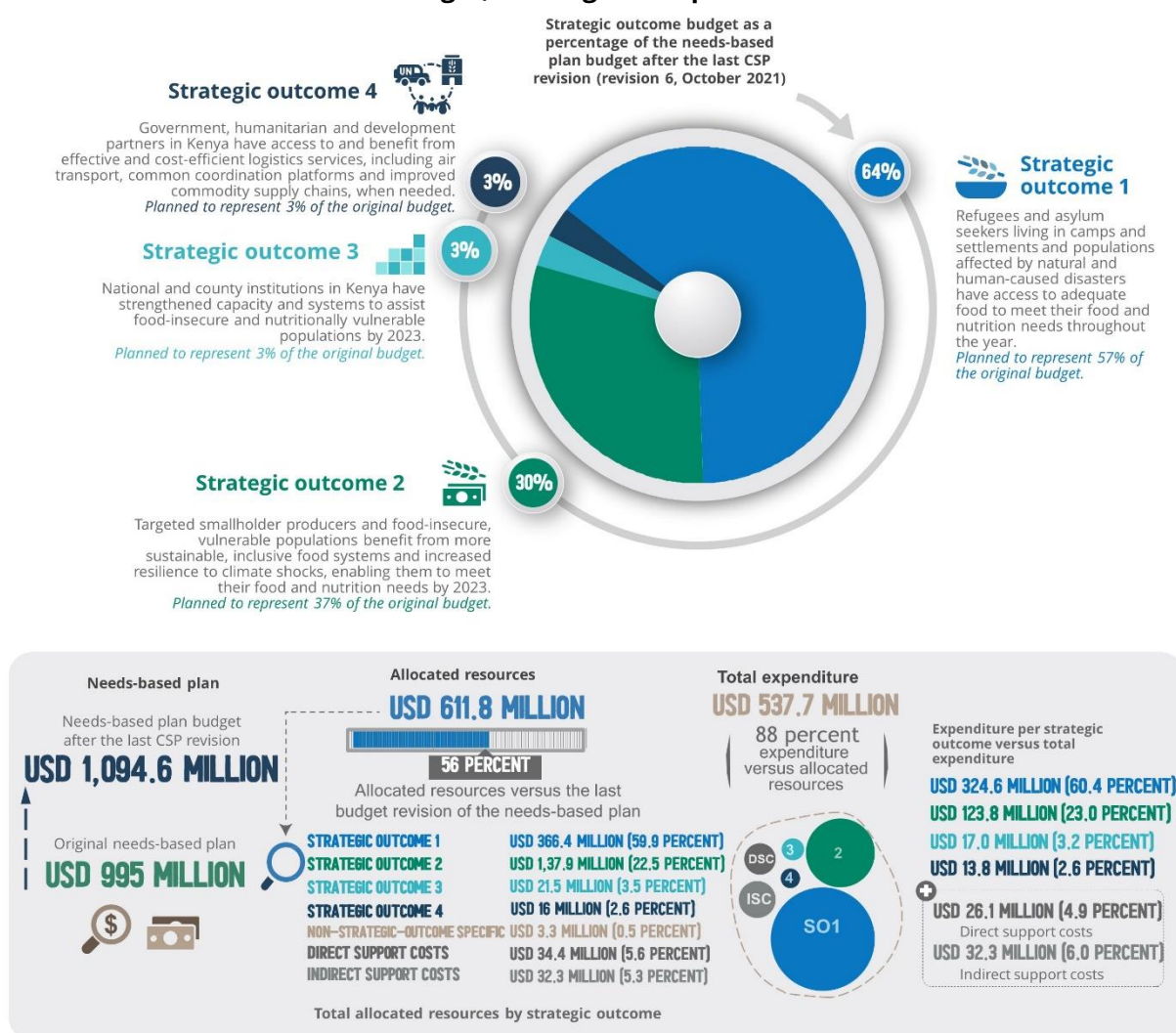
11. The CSP was approved in July 2018 with the aim of accelerating the strategic shift from providing direct assistance to strengthening national systems and capacity. Through the CSP, WFP aimed to strengthen food security and nutrition by supporting the Government in adopting, investing in and managing hunger solutions; reducing the direct provision of relief assistance while investing in national capacity for emergency preparedness and response; broadening the focus on food systems, using livelihood and asset creation to strengthen climate change adaptation in addition to other things; increasing the social and economic

<sup>7</sup> Office of the United Nations High Commissioner for Refugees. 2023. [Operational Data Portal – Refugee Situations: Kenya](#).

<sup>8</sup> Republic of Kenya. 2021. [The Refugees Act, 2021](#).

- integration of refugees and host communities; advocating the establishment of financial services to support unrestricted cash transfers for refugees; and promoting a gender-transformative approach to food security and nutrition.
12. The CSP included 10 activities under the four strategic outcomes shown in figure 1, focused on emergency response targeting refugees and other crisis-affected people; smallholder access to markets, livelihoods and resilience; country capacity strengthening (CCS); and supply chains and logistics. The country office implements the CSP through four divisions, each aligned with a strategic outcome and with a dedicated budget; the cross-cutting themes of nutrition and gender equality are covered by separate units. The divisions leading on CCS and supply chains manage dedicated budgets for their activities but also support the wider portfolio.
  13. The CSP underwent six revisions,<sup>9</sup> with the needs-based plan budget increasing from USD 995 million for 2.5 million planned beneficiaries to USD 1,094.6 million for 3.3 million planned beneficiaries in October 2021. As of July 2022, the funding level was 56 percent of the needs-based plan budget. The United States of America is the largest donor, followed by the Republic of Korea and Germany.

**Figure 1: Kenya country strategic plan (2018–2023) strategic outcomes, budget, funding and expenditures**



Sources: Country portfolio budget, CSP revision 6, integrated road map analytics and annual country reports.

<sup>9</sup> A subsequent budget revision (7) increased the budget to USD 1,214,486,928 and covered the period up to June 2023. This revision was approved in April 2023 and was not considered in the evaluation.

## Evaluation findings

### To what extent is the country strategic plan evidence-based and strategically focused to address the needs of the most vulnerable?

#### *Relevance to national policies and priorities*

14. The CSP was informed by extensive consultation with the Government of Kenya and county governments. It places a strong emphasis on Sustainable Development Goal 2, on zero hunger, and Sustainable Development Goal 17, on building partnerships and strengthening collaboration with other entities. It is well aligned with all key national policies on food and nutrition, as well as other related policies, and with priorities relating to strengthening national systems and institutions. Through its promotion of a gender-transformative approach to food security and nutrition, the CSP aligns with the national policy on gender and development, while WFP's COVID-19 response was aligned with the response led by the Ministry of Health. The Government of Kenya endorsed the CSP design and approach to implementation.

#### *Addressing the needs of the most vulnerable*

15. WFP activities were appropriately tailored to the needs of the various beneficiaries that they were intended to assist. Activity design and targeting were informed by extensive research and evaluation evidence and extensive community consultation. WFP aligned its activities with the blanket assistance policy of the Government and the Office of the United Nations High Commissioner for Refugees (UNHCR) in serving refugees, applying common refugee registers and profiling, although some stakeholders said that there was a need to assess vulnerability among the refugee population and prioritize support accordingly. Furthermore, despite the blanket approach, gaps remained in serving older persons and the disabled within the refugee population.
16. During the COVID-19 pandemic WFP expanded its supply chain services and responded effectively to changing needs, including those of poor urban households in Nairobi and Mombasa.

#### *External coherence*

17. The CSP is highly coherent with the policies and priorities of other relevant United Nations entities, with evidence of good cross-entity collaboration and coordination. Examples include cooperation with UNHCR in the refugee context, with the United Nations Children's Fund (UNICEF) on moderate acute malnutrition treatment and with the Food and Agriculture Organization of the United Nations on agriculture, livestock and natural resource management.
18. The CSP is coherent with the United Nations development assistance framework for Kenya for 2018–2022, in particular strategic priority 2 regarding a social and cohesive society. WFP is also committed to advancing the "One United Nations" business operations strategy and is recognized by the resident coordinator office for its active engagement within the United Nations country team.

#### *Internal coherence*

19. The CSP articulated a clearly intended strategic shift from "delivering" food assistance to "enabling" national systems and capacity to implement food security and nutrition solutions; however, the intention remained at odds with the country portfolio budget, which was strongly weighted towards emergency response. No overarching CSP theory of change was established at the design stage, although individual theories of change for the various strategic outcomes were developed subsequently.

20. The CSP was characterized by strong internal links, such as support for the national school meals programme through strategic outcome 1 (school feeding in refugee communities), strategic outcome 3 (capacity strengthening) and strategic outcome 4 (supply chain); however, distributing the responsibility for supply chain and food systems capacity strengthening across strategic outcomes also created some management and monitoring challenges. Moreover, the absence of a comprehensive CCS strategy may have diluted the impact of this aspect of WFP's work.

***WFP's strategic positioning in an evolving context***

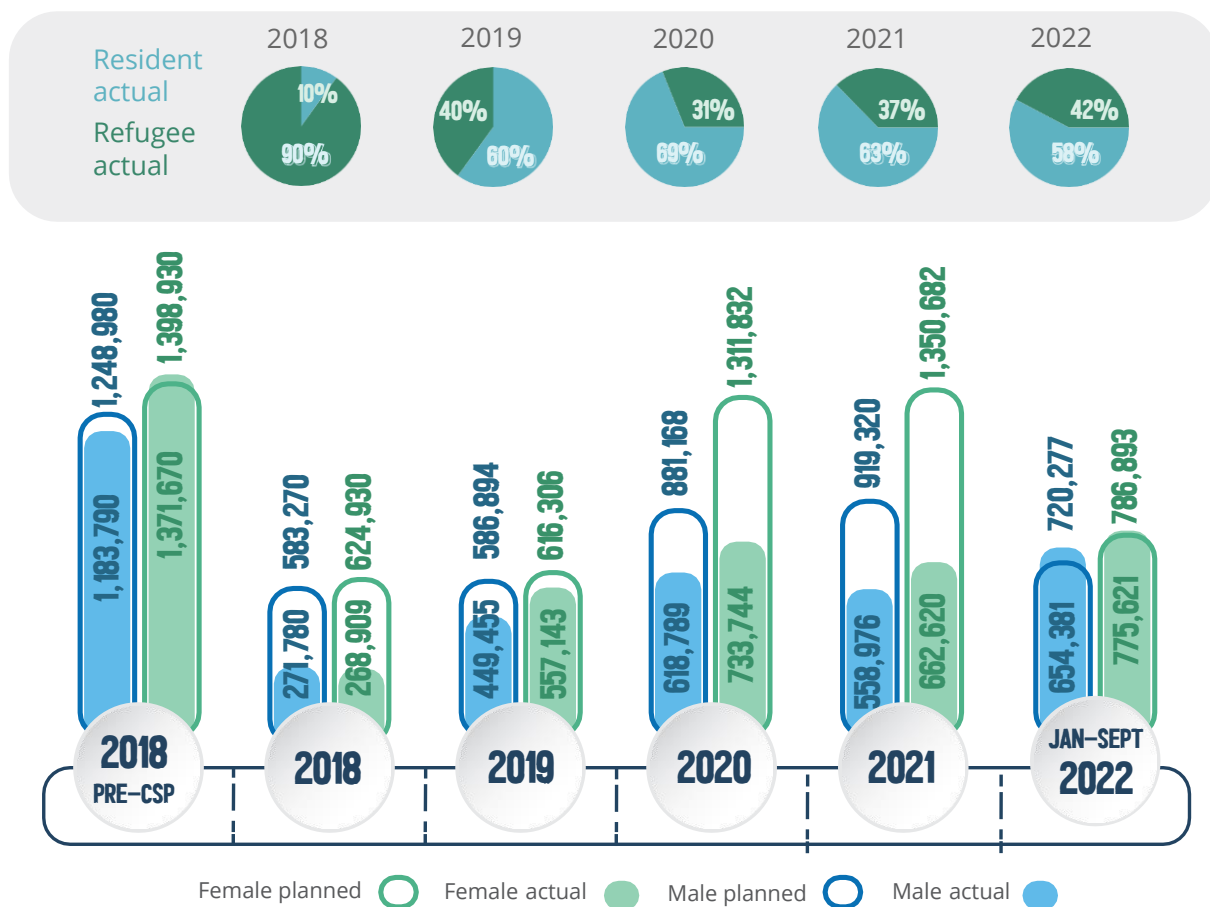
21. WFP remained alert to changing national priorities throughout the CSP period and adapted to address them so that its strategic positioning remained relevant over time. Examples include:
- actively adapting supply chain services such as humanitarian air services in the face of shocks to support humanitarian response by partners;
  - adapting to address the needs created by the COVID-19 pandemic, such as by increasing cash transfers to poor urban households and adjusting food distribution systems;
  - expanding the use of cash as a modality, both as an emergency response and to meet the needs of refugees where feasible;
  - adapting in response to refugee policy shifts, such as through piloting self-reliance interventions; and
  - developing a youth engagement strategy in response to the publication of Kenya's 2019 youth development policy.

**What are the extent and quality of WFP's contribution to country strategic plan strategic outcomes in Kenya?**

***Reaching beneficiaries***

22. WFP assistance successfully reached large segments of the refugee population. Ration cuts were required, however, due to funding shortfalls and increases in the number of beneficiaries. Those factors affected WFP's coverage of the target population in 2020 and 2021, as shown in figure 2.
23. Overall, general food distributions and cash transfers proved insufficient to meet beneficiaries' needs, increasing the risk that beneficiaries would adopt negative coping strategies.



**Figure 2: Beneficiaries per year by sex and residence status**

Source: Annual country reports and country office 2022 data.

### Contribution to strategic outcomes

24. This section presents an overview of the main achievements by strategic outcome.
25. Strategic outcome 1 targeted refugees, asylum seekers and populations affected by natural and human-caused disasters to ensure that they had access to food adequate to meet their food and nutrition needs.
26. Evidence shows that, in the early part of the CSP, WFP was successful in improving food consumption and dietary diversity for refugees, asylum seekers and those Kenyans affected by natural disasters. Since 2021, however, household food security has deteriorated due to an increase in the number of beneficiaries and insufficient funding for full rations, resulting in an increased risk of malnutrition. The use of crisis coping strategies among the target population increased by 59 percent, with refugees purchasing food on credit and thus increasing their debt burden.
27. Moderate acute malnutrition treatment achieved mostly positive results. Coverage in some camps fell short, however, and progress in ASAL counties proved challenging due to high demand and persistent acute malnutrition. WFP also performed well against its school-feeding objectives for refugee children in primary school, contributing to improvement in enrolment and attendance rates. Despite their limited scale, activities aimed at improving refugee self-reliance and integration into host communities showed promise.
28. There was limited progress against social and behaviour change communication targets, with funding cuts reducing activity implementation in 2020 in particular, and beneficiaries reporting limited behaviour change as a result of activities.

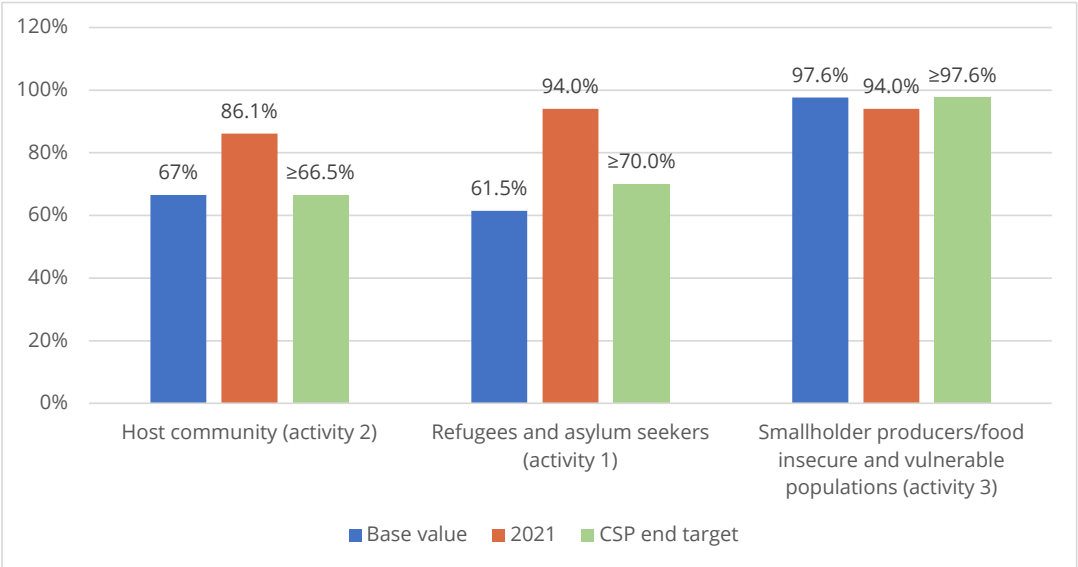
29. Strategic outcome 2 targeted smallholder producers and food-insecure, vulnerable populations to enable them to benefit from more sustainable, inclusive food systems and increased resilience to climate shocks.
30. Programming under strategic outcome 2 was strategically designed to lay the foundation for increased farmer production and then link producers to markets (e.g., through the Farm to Market Alliance and by adding value through food quality assurance). The success of this phased layering of activities was ensured by a comprehensive support package.
31. Positive changes were observed in community asset creation through livelihood activities linked to irrigation infrastructure and enhanced crop production and yields. Access to food for the most insecure households also remained relatively stable despite funding constraints and difficult circumstances. Moderate progress was also made on increasing access to alternative, more nutritious food, albeit with variation between livelihood zones. Household capacity to respond to shocks did not increase, however, with many households employing negative consumption and livelihood coping strategies to withstand ongoing drought.
32. WFP played a leadership role in providing supply chain expertise to smallholder farmers, linking them to high-quality input providers, buyers and companies, which in turn increased productivity. Indicators for informing the new holistic approach to food systems were not available during the CSP period, however, hampering the country office's ability to monitor and adjust its performance.
33. Strategic outcome 3 focused on strengthening the capacity of national and county institutions and systems to assist food-insecure and nutritionally vulnerable populations by 2023.
34. Country office efforts in the area of partnerships and capacity strengthening were recognized in the development of WFP's corporate CCS policy. The evaluation showed that WFP's partnership with the Government – characterized by shared analysis and decision making – was the key strength in WFP's CCS work. Despite difficulties using WFP's corporate outcome and output indicators as a basis for measuring progress in CCS, WFP made clear contributions to national systems and policies, including instances of handover. Examples include:
  - influencing legislation and policy in nutrition, school meals management, emergency preparedness and response and social protection;
  - contributing to shaping the national social protection policy and developing a single registry for social protection data; and
  - facilitating an effective, sequenced transition of school meals management to government ownership, which the evaluation highlights as a major accomplishment.
35. Nonetheless, the evaluation identified some persistent shortcomings in WFP's CCS engagement, as follows:
  - *Systems analysis*: There was an absence of a comprehensive government capacity analysis as a necessary step prior to identifying capacity gaps at the departmental level.
  - *Strategic approach*: The absence of a specific CCS strategy affected capacity-related work across all strategic outcomes.
  - *Policy-to-implementation gap*: More attention should be paid to extending the scope of CCS support (and related monitoring) beyond the initial adoption of policy or legislation to the actual start of implementation, which is often drawn out in time and impeded by political or financial constraints.
  - *Capacity*: There is a mismatch between growing CCS demands and limited WFP human resource capacity in this area.

- *Programme integration:* Integration across the CSP’s programming streams was limited, with better links established only recently.
  - *Monitoring, analysis and reporting:* There are challenges in using corporate CCS indicators, particularly where the focus is on institutions and national systems, coupled with the challenge of meeting growing demands for more compelling analysis of capacity results (including through qualitative approaches).
36. Strategic outcome 4 focused on government, humanitarian and development partners to ensure that they had access to and benefited from effective and cost-efficient logistics services and improved commodity supply chains.
37. Despite challenges during the COVID-19 pandemic, commodities and supply chain services were delivered on time. The volume of food purchased locally by WFP from smallholder farmers increased, and WFP made valuable contributions in strengthening procurement capacity. WFP Mombasa port and corridor operations maintained a high level of efficiency, supported by a constructive relationship with the Kenya Ports Authority. This contributed to timely food deliveries for activities under strategic outcome 1.

**Contribution to cross-cutting aims**

38. **Humanitarian principles and inclusion.** Overall, the CSP was implemented with adherence to the humanitarian principles. Most notable were WFP’s efforts to reach the most vulnerable and reflect the principles of inclusion and non-discrimination in its programming. The evaluation indicated that continued attention is needed to ensure that due consideration is given to how non-physical barriers (including social stigma) can affect dignified access to assistance for hard-to-reach populations and how to pursue a balanced approach to the humanitarian principles (including independence), particularly given WFP’s close partnership with the Government.
39. **Accountability to affected populations.** WFP reporting and evidence from beneficiary consultations show that WFP effectively used community-level communication systems (figure 3) and appropriate feedback mechanisms. Most complaints were satisfactorily resolved, and WFP used feedback to inform programme adjustments.

**Figure 3: Proportion of assisted people informed about the programme**



Source: Annual country reports.

40. **Protection, including from gender-based violence.** The evaluation showed that protection issues were recognized in CSP implementation and that CSP targets were met or exceeded. Overall, WFP adapted its delivery of assistance to protect beneficiary health and safety during the COVID-19 pandemic and communicated changes to beneficiaries. COVID-19 exacerbated existing gender-based violence and WFP partnered with the Government to enhance advocacy and awareness-raising on that and other protection concerns, including in refugee camps.
41. **Gender equality.** Despite challenging circumstances, WFP activities resulted in good progress on gender equality indicators, in line with the corporate gender action plan. WFP mainstreamed gender into activities and programmes and used gender analysis and assessments to inform its activities and targeting. Joint decision-making on the use of food, cash and vouchers in targeted households increased, but gender disparities persist, with wider social changes needed.
42. **Environment and climate change.** The country office considered both the environment and climate change in its activities, such as through the promotion of climate-smart agriculture and the introduction of drought-resistant crops; however, internal capacity for undertaking climate change risk assessments could be strengthened.
43. **Nutrition-sensitive approaches.** Despite efforts on both nutrition-sensitive and nutrition-specific approaches, there is a need for stronger links, improved coordination and social and behaviour change communication focused on nutrition information and dietary diversity. Most of the new or recently launched nutrition-sensitive activities, including the introduction of nutrient-rich crops and post-harvest handling, are promising but still nascent.
44. **Sustainability and the triple nexus.** The evaluation revealed efforts to ensure the sustainability of results. For example, under strategic outcome 1, WFP attempted to promote the sustainability of water harvesting infrastructure, including through training, awareness-raising, community action plans and user management communities.
45. WFP increased the likelihood that CSP outcomes will be sustainable through capacity building and by promoting the self-organization and continued engagement of beneficiaries. The evaluation revealed, however, that the sustainability of the structures created, as well as progress towards objectives, is dependent on government commitment of financial and human resources, which are often limited. For example, county governments were willing to continue to run the food safety and quality laboratories established with WFP but only if WFP continued to fund them.
46. The evaluation showed that sustainability considerations were not well integrated into cash-based transfer activities. In some cases, cash transfers and food assistance for assets activities were seen by some stakeholders as contributing to community dependence on support.
47. Regarding the triple nexus, WFP linked humanitarian and development work by supporting self-reliance, local economic development and host community integration, albeit on a small scale. It also facilitated a modest contribution to maintaining a peaceful environment, through building conflict sensitivity into intervention design and applying conflict-sensitive approaches to reduce local tensions, such as:
  - ensuring that targeting included both refugee and host communities;
  - ensuring the effective use of complaint and feedback mechanisms;
  - involving county steering groups in geographic prioritization of targeting; and
  - facilitating the establishment of community committees to act as conflict resolution mechanisms.

## **To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?**

### ***Timeliness***

48. WFP largely delivered the CSP outputs on time, although delivery was affected by factors outside its control (including disruptions caused by COVID-19), particularly for programming under strategic outcomes 1 and 2. WFP expended 88 percent of allocated contributions overall, although expenditure varied considerably by activity.

### ***Coverage***

49. Funding constraints impeded full planned implementation, particularly for strategic outcome 1, which was also affected by increases in the number of food-insecure people needing assistance. WFP came close to its planned targets for refugees, but its achievement rate for Kenyan residents fell short. Joint planning and targeting was participatory and designed to ensure inclusion of the most vulnerable, but some populations, such as those affected by drought, may have been inadvertently excluded from coverage.

### ***Cost-efficiency***

50. Assistance provided under strategic outcome 1 was largely cost-efficient, supported jointly by UNHCR, WFP and other partners. Food distribution activities were efficient overall, although in-kind food distribution was affected by intentional “under-scooping” at distribution points.<sup>10</sup> The United Nations Humanitarian Air Service maintained a high level of efficiency and was funded on average at 70 percent through cost recovery. Strategic outcome 3 was affected by challenges in efficient resource utilization, including delays resulting from COVID-19 and a lack of coordinated planning across programmes. The risk of reduced funding led to efforts to reduce unit costs in operations.

### ***Cost effectiveness***

51. Cost-effective programming choices, such as cash-based transfers for refugees, were hindered by regulations that prevented refugees without identity cards from opening bank or mobile accounts. Retail supply chain interventions helped increase refugee and Kenyan community purchasing power and supported traders’ efforts to lower their costs. The establishment of a regional innovation unit – the first of its kind for WFP – also provided opportunities to pilot cost-effective alternative measures for harnessing synergies with the private sector.

## **What factors explain WFP’s performance and the extent to which it has made the strategic shift expected under the country strategic plan?**

### ***Financial resources***

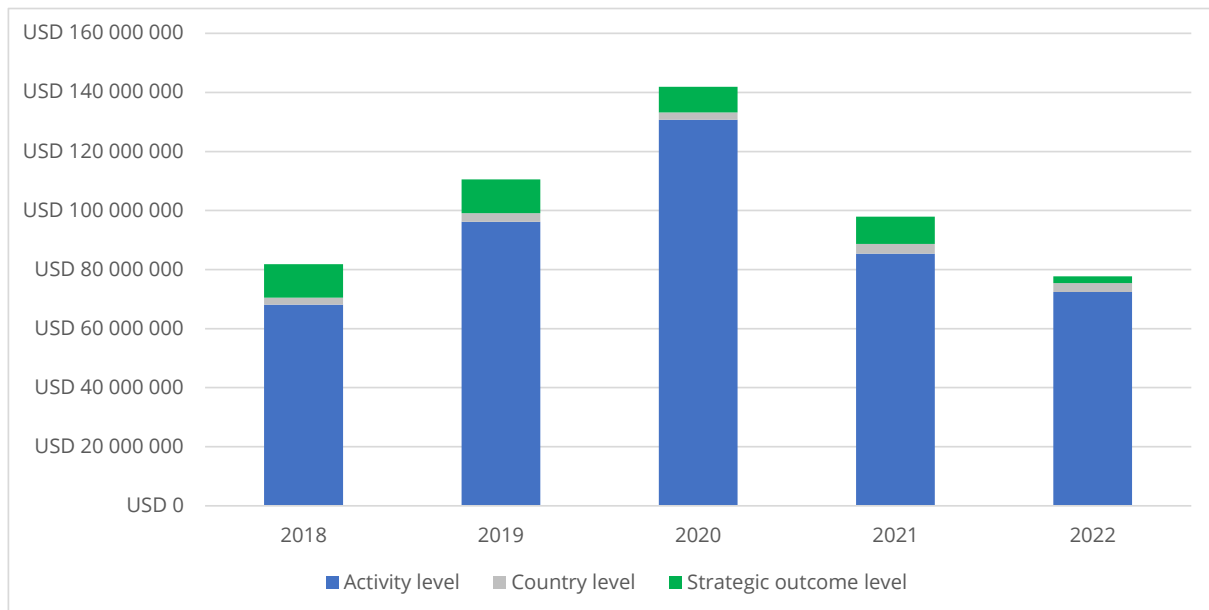
52. WFP successfully mobilized resources over the CSP period. In 2022, this allowed refugees’ ration size to be increased to 80 percent from an initial 50 percent.<sup>11</sup> Although the goal under the CSP was to secure long-term, less tightly earmarked funding, the bulk of funding was earmarked at the activity level (figure 4).

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<sup>10</sup> Under-scooping is the intentional reduction of each beneficiary’s ration size by a small quantity; the amounts thus held back from beneficiaries are aggregated and diverted to improper uses, in this case sale at local markets in Dadaab.

<sup>11</sup> WFP. 2022. Kenya Country Brief, September 2022.

**Figure 4: Directed multilateral contributions by level of earmarking and year (until June 2022)**



Source: WFP FACTory. Data for 2022 is provisional to 19 June 2022.

### **Monitoring and reporting**

53. Internal capacity for monitoring and evaluation (particularly at the strategic outcome level) was recognized as an area of persistent challenge. Constraints arose from:
- COVID-19 restrictions;
  - the absence of appropriate corporate indicators for food systems; and
  - CSP programming complexity and vast data collection needs, which placed considerable pressure on the monitoring and evaluation team.
54. The evaluation revealed ongoing efforts to enhance capacity, engage in joint monitoring exercises and use monitoring reports to inform decisions, but further investment in strengthening the monitoring function may be necessary.

### **Partnerships**

55. The evaluation showed that WFP's partnerships in Kenya were instrumental in achieving the intended results. The focus on the strategic shift to an enabling role under the CSP brought WFP closer to the centres of national decision-making, making it an actor in aspects of Kenyan governance. It also enhanced WFP's work with ASAL county governments.
56. WFP fostered partnerships with other United Nations entities (in particular UNHCR and UNICEF), research centres, non-profit entities and private sector entities such as the Mastercard Foundation. For example, WFP engaged with the National Disaster Operations Centre of Kenya and the Kenya Law Reform Commission on policy formulation.

### **Human resources**

57. The programme and staffing realignment that followed CSP adoption was prolonged and challenging. The shift from delivering to enabling required an upgrade in specialist technical skills. Lessons from that experience have been learned and current leadership is preparing to roll out a smoother process for the next CSP.

### **Other factors affecting performance**

58. CSP performance was impeded by limited cross-programme coordination, including at the field level, although there have been recent efforts to improve. Following the programme and staffing realignment, WFP is in the process of enhancing staffing at the field office level, increasing the delegation of decision-making and adjusting reporting relationships.

### **Conclusions**

59. **CSP performance and strategic shifts.** The evaluation showed overall that the CSP was highly ambitious in its vision for a strategic shift from “delivering” to “enabling”. Partial progress occurred in most areas of engagement, with limited but promising success in integrating refugees into host communities. There is a need for clearer focus and strategic direction in WFP’s work on food systems. The CSP was appropriately aligned with and relevant to national policies and priorities and focused on addressing the needs of the most vulnerable. WFP used its resources efficiently and responded in a timely and adaptive way to the COVID-19 pandemic. WFP was constrained by challenges in cross-programme integration and a lack of comprehensive strategies for food systems and CCS.
60. **Food assistance and nutrition.** WFP’s approach was relevant and valued by all stakeholders. During the CSP period, beneficiaries were effectively reached but the volume of food distributed fell short due to funding constraints and increasing need. Greater nutrition mainstreaming and better links across strategic outcome activities are needed in county-level programming.
61. **Cross-cutting themes.** WFP made progress in achieving gender equality and inclusion objectives and strove to increase access to hard-to-reach populations. Environment and climate change were also reflected in programming. Humanitarian principles were adhered to, and WFP integrated accountability to affected populations into programming.
62. **Partnership and governance.** WFP fostered close partnerships and working relationships with the central Government and county governments. In its enabling role, through supporting the strengthening of national and local systems, WFP enhanced its role in some aspects of Kenyan governance. Moving forward it will be important to acknowledge this shift in WFP’s approach and areas of engagement while considering the implications of such an approach for its role as an independent United Nations, while maximizing the prospects for effective CSP implementation.
63. **Sustainability.** There is evidence of continuing benefits for both refugees and Kenyan communities in certain livelihoods activities. Except for the school meal management programme, sustainability and handover strategies were constrained by limitations in national capacity and resourcing.
64. **Human resources and organizational effectiveness.** The staffing realignment that followed CSP adoption generated lessons that are now informing preparations for the next CSP. While significant siloing and cross-programme integration issues remain, efforts now under way are beginning to make a difference.

65. **Analysis and reporting.** There are weaknesses in the monitoring, analysis and reporting functions. Improvements are needed, particularly for new priorities, including food systems and capacity strengthening, where producing more compelling reports on the impact of WFP programmes is key.
66. **Donor relations and resourcing.** WFP Kenya's current strategic direction requires long-term commitments by donors, whose policies and strategies may not be fully aligned with WFP's vision of a strategic shift. Going forward, resolving this conundrum will be a test of the country office advocacy and ability to adapt.

## **Recommendations**

67. The evaluation made six recommendations, of which five are strategic and one is operational.



#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1	<b>Invest more in increasing the self-reliance and resilience of refugees and host communities; enhance efforts to include hard-to-reach populations.</b>	Strategic	Country office (relevant technical lead); Deputy Country Director (operations)	Inputs sought from government counterparts and relevant United Nations country team members	High	June 2024
1.1	Commission an independent lesson learning study to review the effectiveness of interventions on self-reliance, resilience and food systems under strategic outcomes 1 and 2. Dedicated inputs and insights should be sought from external partners, including the Turkana County government, the Office of the United Nations High Commissioner for Refugees, the Refugee Affairs Secretariat, the World Bank Group's International Finance Corporation, the Food and Agriculture Organization of the United Nations, the United Nations Human Settlements Programme and the United Nations Children's Fund.	Strategic	Country office; monitoring and evaluation unit		High	December 2023
1.2	Develop guidance for appropriate self-reliance programming in the refugee camps and settlements based on the lesson learning study, among other things. Dedicated input and feedback should be sought from the International Labour Organization, other relevant United Nations country team members and the other Rome-based agencies.	Operational	Country office	Monitoring and evaluation unit	Medium	Medium-term (June 2024)
1.3	Develop guidance for future programming on the ownership and handover of infrastructure assets developed or supported through self-reliance and resilience interventions, based on the lesson learning study, among other things. Dedicated input and feedback should be sought from the International Labour Organization, other relevant United Nations country team members and the other Rome-based agencies.	Operational	Country office	Monitoring and evaluation unit	Medium	Medium-term (June 2024)

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1.4	Use the lessons and guidance to inform and refine future programming, partnerships and WFP team capacity.	Operational	Deputy Country Director (operations)	Monitoring and evaluation unit, external relations unit, partnerships unit	Medium	Medium-term (June 2024)
1.5	Determine effective ways to ensure that hard-to-reach populations are reached with programming assistance, ensuring their safety and dignity.	Operational	Deputy Country Director (operations)	Relevant units	High	December 2023
<b>2</b>	<b>Enhance the contribution of the specialized units on nutrition and gender equality</b>	Strategic	Deputy Country Director (operations)	Regional bureau input; inputs sought from government counterparts and relevant United Nations country team members	Medium	Short-term (December 2023) post-CSP programme planning
2.1	<p>Take steps to improve nutrition outcomes for vulnerable households, ensuring key close collaboration with key partners such as the Office of the United Nations High Commissioner for Refugees and the United Nations Children's Fund.</p> <p>In dry areas with limited food supply, as a matter of urgency:</p> <ul style="list-style-type: none"> <li>➤ Develop an alternative approach to nutrition.</li> <li>➤ Accompany cash-based transfers with efforts to enhance nutrition knowledge.</li> <li>➤ Address the challenge of micronutrient deficiencies.</li> <li>➤ Promote nutrition-sensitive activities across the entire food system value chain and, under strategic outcome 2, advocate the allocation of funding and other resources to nutrition and food safety and quality activities by arid and semi-arid land county governments.</li> </ul>	Strategic	Deputy Country Director (operations)	Unit leading on strategic outcome 2, and unit leading on nutrition	High	February 2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
2.2	Strengthen implementation of the commitment to gender transformation and inclusion through better analysis, design and resourcing. Ensure that activities are designed to address commitments to gender transformation, with resources provided to support them. To that end, invest in deepening and extending the role of gender analysis in planning, monitoring and evaluation and reporting; ensure that the gender equality unit has the necessary capacity to deliver. Dedicated input and feedback should be sought from the United Nations Children's Fund and the other Rome-based agencies.	Operational	Country Director	Gender equality unit; monitoring and evaluation unit; regional bureau	Medium	February 2024
<b>3</b>	<b>Strengthen organizational cohesion, human resource management, and programme integration.</b> Despite challenges, it is not recommended that major changes to organizational structure be considered at this time. Rather, the following actions are recommended:	Strategic	Country office: senior management	Regional bureau	High	June 2024
3.1	Give priority to strengthening links between strategic outcomes and between sub-offices and field offices and develop procedures for ensuring the involvement of all relevant organizational components in planning and resource allocation decisions while paying attention to mechanisms for improved coordination and integrated planning of operations at the field level.	Strategic	Country office: senior management	Monitoring and evaluation unit; gender equality unit; regional bureau	High	June 2024
3.2	Ensure more effective integration of specialists and specialist units (currently gender equality and nutrition) into the organizational structure and into planning and operational roles and processes and provide adequate resources to support their engagement.	Operational	Country office: senior management	Human resources unit; regional bureau	High	June 2024
3.3	Assign or recruit a senior manager to lead the ongoing process of improving the effectiveness and efficiency of operations through innovating and adapting processes and procedures to build on what works.	Operational	Country Director	Human resources unit	High	October 2023

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
3.4	Develop consultatively a plan for managing change to accompany the organizational and human resources alignment, including well-defined opportunities for professional development. The possibility of activities conducted jointly with other United Nations country team members should be explored.	Operational	Country Director; senior management	Human resources unit; regional bureau	High	August 2023
3.5	Strengthen middle management: ensure that all middle managers, including field office heads, are supported in enhancing their capabilities in budgeting and financial management, and human resource matters and in facilitating monitoring and evaluation and documentation work, and gender equality and country capacity strengthening programming. Develop programming, including workshops and peer-to-peer discussions, to support those objectives.	Operational	Senior management	Human resources unit; regional bureau	High	December 2023
<b>4</b>	<b>Strengthen capacity to engage in relevant aspects of governance analysis and strategic planning, enhance the relevant governance-related elements of country capacity strengthening and clarify the country capacity strengthening responsibilities of the strategic outcome 3 unit.</b>	Strategic	Country office: Country Director and senior management	Strategic outcome 3 unit lead, with advice from the regional bureau and headquarters	High	September 2023; however, preparations may start before
4.1	Regarding WFP's enabling role, the following actions are recommended to support the strengthening of national and local systems: <ul style="list-style-type: none"> <li>➤ Strengthen Kenya country office capacity for relevant aspects of governance analysis at the strategic and activity-planning levels to ensure that programming and partnerships "do no harm", and to gain an understanding of the overall Kenyan governance capacity situation.</li> <li>➤ Explore options for building such capacity, either internally in the strategic outcome 3 unit or together with other United Nations country team entities and/or by accessing external expertise.</li> </ul>	Strategic	Country office: Country Director and senior management		High	September 2023; however, early action on this sub-recommendation may start before

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
	<ul style="list-style-type: none"> <li>➤ Strengthen capacity and assess the expertise available at both the national and local levels to understand the implications of government legislation, policies, strategies and spending decisions for political economy and for vulnerable populations.</li> </ul>					
4.2	<p>To enhance the governance-related elements of country capacity strengthening, the strategic outcome 3 unit should:</p> <ul style="list-style-type: none"> <li>➤ expand its focus – in cooperation with the other strategic outcome units, United Nations country team and Rome-based agency partners – to provide capacity strengthening support to core functions relevant to WFP's mandate within partner ministries and county governments; and</li> <li>➤ address challenges in government processes that affect service delivery and impede smooth and timely delivery.</li> </ul>	Strategic	Country Director, Deputy Country Director (operations)	Strategic outcome 3 unit	High	December 2023
4.3	<p>To increase organizational cohesion, there is a need to clarify the division of labour on country capacity strengthening, by giving the strategic outcome 3 unit full responsibility for:</p> <ul style="list-style-type: none"> <li>➤ institutional strengthening with regard to enabling national and county government systems (with the other strategic outcome units responsible for country capacity strengthening work at the county level, along with other relevant organizations outside Government); and</li> <li>➤ hands-on training of relevant government officials on implementation of particular programmes.</li> </ul>	Strategic	Country Director; senior management; human resources unit	Strategic outcome 3 unit, strategic outcome unit managers; regional bureau	High	September 2023

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
5	<b>Strengthen the monitoring and evaluation function and the practice of documenting experiences and results to improve learning and reporting.</b>	Strategic	Country Director; senior management; monitoring and evaluation unit	Regional bureau	High	September 2023
5.1	Develop systems to enhance analysis across systems for management decision-making: the analyses should be based on the new documentation work (see recommendation 5.3) and draw from different sources of information – overlaying the information for decision-making. This will also require additional resources in monitoring and evaluation and a review of the monitoring and evaluation unit scope of work.	Strategic	Country Director; senior management; monitoring and evaluation unit		High	September 2023
5.2	Increase resources allocated to the monitoring and evaluation unit and to the strategic outcome 3 unit, to guide and support capacity strengthening for monitoring and evaluation and learning in Government, especially at the county level. This should be done as part of a broader country office country capacity strengthening strategy, with strong engagement by the gender equality unit and in close collaboration with United Nations country team partners.	Strategic	Country Director, senior management; monitoring and evaluation unit	Strategic outcome 3 unit	High	October 2023
5.3	Strengthen documentation practices to improve reporting, learning and advocacy: ensure that qualitative approaches are used to portray WFP's programmes and results in a more compelling manner (e.g., by documenting ways in which WFP programming may have contributed to outcomes and achievements on the road to change or cases in which major barriers to advancing programming have been encountered and have blocked progress).  The work should be led by a recruited professional, working in association with the monitoring and evaluation unit, with qualified staff members given an opportunity for involvement.	Strategic	Country Director, senior management, monitoring and evaluation unit	Human resources unit	High	February 2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
6	<b>Further strengthen the country office supply chain function, as well as the overall approach to food systems and resilience (strategic outcome 2) through strategic partnerships, including with members of the United Nations country team, the other Rome-based agencies and other development actors that can provide staff with the requisite skills and experience.</b>	Operational	Country Director and Deputy Country Directors	Strategic outcome 3 unit manager; strategic outcome 4 unit manager; human resources unit, regional bureau	High	September 2023
6.1	The new supply chain strategy should be incorporated into the new country strategic plan to articulate clearly how expertise underpins and supports work under all strategic outcomes. It will be necessary to adopt robust performance indicators for supply chain activities, and support and training should be provided to supply chain staff.	Strategic	Country Director and Deputy Country Directors		High	November 2023
6.2	Strengthen the overall approach to food systems and resilience (strategic outcome 2) through strategic partnerships, in close collaboration with United Nations country team members and the other Rome-based agencies and also through strengthening advocacy for private sector investment in the four key elements of Kenya's food system: <ul style="list-style-type: none"> <li>➤ production;</li> <li>➤ processing;</li> <li>➤ distribution/transport; and</li> <li>➤ consumption.</li> </ul>	Operational	Country Director and Deputy Country Directors	Partnerships unit, external relations unit	Medium	November 2023

**Acronyms**

ASAL	arid and semi-arid land
CCS	country capacity strengthening
COVID-19	coronavirus disease 2019
CSP	country strategic plan
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund