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Rome, 13-15 February 2012

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



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PROTRACTED RELIEF AND RECOVERY OPERATIONS – KENYA 200294

Protecting and Rebuilding Livelihoods in Arid and Semi-Arid Areas

Number of beneficiaries	2.2 million (yearly maximum)	
Duration of project	3 years (1 May 2012–30 April 2015)	
WFP food tonnage	294,092 mt	
Cost (United States dollars)		
WFP food cost	172,956,908	
WFP cash/voucher cost	80,945,036	
Total cost to WFP	424,544,132	

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval

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

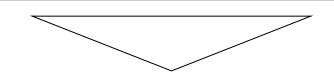
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Should you have any questions regarding availability of documentation for the Executive Board, please contact Ms I. Carpitella, Senior Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).



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EXECUTIVE SUMMARY



Eighty percent of Kenya is arid and semi-arid land with pervasive climate shocks, food insecurity and poverty; 4.3 million people live in arid areas. Kenya's economy is the largest and most diversified in East Africa, but drought and rising food and fuel prices affect food security. Kenya depends on imports to help feed its people.

Recurrent drought and floods have put additional strains on limited livelihood resources, particularly in arid and semi-arid regions, where most communities are transhumant pastoral or agropastoral. In 2011, global acute malnutrition exceeded 15 percent in 11 districts. Chronic malnutrition is 35 percent among children under 5 and women.

Following the 2010/11 drought, 3.8 million Kenyans required food assistance, and many continue to need relief and recovery assistance. WFP emphasizes the building of community resilience to drought through food and cash for asset creation, mainly for rainwater harvesting and land management.

An evaluation found that the May 2009–April 2011 protracted relief and recovery operation 106660 "broadens the focus to rebuilding livelihoods and strengthening resilience to shocks and focuses on strengthening drought preparedness in the [arid and semi-arid lands] and marginal agricultural zones". In 2010, WFP began using cash rather than food for asset creation in areas where market conditions were favourable.

Building on protracted relief and recovery operation 106660, the objectives of this operation (200294) for May 2012–April 2015 are to:

- ➤ assist emergency-affected households in reducing the impacts of shocks by addressing their food needs Strategic Objective 1;¹
- reduce acute malnutrition among children under 5 and pregnant and lactating women in crisis-affected areas Strategic Objective 1;
- ➤ enhance community resilience to shocks through asset creation, and increase government 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.

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¹ Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

These objectives are in line with government priorities for food security and nutrition. Capacity development will include emergency preparedness, early warning and livelihood-based planning. The operation will contribute to achievement of Millennium Development Goals 1, 3, 4, 5 and 7,² and is in line with United Nations Development Assistance Framework (2009–2013) priorities 2 and 3.³



The Board approves the proposed protracted relief and recovery operation Kenya 200294 "Protecting and Rebuilding Livelihoods in Arid and Semi-Arid Areas" (WFP/EB.1/2012/8/2).

^{*} 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.



² Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 3 – Promote gender equality and empower women; 4 – Reduce child mortality; 5 – Improve maternal health; 7 – Ensure environmental sustainability

³ Priority 2 – Empowering people who are poor and reducing disparities and vulnerabilities; Priority 3 – Promoting sustainable and equitable economic growth for poverty and hunger reduction, with a focus on vulnerable groups.

SITUATION ANALYSIS AND SCENARIOS

Context

1. Kenya is a low-income, food-deficit country, ranking 143rd of 187 countries in the 2011 human development index, and 130th in the gender inequality index.⁴ Its population has increased by 38 percent over the last two decades,⁵ reaching 41.6 million people, of whom 50 percent are women.⁴ Kenya's economy is the largest and most diversified in East Africa, and is growing at 5.4 percent a year; per capita gross domestic product is US\$1,573.⁴ However, poverty and income inequality remain high:⁶ 56 percent of Kenyans live below the poverty line, and 10 million suffer from chronic food insecurity and poor nutrition.⁷ Eighty percent of Kenya is arid and semi-arid land (ASAL), where climatic shocks, food insecurity and poverty are pervasive.

Food Security and Nutrition

- 2. Following the 2010/11 drought, 3.8 million Kenyans required food assistance through government and international support. The grain baskets in the Rift Valley and Western Province have not produced enough maize to meet demand: in 2011, the maize deficit was 1.1 million mt.⁸
- 3. Food crop production is mainly rainfed, with some irrigation along rivers. Seventy-five percent of food is produced by small-scale farmers, of whom 70 percent are women with little or no access to farm inputs. 10
- 4. Pastoral areas have very low rainfall and recurrent droughts; 80 percent of income is derived from livestock, and market purchases provide 65 percent of household food needs. Chronic food insecurity has increased because frequent harvest failures have caused significant asset losses for pastoralists in a fragile environment. Increased distances to scarce water and pasture strain livestock and trigger conflicts over resources. One adequate rainy season no longer restores livelihoods or food security. Food gaps reach 75 percent during and sometimes beyond the peak hunger season of August to October.
- 5. In semi-arid agropastoral and marginal agricultural areas, rainfall is low and poorly distributed. Drought is particularly likely during the long-rains season of March to May.

¹¹ The number of drought-affected beneficiaries increased from 1.4 million in 1995–1996 to 4.4 million in 1999–2001, marking the beginning of persistent food insecurity in many arid areas. Droughts in 2004 and 2005/06 affected similar numbers of people and put the capacity to rebuild livelihood assets under serious stress. In 2005/06, livestock losses reached 70 percent in some districts (Oxfam, May 2006) and averaged 30–40 percent in the ten most drought-stricken districts. Extreme events now occur every two to three years, compared with every five or more years prior to 1999 (WFP Regional Bureau, 2007; UNDP, IGAD and ICPAC, 2007/08).



⁴ UNDP. *Human Development Report 2011*. New York. Available at http://hdrstats.undp.org/en/countries/profiles/ken.html

⁵ Kenya National Bureau of Statistics. 2009 Census.

⁶ World Bank. 2011 Kenya Country Brief. Washington, DC.

⁷ Central Bureau of Statistics. *Kenya Demographic and Health Survey*, 2008–2009. Nairobi.

⁸ Ministry of Agriculture, Kenya, 2011.

⁹ Productivity is low because of high input and transport costs, low levels of mechanization and long marketing chains.

¹⁰ United Nations Development Assistance Framework (UNDAF) 2009–2013.

6. Demand for land has forced many people to migrate to ASALs, often with farming practices that accelerate land degradation including on the best pasture or the reserves used by pastoralists during droughts; ¹² this reduces livelihood strategies and depletes natural resources. Food insecurity is highest in the lean months of November to January, and for a longer period during shocks.

- 7. In the more remote arid areas, market prices are volatile and vary significantly even within districts. Poor transport infrastructure, limited financial services, and low, geographically dispersed demand result in high transfer costs and discourage wholesalers from supplying food to these areas.
- 8. Chronic malnutrition is increasing among children under 5 and women.⁷ The proportion of stunted children increased from 33 to 35 percent between 1993 and 2008/09, with the highest rate 42 percent in Eastern Province. Global acute malnutrition (GAM) rates are consistently high in arid areas; in 2011, GAM rates exceeded the World Health Organization (WHO) critical threshold of 15 percent¹³ in 11 districts. Table 1 shows the nutritional indicators for ASALs compared to nationwide.

TABLE 1: MALN	TABLE 1: MALNUTRITION RATES IN THE ASALS AND NATIONALLY			
Province	Childre	n under 5	Women	
	Wasting: weight-for-height (%)	Stunting: height-for-age (%)	Wasting: BMI	
North Eastern	19.5	35.2	26.4	
Eastern	7.3	41.9	17.0	
Coast	10.7	39.0	15.9	
Rift Valley	8.9	35.7	14.4	
National	7.0	35.0	12.0	

Source: Kenya Demographic and Health Survey, 2008–2009.

9. Common micronutrient deficiencies include vitamin A, affecting 84 percent of children under 5; iron, affecting 73 percent of children under 5 and 60 percent of pregnant women; iodine, affecting 25 percent of primary-school children; and zinc, affecting 51 percent of children under 5. Many households cannot afford an adequate diet and nutrient-dense foods for young children are not readily available; these factors are compounded by inappropriate feeding and childcare practices and the high disease burden. The second children is compounded by inappropriate feeding and childcare practices and the high disease burden.

Scenarios

10. Historical trends in post-drought years indicate that the total number of beneficiaries will be 2.2 million in 2012, declining to 950,000 by 2015. Assessments may result in budget revisions to adjust beneficiary numbers and requirements.



¹² UNDP, IGAD and ICPAC. 2007/2008. Human Development Report, Climate Change and Human Development in Africa: Assessing the Risks and Vulnerability of Climate Change in Kenya, Malawi and Ethiopia. New York.

¹³ WHO. 1995. Cut-off Values for Public Health Significance. Available at www.who.int/nutgrowthdb/en

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Government

11. Kenya Vision 2030 is the government blueprint for medium-term development from 2008 to 2030. 14 Kenya's new Constitution (2010) guarantees the social and economic rights of marginalized groups, including pastoralists; recognizes the right to food and freedom from hunger; and devolves considerable power for development planning and investment to 47 newly created counties. Protracted relief and recovery operation (PRRO) 200294 is aligned with the Comprehensive Africa Agriculture Development Programme (CAADP) in Kenya. 15

- 12. The Government's institutional and financing framework for sustainable solutions to drought management 16 includes establishing an ASAL Secretariat, a National Drought Management Authority 17 and a National Drought Contingency Fund; mainstreaming drought management and climate change into national planning and budgeting processes; and reinforcing the "single pipeline" principle for coordinating food assistance from various sources.
- 13. Measures identified in the draft National Social Protection Policy include food assistance in emergencies for asset protection and rehabilitation, to re-establish and strengthen livelihoods. The policy envisages a national social protection body to ensure a coordinated approach, and a single registry to harmonize programme delivery.
- 14. The National Food and Nutrition Security Policy (2011) priorities include enhancing food access and providing special nutrition interventions for vulnerable groups, including through food fortification. The Government will maintain strategic reserves of food stocks and cash to ensure rapid response in emergencies.

Other Actors

15. The United Nations country team promotes Delivering as One under the United Nations Development Assistance Framework (UNDAF 2009–2013), which is aligned with the Kenya Joint Assistance Strategy. WFP and the United Children's Fund (UNICEF) support government efforts in the integrated management of acute malnutrition (IMAM), capacity development and nutrition strategies. WFP works with the Food and Agriculture Organization of the United Nations (FAO) and ministries involved in agriculture and food security to enhance farmers' technical capacity and increase crop yields. ²⁰

¹⁸ Government social protection initiatives include a pilot Hunger Safety Net Programme (HSNP), providing unconditional cash transfers to chronically food-insecure households; the Orphans and Vulnerable Children Cash Transfer Programme, and the Elderly Cash Transfer Programme.

²⁰ Partnership with FAO includes complementary inputs for rehabilitating irrigation schemes, fodder production and improved management of water harvesting in six ASAL districts.



¹⁴ Government of the Republic of Kenya. 2007. Vision 2030. Nairobi.

¹⁵ WFP participates in CAADP's agriculture, rural development and donor working groups.

¹⁶ Republic of Kenya. 2011. Ending Drought Emergencies in Kenya: A Commitment to Sustainable Solutions, Country Programme Paper. Horn of Africa Summit, 6 September 2011.

¹⁷ Approved in December 2011.

¹⁹ A strategy for 17 development partners in 2007–2012: www.aideffectiveness.go.ke.

16. The Kenya Humanitarian Partners Team has developed the multi-sectoral Emergency Humanitarian Response Plan (2011–2013); priorities include high-impact nutrition interventions²¹ and reaching highly vulnerable populations affected by disasters.

17. FAO, Oxfam and WFP have developed the inter-agency Horn of Africa Plan of Action to support regional and government efforts to address the root causes of food insecurity, bridging the divide between humanitarian and development work. It is aligned with the outcomes of the Summit on the Horn of Africa Crisis.

Coordination

- 18. The Government coordinates food security issues through the Kenya Food Security Steering Group (KFSSG), which conducts twice-yearly assessments to determine geographical targeting for food assistance. District steering groups coordinate relief, recovery and development interventions at the local level. WFP is involved in the KFSSG working group, the Social Protection Technical Committee and the Expert Working Group on National Social Protection Management Information Systems.²²
- 19. WFP coordinates the food sector in the Kenya Humanitarian Forum of the Office for the Coordination of Humanitarian Affairs (OCHA); participates in contingency planning facilitated by OCHA and the National Disaster Operations Centre; and provides technical support to the Ministry of State for Special Programmes' coordination of drought response.
- 20. The Ministry of Public Health and Sanitation (MoPHS) works with UNICEF, WFP and nutrition partners to develop strategies for addressing malnutrition. The Ministry validates nutrition survey results and designed the IMAM guidelines and tools. WFP contributes its field presence and expertise in logistics and food support; other actors provide vitamin A, iron folate, zinc, deworming, vaccinations, and community sensitization to nutrition and hygiene issues.

OBJECTIVES OF WFP ASSISTANCE

- 21. The objectives of PRRO 200294 are to:
 - ➤ assist emergency-affected households in reducing the impacts of shocks by addressing their food needs (Strategic Objective 1);
 - reduce acute malnutrition among children under 5 and pregnant and lactating women (PLW) in identified populations in crisis-affected areas (Strategic Objective 1);
 - ➤ enhance communities' resilience to shocks through asset creation, and increase government capacity to design and manage disaster-preparedness and risk-reduction programmes (Strategic Objective 2); and
 - support and re-establish livelihoods, food security and nutrition after shocks (Strategic Objective 3).
- 22. Capacity development will include preparedness, early warning and livelihood-based planning. PRRO 200294 is aligned with UNDAF priorities 2 and 3 and contributes to achievement of Millennium Development Goals (MDGs) 1, 3, 4, 5 and 7.

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²¹ WFP supplies food supplements to a pilot initiative that combines curative and preventive approaches to nutrition.

²² The group is developing a single registry to manage information on social protection programmes.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

23. The WFP country portfolio evaluation for Kenya described PRRO 106660 (May 2009–April 2011) as strengthening drought preparedness in the ASAL and marginal agricultural zones.²³

- 24. In 2010, WFP began to switch from food to cash as its transfer modality in food-for-assets (FFA) activities, in areas where markets could satisfy increased demand for staple foods. WFP transfers cash to bank accounts held by household heads, more than 80 percent of whom are women. In 2011, WFP developed an e-voucher system in which beneficiaries with personalized WFP smart cards collect rations from participating shopkeepers.
- 25. A review found that while women benefit from FFA, they often provide a larger proportion of labour for projects than men do, but do not participate equally in decision-making. WFP therefore has developed corrective measures, including increasing women's role in decision-making, revising work norms, establishing complementary support measures, and increasing the focus on FFA activities that reduce hardships.

Strategy Outline

- 26. Over three years, PRRO 200294 will support the Government's social protection strategy and commitment to ending drought emergencies through sustainable solutions, by ensuring that food gaps are covered and assisting vulnerable households in building resilience, primarily in the ASALs. Nutrition responses will address malnutrition.
- 27. The PRRO's three components are:
 - > relief: treating moderate acute malnutrition (MAM) among children aged 6–59 months and PLW, and providing general food distributions in response to shocks;
 - early recovery and transition: providing food and/or cash for creating household and community assets that enhance and diversify livelihoods and build resilience against recurrent shocks;
 - preparedness: supporting early warning systems, contingency planning and rapid responses.
- 28. Cross-cutting issues include commitments to women, protection, capacity development, and the mainstreaming of HIV and AIDS programming. The operation will build synergies with the WFP country programme's school feeding and HIV and AIDS components, particularly in ASALs, to maximize livelihood support and impacts;²⁴ and with PRRO 200174 ("Food Assistance to Refugees") by sharing planning tools and experience on the rehabilitation of areas surrounding host communities.

²⁴ For example, by improving water-harvesting measures and establishing dryland woodlots and small-scale irrigation around schools with school feeding programmes.



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²³ See "Kenya: An Evaluation of WFP's Portfolio (2006–2010)" (September 2011), available at http://documents.wfp.org/stellent/groups/public/documents/reports/wfp241811.pdf

\Rightarrow Relief

29. General food distributions (GFD): These provide food to the most affected vulnerable households in the ASALs during crisis situations and lean periods. WFP will use GFD where asset-creation activities are not appropriate or not yet under way, and where links with other safety nets are critical to protecting livelihoods and addressing malnutrition. WFP aims to reduce GFD over time, integrating emergency responses into early and extended recovery plans and safety nets such as the Hunger Safety Net Programme (HSNP), which is providing unconditional cash transfers.

- 30. Supplementary feeding programme (SuFP): This will support MoPHS by targeting children aged 6–59 months and PLW with MAM, in the ASALs. It will be implemented through government and NGO health facilities. Beneficiaries are expected to recover within two to four months; those admitted to the SuFP are also referred to GFD or FFA to ensure that adequate food is available at the household level. If GFD or FFA is not available, WFP and partners will provide a household ration to ensure that the SuFP food is used by the malnourished individual.
- 31. Prevention of chronic malnutrition: WFP will focus on the 1,000 days from conception to age 2 years, and is developing an activity to prevent stunting. Three areas are being explored: i) micronutrient powders and/or lipid-based nutrient supplements, in collaboration with MoPHS and other partners, with nutrition counselling on optimal feeding practices; ii) vouchers to improve diets among nutritionally vulnerable groups in urban areas in ASALs; and iii) micronutrient fortification of cereals to improve the nutrient intake of all household members. This activity will be introduced through a budget revision to the PRRO.

⇒ Early recovery and transition

- 32. Food/cash for assets: Building on PRRO 106660, WFP will integrate asset-creation activities with food, cash or voucher transfers into the livelihood systems in the ASALs. Interventions will focus mainly on: i) improving access to water through water harvesting and runoff management; ii) promoting dryland agroforestry and fodder production, particularly where there are pastoralists; and iii) rehabilitating irrigation systems and degraded lands to enhance food, fodder and tree crops, complementing partners' efforts to assist agropastoralists and marginal farmers. WFP will build joint or complementary programmes with the Government and other partners, using integrated participatory planning based on livelihood approaches. It will consolidate and scale up successful interventions, with partners' support. WFP will also explore partnerships for innovative approaches, such as livestock and crop insurance schemes, conflict-resolution mechanisms and livelihood diversification activities.
- 33. In the PRRO's first year, WFP will undertake market and feasibility studies to determine whether to use food, cash or vouchers. The transfer modality selected will depend on the extent to which markets are functioning and accessible, the presence of capable partners, and appropriateness for achieving programme objectives. It is expected that for asset-creation activities, cash and voucher transfers will cover 35 percent of beneficiaries in 2012, increasing to 70 percent in 2014 (Table 2).
- 34. WFP will coordinate and harmonize partners' registration and delivery systems, to develop a single delivery platform. The e-voucher system can deliver cash transfers and manage food distribution, function in areas without connectivity, and be integrated into other national social protection programmes. Opportunities for delivering non-food items and services through e-vouchers will be explored.



⇒ Preparedness

35. WFP will contribute to early warning surveillance systems and analysis, and will produce a monthly food security and nutrition bulletin. Early warning information will feed into and enhance response mechanisms during drought emergencies, along with resilience-building plans that reduce the need for emergency interventions.²⁵ Reducing risks at the community level is part of preparedness activities under FFA.

Hand-Over Strategy

- 36. WFP will continue to develop capacities for drought preparedness and disaster management, ²⁶ foster experience sharing within and among counties, and seek increased financing of livelihood asset-creation activities in the new counties' budgets for beneficiaries recovering from shocks. Community ownership of FFA assets will be facilitated by ensuring that: i) assets are based on needs expressed by the community; ii) management aspects are included in local plans and agreements; and iii) community leaders and food committees are trained in asset maintenance. Partnerships with FAO and others will enhance the sustainability and effectiveness of the assets.
- 37. Households receiving cash transfers will be handed over to the Government's ASAL social protection programme when it moves beyond the HSNP pilot stage. Under the SuFP, WFP-supported districts with GAM of less than 5 percent will be handed over to MoPHS. This requires capacity development at the national, county and district levels, including in logistics, commodity tracking and ensuring a regular supply.

BENEFICIARIES AND TARGETING

38. Geographical targeting will be informed by KFSSG's twice-yearly food security assessments, which apply a livelihood and seasonal approach. Community-level targeting will be through relief/recovery committees. WFP will update seasonal analyses of livelihoods, refine response options, define the duration of assistance, and develop intervention approaches (Figure 1).

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²⁵ The Nutrition Technical Forum will trigger blanket supplementary feeding if the nutrition situation deteriorates to critical levels.

 $^{^{26}}$ By funding district and national FFA coordinators, and increasing support to the National Drought Management Authority.

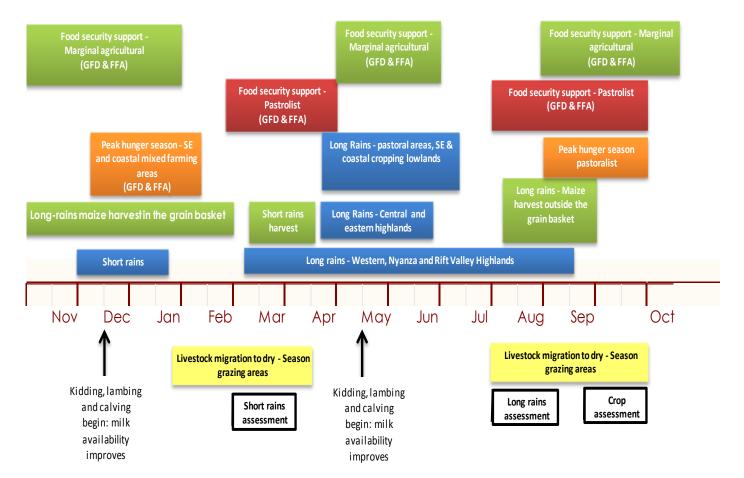


Figure 1: Seasonal Calendar and Critical Events – Normal Year

- 39. Numbers of GFD/FFA beneficiaries are based on the average numbers over the last five years. Local relief/recovery committees will work with the Government, NGO partners and WFP field monitors to select the most eligible people according to agreed criteria, develop the beneficiary register, and ensure accurate recording. Priority is given to disaster-affected households with malnourished children, PLW, orphans, elderly people and people who lost substantial assets to drought. In the event of a new shock, the register will be updated using the twice-yearly assessments.
- 40. Able-bodied adults from vulnerable households will participate in FFA activities. Interventions address the food gap and are linked to seasonal livelihood patterns in ASAL districts. The FFA plan is based on consultations with counterpart ministries, donors and partners. An estimated 250,000 people are expected to graduate from food assistance by April 2015. Benefits will be larger in semi-arid areas because of greater agricultural potential. Benefits in arid lands will include improved access to water, reduced conflict over natural resources, improved livestock conditions and diversified livelihoods.
- 41. Children aged 6–59 months and PLW with MAM are admitted to the SuFP according to the national protocol's anthropometric criteria. ²⁷ During the PRRO, the number of people with MAM is expected to decrease as the food security and nutrition situation improves.

²⁷ For children under 5, entry criteria into supplementary feeding are: i) weight-for-height Z scores of -3 to < -2 Z score; or ii) mid-upper arm circumference (MUAC) between 11.5 and 12.4 cm. PLW (with a child under 6 months of age) are admitted if MUAC is below 21 cm.



	TABLE 2: BENEFICIARY NUMBERS, BY ACTIVITY					
Activity	May-Dec. 2012	2013	2014	JanApril 2015	% men and boys	% women and girls
Relief		•	1	1	1	•
GFD	1 200 000	800 000	200 000	200 000	46	54
SuFP: individual	115 000	115 000	100 000	100 000	36	64
SuFP: protection	35 000	35 000	30 000	30 000	36	64
Subtotal relief	1 350 000	950 000	330 000	330 000	44	56
Early recovery						
FFA	650 000	437 500	204 500	292 500	46	54
Cash for assets	350 000	562 500	595 500	457 500	46	54
Subtotal early recovery	1 000 000	1 000 000	800 000	750 000	46	54
TOTAL	2 350 000	1 950 000	1 130 000	1 080 000	45	55
Adjusted total*	2 200 000	1 800 000	1 000 000	950 000	46	54

^{*} Total numbers of beneficiaries have been adjusted to avoid double-counting of those receiving both the SuFP ration and the protection or GFD ration.

NUTRITIONAL CONSIDERATIONS AND RATIONS

- 42. The use of nutritious foods for children, such as Plumpy'Sup®, is expected to reduce intra-household sharing, leading to improved use of the children's food. Supercereal and vegetable oil will be used to treat MAM among PLW.²⁸
- 43. FFA/cash for assets (CFA) covers 180 feeding days in arid areas and 135 in semi-arid areas.²⁹ The value of cash transfers is adjusted according to the retail cost of food, plus the bank transaction fee for beneficiaries.

²⁹ Eight months of 75 percent of the full ration in arid areas, and nine months of 50 percent in semi-arid areas.



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²⁸ Supercereal is corn-soya blend with extra micronutrients.

TABLE 3: FOOD/CASH TRANSFERS, BY ACTIVITY (g/person/day and US\$/person/day)								
	GF	D/FFA	Supple	Supplementary feeding			Cash for assets (US\$)	
	Arid lands	Semi-arid lands	Individual	ration	Protection ration	Arid lands	Semi-arid	
	lanus	ianus	Children 6–59 months	PLW	- ration	ianus	lands	
Cereals	300	200	-	-	200	-	-	
Pulses	60	40	-	-	40	-	-	
Vegetable oil	20	15	-	25	15	-	-	
Salt	5	5	-	-	5	-	-	
Supercereal	40	25	-	250	-	-	-	
Plumpy'sup®	-	-	92	-	-	-	-	
Cash	-	-	-	-	-	0.50	0.50	
TOTAL	425	285	92	275	260	0.50	0.50	
Kcal/day	1 580	1 062	500	1 221	967	-	-	
% kcal from protein	12	12	12	14.7	12	-	-	
% kcal from fat	20	21	29	29.5	22	-	-	
Feeding days/ year*	180	135	90	90	180	180	135	

 $^{^{\}star}$ The numbers of feeding days for GFD, FFA and CFA are the maximums planned for 2012–2015.

TABLE 4: TOTAL FOOD AND CASH REQUIREMENTS, BY ACTIVITY (mt and US\$)						
	GFD	GFD Supplementary feeding FFA	Supplementary feeding		Cash	Total
		Individual	Protection			
Cereals	92 850	-	6 420	102 638	-	201 908
Pulses	18 570	-	1 284	20 527	-	40 381
Vegetable oil	6 356	-	482	6 415	-	13 253
Salt	1 715	-	160	1 283	-	3 158
Supercereal	12 214	-	-	12 829	-	25 043
Plumpy'sup®	-	10 350	-	-	-	10 350
TOTAL FOOD (mt)	131 705	10 350	8 346	143 692	-	294 092
TOTAL CASH (US\$)					80 945 036	80 945 036



IMPLEMENTATION ARRANGEMENTS

Participation

44. Project committees, supervised by WFP partners, manage the work at GFD/FFA project sites, ensuring standards are achieved and mechanisms for sustaining the assets created are agreed. Gender-sensitive work norms will allow women's participation in FFA activities.

45. SuFP implementation is through community workers, who assist health workers in screening, handling food, identifying cases and tracing defaulters. Responsibility for contracting community workers will be transferred from NGOs to MoPHS.

Partners

- 46. The MoPHS, UNICEF and WFP will continue to cooperate in nutrition interventions, supported by specialized NGOs and following IMAM guidelines. Treatment of acute malnutrition is at health facilities managed by MoPHS, with WFP providing fortified foods for MAM and UNICEF therapeutic foods for severe acute malnutrition. WFP also supports MAM treatment at outreach sites for the most remote populations. Cooperating partners will continue to transport commodities to health facilities.
- 47. At the national level, GFD and FFA will continue to be coordinated with the Office of the President's Special Programmes, the Ministry of State for the Development of Northern Kenya and other Arid Lands and/or the newly established National Drought Management Authority, and the ministries of agriculture, water and irrigation, environment and livestock. WFP will strengthen partnerships with FAO³⁰ and the International Fund for Agricultural Development (IFAD) for resilience building, particularly in pastoral areas.
- 48. WFP will continue to obtain banks' agreement to expand pro-poor banking into underserved areas. Beneficiaries of cash transfers receive personal bank accounts, additional financial products and training. Using banks for cash transfers significantly reduces the risk of theft from WFP; funds are easily traced, and cash is handled only at the point of withdrawal, by the bank agent and the head of household. The e-voucher system allows real-time monitoring of food distributions and sales, and requires biometric identification of beneficiaries at shops. Banks and shopkeepers are contracted through a competitive procurement process.

Capacities

49. To identify areas requiring capacity development, WFP will review NGO partners' capacity to plan, implement and monitor.

50. The Government, WFP, the Drought Management Initiative and FAO will continue to enhance the capacities of KFSSG and district steering groups, with training in early warning systems, needs assessments, seasonal livelihood analyses, programme design, FFA implementation and management, and programme responses.

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³⁰ WFP, FAO and technical departments in the ministries of agriculture and water and irrigation have developed a joint programme for enhancing the resilience and productivity of arid lands, which would increase FFA's sustainability and impact.

51. Following the devolution of power to new structures at the county and sub-county levels, WFP will work with partners to strengthen the capacity of government staff and coordination structures at this level. This will include enhancing preparedness and response and providing technical capacity for the integrated planning and design of livelihood assets.

Non-Food Items

52. WFP and partners will provide communities with the equipment and materials needed for asset creation, calling for support from Government and other partners through joint planning. For CFA, WFP will provide each household account holder with an automatic teller machine card for withdrawing cash. For the e-voucher system, each household has a personalized smart card, distributed by the cooperating partner.

Environmental Impact

53. The National Environmental Management Authority evaluates all asset-creation projects prior to approval. Enhanced planning guidelines and approaches for the ASALs will assist in mitigating negative impacts.

Logistics

54. The PRRO will use existing logistics systems. Shipments arrive at Mombasa port and are delivered to extended delivery points by road. WFP has sufficient storage space in Mombasa; ongoing improvements will allow the port to handle larger ships and improve cargo discharge/loading rates. WFP has a port captain for coordination. Food purchased in Uganda passes through the Malaba border crossing. Implementation of East Africa Community Customs Union regulations is expected to simplify the movement of goods. Extended delivery points are managed by NGO partners or WFP. The commodity accounting database is installed in Nairobi, Mombasa and field offices.

Procurement

- 55. WFP has long experience in local food purchases in Kenya and will procure from the most cost-effective market. In the past, WFP has purchased maize through the National Cereals Produce Board, but this may not be possible during drought and when the country lacks maize stocks.
- 56. An estimated 2,000 mt/year will be purchased from small-scale farmers in semi-arid areas who have the potential to produce small surpluses of high-value, nutritious pulses or drought-tolerant crops, such as sorghum and millet. These crops are being promoted in a joint effort by the Ministry of Agriculture, FAO and WFP's Purchase for Progress (P4P) initiative. P4P will also buy from farmers in higher-potential areas, with up to 10 percent of total food being purchased locally, harvest and local market conditions permitting.



PERFORMANCE MONITORING

57. Monitoring will include monthly distribution and post-distribution monitoring of all activities, on-site monitoring of progress and quality of outputs under FFA, distribution and beneficiary contact monitoring for the SuFP, joint programme monitoring, and self-evaluations. Evaluations will examine the impacts on household income and livelihood strategies, and will monitor the shift from GFD to FFA, the transition from food assistance, disaster risk reduction, and the benefits for adaptation to climate change resulting from improved resilience. ³¹

- 58. Data collected during PRRO 106660 will provide the baselines for this PRRO. Where existing data are limited, WFP and partners will organize surveys to establish baseline values.
- 59. Areas where cash or voucher transfers are replacing food distribution will be closely monitored. Lessons drawn from self-evaluations and reviews will inform expansion. WFP will reinforce its monitoring capacity by deploying more staff and providing field offices with extensive training and enhanced technology.
- 60. Changes in malnutrition rates will be captured through monthly surveillance of mid-upper arm circumference (MUAC) and trends in GAM. The MoPHS or specialized agencies will monitor SuFP indicators monthly.³² WFP will continue to participate in nutrition surveys led by MoPHS, UNICEF and nutrition partners.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Contextual Risks

61. Presidential elections in 2012 with possible social unrest; uncertainties regarding the new constitution; and reorganization of ministries, including those working with WFP, could affect PRRO implementation. Droughts and flooding could threaten assets and livelihoods, increasing food insecurity; contingency plans will be activated by early warning signals.

Programmatic Risks

- 62. To enhance the quality control of foods, particularly those stored in government health facilities, through its cooperating partners WFP will enhance MoPHS capacity in good storage practices. The risk of aflatoxin in maize and to some extent sorghum will be addressed through awareness-raising among P4P suppliers that aggregate food commodities for sale to WFP.
- 63. Using cash and vouchers at scale will require continuous market monitoring to ensure that transfer values meet food needs and that markets respond to the new demand with increased supply, and not increased prices. There is a risk that households receiving cash rather than food eat less or lower-quality food. Mitigation strategies include training on household budgeting, sensitizing beneficiaries to the importance of spending money for a balanced diet, and ensuring that WFP's commitment to putting cash or food into women's

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³¹ Specialized institutions and research bodies will measure climate change outcomes and impacts in representative livelihood zones with FFA/CFA activities. A baseline will be established for asset-building activities.

³² Recovery, default, mortality and coverage rates.

hands remains a priority. The Cash Learning Partnership³³ is enhancing partners' capacity for cash-based responses.

Institutional Risks

64. To address resourcing constraints and associated pipeline breaks, WFP will further foster new relationships with non-traditional donors and maintain closer engagement with all donors.

SECURITY CONSIDERATIONS

- 65. Kenya is subject to attacks from militants based in Somalia. Further attacks against Kenyan military targets are likely, with indirect risks to WFP staff. The conflict has led to a proliferation of small arms in the North East province.
- 66. The United Nations security system categorizes ASAL districts level 4 substantial; police escorts are required for WFP staff conducting field activities outside urban areas in those districts. Other parts of Kenya are categorized as either level 2 low; or level 3 moderate.
- 67. Throughout Kenya, WFP mitigates threats to its activities by obtaining security equipment, retaining guard contracts and training staff. WFP facilities and staff are compliant with minimum operating security standards.

WFP

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³³ Led by Oxfam GB, the British Red Cross, Save the Children, the Norwegian Refugee Council and Action Against Hunger International, the partnership supports capacity development, research and information-sharing on cash transfer programming.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ¹	Quantity (mt)	Value <i>(U</i> S\$)	Value <i>(U</i> S\$)
Cereals	201 907	80 523 832	
Pulses	40 381	23 027 663	
Oil and fats	13 252	18 953 039	
Mixed and blended food	35 393	50 199 795	
Others	3 157	252 578	
Total food	294 092	172 956 908	
Cash transfers			
Subtotal food and transfers	253 901 944		
External transport	27 565 212		
Landside transport, storage and handling	57 392 102		
Other direct operational costs	19 436 986		
Direct support costs ² (see Annex I-B)	38 473 973		
Total WFP direct costs	396 770 217		
Indirect support costs (7.0 percent) ³	27 773 915		
TOTAL WFP COSTS			424 544 132

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



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

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

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)			
Staff and staff-related costs			
International professional staff	10 770 026		
Local staff – national officers	3 335 597		
Local staff – general service	9 776 676		
Local staff – temporary assistance	508 580		
Local staff – overtime	89 007		
Hazard pay and hardship allowance	547 984		
International consultants	393 750		
Commercial consultancy services	90 000		
Staff duty travel	1 535 054		
Subtotal	27 046 674		
Recurring expenses			
Rental of facility	818 536		
Utilities	317 443		
Office supplies and other consumables	1 504 106		
Communications services	463 569		
Equipment repair and maintenance	956 673		
Vehicle running costs and maintenance	1 913 586		
United Nations organization services	1 126 368		
Subtotal	7 100 281		
Equipment and capital costs	·		
Vehicle leasing	890 200		
Communications equipment	1 394 415		
Local security costs	2 042 403		
Subtotal	4 327 018		
TOTAL DIRECT SUPPORT COSTS	38 473 973		



	ANNEX II: LOGICAL FRAMEWORK				
Results	Performance indicators	Risks and assumptions			
WFP Strategic Objective 1 – Save lives a	nd protect livelihoods in emergencies				
PRRO objective 1 – Assist emergency-af	fected households in reducing the impacts of shocks by addre	essing their food needs (GFD)			
PRRO objective 2 – Reduce acute malnu	trition among children under 5 and pregnant and lactating wo	men in identified populations (SuFP)			
Outcome 1.1: Reduced or stabilized acute malnutrition in children under 5 in	 Prevalence of acute malnutrition among children under 5 in WFP intervention areas (weight-for-height) 	Risk: There is a lack of partners with capacity to provide complementary services.			
targeted populations	Target: < 15% ➤ SuFP performance indicators: recovery rates > 75%; mortality rates < 3%; defaulter rates < 15%; and coverage > 80%; based on targeted beneficiaries	Assumption: Government leadership is sufficient to ensure cohesion among partners in nutrition programmes, and complementary inputs are provided.			
Output 1.1.1: Food and non-food items distributed in sufficient quantity and quality to targeted beneficiaries under secure conditions	 Numbers of women, girls and boys receiving food, by category and as % of planned Target: 100% Tonnage of food distributed, by type and as % of planned 	Risks: Nutrition screening by partners is ineffective; coverage by health institutions is insufficient; there is lack of food quality control at government health facilities. Assumption: Adequate and timely funding is available to ensure healthy pipeline.			
	Target: 100%	Healthy pipeline.			
Outcome 1.2: Adequate consumption over assistance period reached for targeted households	 Household food consumption score (% of households with acceptable food consumption) Target: 80% 				
	 Coping strategy index (% of households with decreased coping strategy index) 				
Output 1.2.1: Food and non-food items distributed in sufficient quantity and quality	Numbers of women, men, girls and boys receiving food and non-food items, by category and as % of planned	Assumption: Adequate and timely funding is available to ensure a healthy pipeline.			
to targeted beneficiaries under secure conditions	Target: 100%				
Conditions	Tonnage of food distributed, by type and as % of planned Target: 100%				
	 Quantities of fortified foods, complementary foods and special nutritional products distributed, by type and as % of planned 				
	Target: 100%				



ANNEX II: LOGICAL FRAMEWORK			
Results	Performance indicators	Risks and assumptions	
WFP Strategic Objective 2 – Prevent acu	te hunger and invest in disaster preparedness and mitigation	measures	
preparedness and risk-reduction progr		ease Government's capacity to design and manage disaster- vernment in early warning systems/food security monitoring dictable to allow longer-term planning)	
Outcome 2.1: Early-warning systems, contingency plans, food security monitoring systems in place and enhanced with WFP capacity-development support	Disaster preparedness index Target: > 6 (2009 baseline 6 out of 9 at medium preparedness)	Risk: There is high turnover of partner staff. Assumption: Government and community participation in training is adequate; there is support from partners.	
Output 2.1.1: Disaster mitigation measures in place with WFP capacity-development support	 Risk-reduction and disaster preparedness and mitigation systems in place, by type: early-warning systems and contingency plans 		
Outcome 2.2: Adequate food consumption over assistance period for targeted households at risk of falling into acute hunger	 Household food consumption score (% of households with acceptable food consumption) Target: 80% % of household expenditures devoted to food Target: < 65% 	Risk: Beneficiaries use of cash for non-food items and services affects food intake and nutrition status of household members.	
Output 2.2.1: Food, cash and non-food items distributed in sufficient quantity and quality to targeted beneficiaries under secure conditions	 Number of men, women, girls and boys receiving food, as % of planned Target: 100% Tonnage of food distributed, as % of planned Target: 100% Total cash/vouchers value (US\$) distributed, as % of planned Target: 100% % of beneficiaries receiving cash/vouchers on time Target: 100% Expenditures for purchase of non-food items, by type and as % of planned Target: 100% (Expenditure on non-food items for implementing FFA increases as the proportion of beneficiaries on FFA increases) 	Risk: Cooperating partners lack capacity to implement cash or voucher transfers. Assumption: Adequate and timely funding is available to ensure healthy pipeline.	



ANNEX II: LOGICAL FRAMEWORK				
Results	Risks and assumptions			
Outcome 2.3: Hazard risk reduced in targeted communities	 Community asset score (% of communities with increased asset score) Target: 50% % of assets created through FFA managed and maintained by communities. Target: 100% (Baseline to be set in 2012) 	Risk: Severe drought and floods erode the assets and reverse the gains. Assumption: Communities have the capacity, with support, to maintain assets created through FFA.		
Output 2.3.1: Disaster mitigation assets built or restored by targeted communities	 Risk-reduction and disaster-mitigation assets created or restored, by type and unit of measure. Target: to be confirmed after programming in May 2012 			

Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations

PRRO objective 4 – Support and re-establish livelihoods and food and nutrition security after shock (FFA/CFA/voucher interventions targeting populations transitioning from GFD to FFA/CFA, with high rate of environmental destruction in fragile ecosystems)



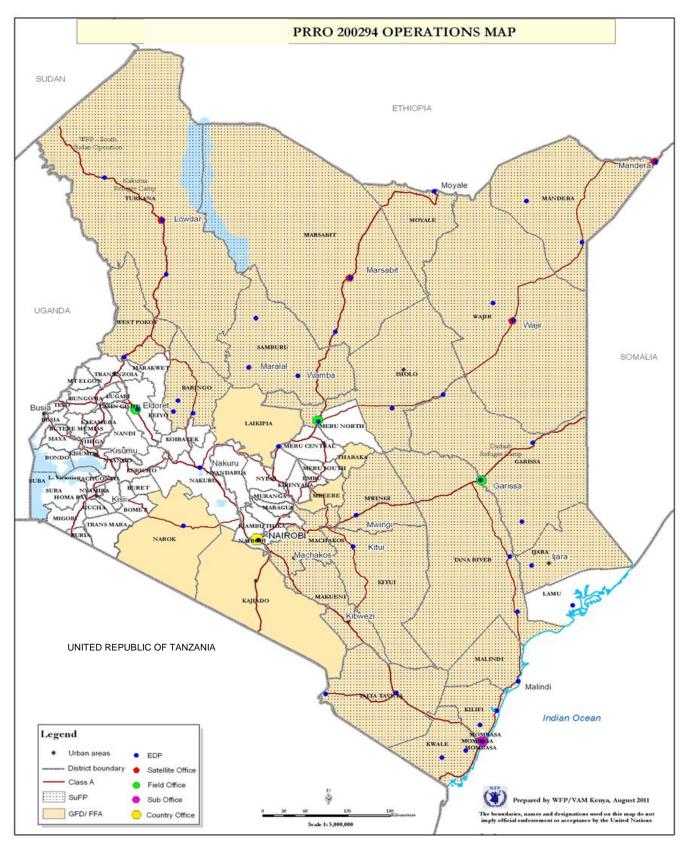
WFP	Outcome 3.1: Adequate consumption over assistance period reached for target households	 Household food consumption score (% of households with acceptable food consumption) Target: 80% 	Risk: Beneficiaries' use of cash for non-food items and services affects food intake and nutrition status of household members (linked to the risks of reduced women's control of food in household)
		 Coping strategy index (% of households with decreased coping strategy index) % of household expenditures devoted to food 	household).
		Target < 65%	

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ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks and assumptions
Output 3.1.1: Food, cash and non-food items distributed in sufficient quantity and quality to targeted beneficiaries under secure conditions	 Numbers of women, men, girls and boys receiving food and non-food items, by category and as % of planned Target: 100% Tonnage of food distributed, by type and as % of planned Target: 100% Total cash/vouchers value (US\$) distributed, as % of planned Target: 100% % of beneficiaries receiving cash/vouchers on time Target: 100% Quantities of non-food items distributed, by type and as % of planned Target: 100% 	Risk: Cooperating partners lack capacity to implement cash transfers or vouchers; insecurity prevents financial service providers from operating in some areas. Assumption: Adequate and timely funding is available.
Outcome 3.2:Targeted communities have increased access to assets in fragile, transition situations	 Community asset score (% of communities with increased asset score) Target: 50% 	Assumption: Communities have the capacity, with support, to maintain assets created through FFA.
Output 3.2.1: Developed, built or restored livelihood assets by targeted communities and individuals	Number of community assets created or restored by targeted communities and individuals Target: to be confirmed after programming in May 2012	Assumption: Technical and other inputs supporting FFA projects are provided by partners and government departments.
Outcome 3.3: Reduced stunting in targeted children/targeted populations in post-crisis situation	> % of stunting among children under 2 (height-for-age) Target: 5% reduction in targeted areas	Assumption: Partners have the capacity to provide complementary services.
Output 3.3.1: Food and non-food items distributed in sufficient quantity and quality to targeted beneficiaries under secure conditions	 Numbers of women, girls and boys receiving food, by category and as % of planned Target: 100% Quantities of fortified foods, complementary foods and special nutrition products distributed, by type and as % of planned Target: 100% 	Assumption: Adequate resources are available to maintain the pipeline.



ANNEX III



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

ASAL arid and semi-arid land

BMI body mass index

CAADP Comprehensive African Agricultural Development Plan

CFA cash for assets

FAO Food and Agriculture Organization of the United Nations

FFA food for assets

GAM global acute malnutrition GFD general food distribution

HSNP Hunger Safety Net Programme

ICPAC IGAD Climate Prediction and Applications Centre
IFAD International Fund for Agricultural Development
IGAD Inter-Governmental Authority on Development
IMAM integrated management of acute malnutrition

KFSSG Kenya Food Security Steering Group

MAM moderate acute malnutrition
MDG Millennium Development Goal

MoPHS Ministry of Public Health and Sanitation

MUAC mid-upper arm circumference NGO non-governmental organization

OCHA Office for the Coordination of Humanitarian Affairs

P4P Purchase for Progress

PLW pregnant and lactating women

PRRO protracted relief and recovery operation

SuFP supplementary feeding programme

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNICEF United Nations Children's Fund

WHO World Health Organization

