

COUNTRY CHAPTER
KENYA



Baseline Study Kenya

The Learning and Evaluation Team (LET) of the **Regional Development and Protection Programme (RDPP)** is conducting an impact evaluation (2017-2020) of the integrated approach to refugee and host communities.

Results from the baseline are used to inform practice in 2019 and to measure progress at the 2020 endline.

BASELINE

July 2018 • Case study and focus group discussions • Key informant interviews with main stakeholders • Qualitative data complemented by quantitative data collected for a related project in September 2018

KALOBYEI CAMP

Registered refugees Kalobeyei / Kakuma: 185,798 • Total refugee population in Kenya: 470,088 • Source: UNHCR, August 31 2018

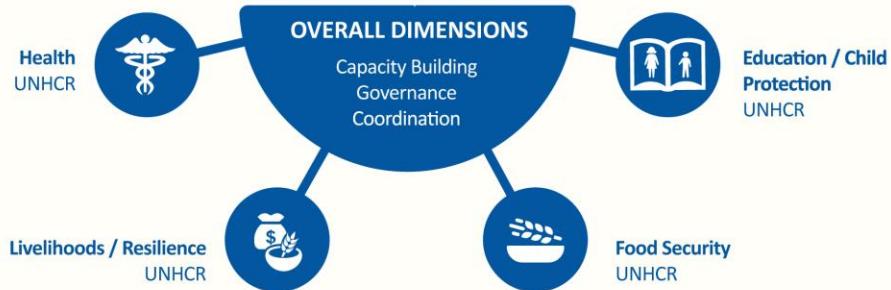
KEY FACTS AT A GLANCE: KALOBYEI

<p>Population Mostly from South Sudan, many recent arrivals. High number of female-headed households.</p>	<p>Context Most camps in Kenya are prolonged “care and maintenance” operations.</p>	<p>Vision Kalobeyei designed as a new model for integrated services and development approaches to displacement.</p>
<p>Health A pressing concern. Recent grave illness or injury for close to half of all interviewed households.</p>	<p>Food security 89% of hosts and 82% of refugees worried about not having enough food. Poor food diversity.</p>	<p>Education Regular school attendance for 42% of host and 75% of refugee children. Serious quality issues.</p>
<p>Livelihoods 46% of hosts and 26% of refugees have a source of income. Critical dependence on assistance.</p>	<p>Water & agriculture Crop failure and dry spells are common. Hosts are pastoralist nomads.</p>	<p>Social cohesion 29% of refugees and 59% of hosts have positive views of the other. Exchanges around trade and firewood.</p>

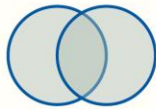
SUPPORT DESIRED BY HOSTS AND REFUGEES IN AND AROUND KALOBYEI



RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



KEY FINDINGS



RELEVANCE

The vision of Kalobeyei is aligned with Government policies and international frameworks. But minimum standards are not met and not all sectors are ready for a development approach.



ADAPTIVENESS

Traditional humanitarian actors have had to adopt new ways of working. Shocks experienced underline the important of long-term planning and strategic emergency interventions.



COORDINATION

Room for improvement in terms of coordination among IPs. Government representatives express a lack of ownership. Misalignment with County Development Plan due to differing timelines.



SUSTAINABILITY

Fragile overall and most at risk in the domains of health and economic well-being. The county government is overstretched in meeting sectoral needs, and requires more resources and capacity.

MAIN TAKEAWAYS

OVERALL

Bring humanitarian funding to meet basic needs while planning for the long term.

Provide contingency funding for emergencies and to protect fragile gains.

STRUCTURAL

Divide funding and responsibilities for more balanced collaboration.

Develop multi-annual joint implementation plan and common monitoring framework.

Share data.

ACTIVITY SPECIFIC

Increase support to villages 2 / 3 and the host community.

Realign irrigation infrastructure investment.

Diversify approach to TVET.

Raise awareness of schools among host community.

DONORS

Agree on uniform terminology as the foundation for policy and planning.

Use process outputs to capture critical components of IP work.

Make data-sharing a contractual stipulation when funding assessments.

RDPP in Kenya: The case of Kalobeyei

Presentation of the case study: scope and methodology

This chapter presents a snapshot of the Regional Development and Protection Programme (RDPP) in Kenya through the case study of activities in Kalobeyei focused on education and training provision. As such, it complements other ongoing research conducted in Kalobeyei by the WFP-Oxford team on food security and income; and the mid-term review conducted by Samuel Hall for the EU. It is based on qualitative data collection that was conducted in July 2018 and complemented by quantitative data gathered for the mid-term review of the EU engagement under EUTF in the late summer of 2018 as well as a comprehensive desk review of relevant project documentation. This baseline report thus mainly depicts the situation at that specific time and place – while it does cite some figures from the midline review of EUTF, de facto these constitute the mid-2018 baseline figures for the RDPP evaluation. It will be followed by an endline in 2020 to assess the impact of efforts funded by initiatives falling under the RDPP portfolio.

The objectives of the RDPP in Kenya are to create improved health standards for the population in Kalobeyei and surrounding areas; improve food and nutrition security; strengthen economic resilience; increase school enrolment of children, and improve child safety and wellbeing. Overall, by targeting both refugees and the nearby host communities, the programme aims to increase social cohesion and reduce conflict over scarce resources. The action is part of the Kalobeyei Integrated Social and Economic Development Plan (KISED), a long-term plan to develop the local economy and service delivery at Kalobeyei.

The first phase of KISED was to provide for the establishment of up to 45,000 refugees from Kakuma to the Kalobeyei site and support the basic infrastructure and set-up of the settlement and the establishment of basic and integrated services to be run by relevant government authorities. It aims to prepare the host community and refugees to take advantage of emerging economic opportunities. UNHCR is the implementing partner for RDPP in Kalobeyei.

This report is divided into four sections:

1. [Key messages](#), highlighting fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report.
2. [New solutions to old problems](#), a section that sets out the narrative of the context within which RDPP is operating in Kenya, detailing key specificities that inform the lives of host and refugee communities and stakeholders in the region.
3. A presentation of key quantitative and qualitative data in two central sections, [Evaluating needs on the ground](#) and [How are the needs on the ground being met](#). This data will allow the assessment of RDPP's impact in Kalobeyei.
4. Finally, in [Conclusions and Recommendations](#) we suggest ways to address gaps and challenges highlighted in the central sections three and outline a strategy to move forward.

I. Key messages

RDPP is a multi-annual development programme, focusing on addressing longer-term needs. While it does not focus on humanitarian activities, RDPP is impacted by the fact that basic humanitarian standards are not currently met in the location of study. As a result, there is a need to review the initial project design to bring humanitarian funding to support key sectors. Without this, development outcomes are at risk.

Among the sectors in need of humanitarian support are health, child protection and education. Minimum standards in water and sanitation are not currently met, affecting the population's health and livelihoods and lessening the impact of the promotion of handwashing and safe sanitation practices. Neither refugee nor host community respondents in or around Kalobeyei settlement collect the required 20L minimum standard per person per day. The education gap at the household level is reflected in school attendance figures, with only four host children – compared to eight refugee children – out of ten attending school regularly. Close to half of school-aged children in Kalobeyei are out of school. Despite a delayed timeline in education programming (including the construction of permanent structures), positive outcomes include the training of incentive teachers, provision of textbooks, school materials and the school feeding programme.

Examples of progress can be noted in a number of regards. Global acute malnutrition rates in Kalobeyei are now well below the emergency threshold suggesting that food security and livelihoods programmes are achieving positive gains. This sector is ready to transition to a more development focused approach revolving around farming. 46% of hosts and 27% of refugees state having access to agricultural lands. This access however has not yet translated into increased self-reliance for an important share of respondents.

Many of the refugees residing in Kalobeyei have a background in **agriculture**, which livelihood programming actively strives to build upon. Agricultural production is one area of livelihoods where progress has been made, even though results have not met expectations. For the time being, farms are viewed more from the perspective of food consumption than income generation. There is a shared understanding, by both host community members and refugees, of the added value of **vocational trainings** in Kalobeyei. At the time of fieldwork, 3% of interviewed host respondent households and 17% of displaced respondent households had a household member enrolled in vocational training or an apprenticeship. Host male youth indicated feeling marginalised from TVET opportunities. When asking hosts and refugees directly which kind of support would be the most welcome, by far the most desired is the ability to be a part of the local economy, in line with the vision behind Kalobeyei.

To achieve the proposed impact, the Kalobeyei project will need to work on a government-led Theory of Change, revised partner logframes and a greater split of responsibilities and bilateral funding to key actors in charge of sectoral responsibilities. Overall, the county government is overstretched in meeting all sectoral needs and requires more support in terms of resources and capacity. Without planning and better coordination, the overall impact and sustainability of the Kalobeyei intervention risk being limited.

The baseline and midline together provide a set of sector and activity specific recommendations which will be followed up on during the endline stage of the evaluation.

II. New solutions to old problems?

Kenya is Sub-Saharan Africa's second largest host country for refugees, hosting an estimated 473 000 refugees primarily from Somalia, South Sudan, DRC and Ethiopia.¹ Kenya's economy is one of the biggest in the region but is marked by high regional inequalities. The main refugee hosting regions are located in Kenya's marginalised counties, economically and politically underdeveloped areas of the country. A little over a third of officially registered refugees in Kenya are hosted in Turkana.² Located in north-western Kenya, it is one of the poorest counties, facing perennial drought and food security issues, with a largely pastoralist economy living on arid and semi-arid lands. It is currently the largest beneficiary of devolved funds from the state budget, although distribution of these funds has not necessarily translated into humanitarian impact in the past.³

Initially set up for 100,000 people, as of 2016, Turkana's Kakuma camp hosted some 183,000 refugees and asylum seekers, representing some 15% of the total population of the county. The majority of refugees in the camp are from South Sudan, but the area also hosts refugees from 14 other nationalities, including Ethiopians, Rwandans, Burundians, Congolese, Eritreans, Somalis, and Sudanese. Kenya practices an encampment policy – the largest camps, Kakuma and Dadaab (population of approximately 330,000) are decades old and have effectively become prolonged 'care and maintenance' operations.

As part of KISED, the Kalobeyei settlement was conceived in 2015, just 30km from Kakuma in Turkana County to launch a new model for refugee and host community assistance and integration, through integrated services and development-approaches to displacement. Unlike Kakuma, Kalobeyei has designated market areas, more extensive use of a cash-assistance programme called Bamba Chakula ('get your food'), and greater promotion of subsistence agriculture.

KISED is a 14-year vision ending in 2030, co-led by UNHCR, the World Bank and the Government of Kenya to implement a phased Local Economic Development (LED) approach; the 5-year KISED for Turkana West was announced in December 2018.⁴ This approach is aligned with the New York Declaration and the Comprehensive Refugee Response Framework (CRRF) adopted in September 2016. On the global policy level, the Nairobi Summit, held in March 2017 with IGAD member states, resulted in the Nairobi Declaration and a plan of action to achieve durable solutions for Somali refugees, and to support self-reliance and inclusion measures for refugees in Kenya.

Key characteristics of the plan include sustainable urban and agricultural/livestock development for both host community and refugees, non-discriminatory access to services, and private sector involvement. Community participation and local ownership are requirements for the success of this model, alongside a strong protection framework. The European Union's contribution to KISED through the European Union Trust Fund's (EUTF) RDPP is intended to contribute to building community self-reliance for refugee and host community populations. This assistance is composed of inclusive education and health services for refugees and host communities, targeted protection services particularly for children, and support to foster long term food and nutrition security, and economic opportunities in and around the Kalobeyei settlement.

¹ UNHCR (2019). *Kenya Registered Refugees and Asylum Seekers*. March 2019.

² *Ibid.*

³ ReDSS/ Samuel Hall (2015). *Devolution in Kenya: Opportunity for transitional solutions for refugees?*

⁴ UNHCR (2018). *Kalobeyei Integrated Socio-Economic Development Programme- Phase One: 2018-2022 Comprehensive Refugee and Host Community Plan in Turkana West, Kenya*

KISEDPP is co-led by UNHCR, the World Bank and the Turkana county government, with support from the central government, other UN agencies and international partners. The inhabitants of Kalobeyei and surroundings are supported under RDPP via four thematic components: **health, education/child protection, livelihoods and markets.**

Table 1 - RDPP activities in Kalobeyei in 2018

SECTOR	ACTIVITY	IP
Health	Establishment of a ‘super’ health centre, full integration of Kalobeyei into Turkana County health services, capacity building of staff.	UNHCR leadership
Food and nutrition security	Management plan for agricultural production; field school activities; junior field school activities; improvement to irrigation infrastructures; training in irrigation, conservation agriculture, trade and market orientation; rehabilitation of land and development of water harvesting structures; development of a sustainable fuel, wood and fodder value chain.	
Education / child protection	Development of case management system, provision of child-centred livelihood support.	
Livelihoods resilience /	Local supply chain to school meals programme; retailer engagement strategy; TVET.	

III. Evaluating needs on the ground

There are significant differences between the aims of Kalobeyei on paper and the context on the ground. While Kalobeyei was supposed to be home to protracted refugees from Kakuma, those living in the settlement and interviewed are recent arrivals from a range of countries – South Sudan, Burundi, DRC and Ethiopia. This has an impact on activities geared towards self-reliance and integration. A 2018 Samuel Hall survey conducted in Kalobeyei with 618 randomly selected host and refugee households found that the majority of refugees had arrived in Kenya since 2016. Over half of the respondents interviewed in Kalobeyei settlement were from South Sudan, but significant minorities were encountered from Burundi, the Democratic Republic of Congo, and Ethiopia.

Interviewees were mainly female, particularly among the refugees, reflecting a broad trend of female-headed households whose husbands remained behind in the country of origin. This finding is particularly striking for the South Sudanese population. Female-headed households struggle to balance income generating, child care, household chores and social interactions. Host community households are larger than refugee ones on average, at eight family members compared to six.

The following sections present baseline information across a range of relevant indicators. Covering both humanitarian (‘basic needs’) as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities in Kalobeyei, while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

The data shows that the situation on the ground is one of overall need – across hosts and refugees – in certain sectors, refugees fare better than hosts (for instance on education, and safety); while the opposite is the case in other sectors (such as access to land and water).

a. Basic needs

Table 2 - Key indicators for monitoring – Basic needs

		Hosts	Refugees
Food security	Did not worry about not having enough food in past month	11%	18%
Land	Access to land for agriculture or livestock (not seasonal)	48%	31%
Water and wash	Tap as primary water source	46%	81%
	Borehole as primary water source	32%	16%
	Access to pit latrines	13%	43%
Health	Lack of access to healthcare by children	23%	11%
	Sought out treatment after suffering serious illness or injury*	40%	50%
	Judged treatment to be of high quality	30%	21%
Safety and protection	Children are deemed safe in the community	52%	67%
	Feel they can turn to the local authorities in case of need	8%	15%

*only for those reporting suffering such illness or injury

Food security remains a concern for the respondents interviewed in Kalobeyei in 2018, with 89% of hosts and 82% of refugees worried about not having enough food to eat. Food diversity levels are poor.

It has been established that global acute malnutrition rates in Kalobeyei are now well below the emergency threshold, suggesting that food security and livelihoods programmes are achieving positive gains. This means that this sector might be ready to transition to a more development and self-reliance focused approach revolving around farming. 46% of hosts and 27% of refugees state having access to agricultural lands. This access however does not yet appear to have translated into increased self-reliance for an important share of respondents as seen in Figures 1 and 2.

Figure 1- In the past four weeks, did you worry that your household would not have enough to eat?

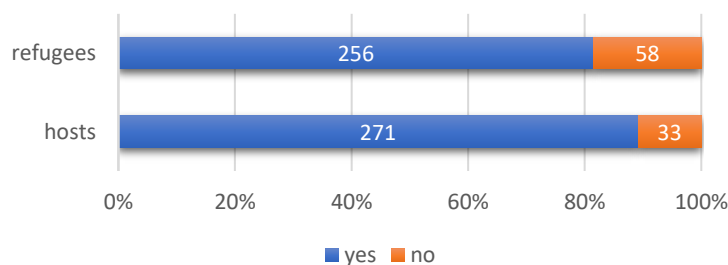
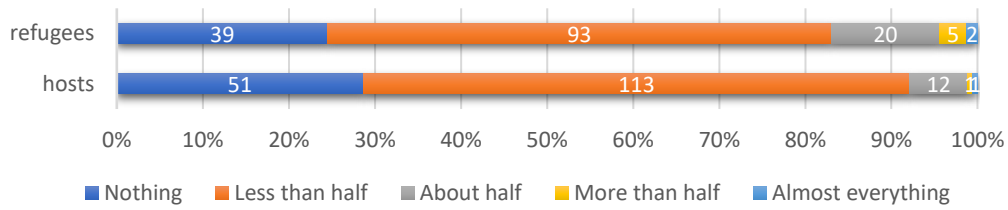


Figure 2- For those who have access to land, how much of the household's food consumption is provided for by harvest?



One reason for this is that refugees are not used to undertaking rain-fed agriculture in a semi-arid environment characterized by common crop failure and dry spells. Cattle ownership is prohibited for refugees (although many do keep chickens). Hosts are pastoralist nomads who require access to water all year round for their cattle. Turkana County has limited surface water resources with only two rivers (Kerio and Turkwel) flowing throughout the year.

HIGHLY RELEVANT AND IN NEED OF EXPANSION: IRRIGATION SCHEMES

In this context, RDPP-supported project activities have resulted in the adoption of improved production techniques such as sowing in lines, conservation agriculture like soil and water conservation techniques, seed banks and use of open pollinated varieties. Farmers in Lodwar have seen an increase in productivity, have adopted new crops of leafy vegetables such as spinach and new varieties of water melon have increased production areas and hired additional labour. Food security has been enhanced through increased availability, diversity and improved yield per crop. The EUTF agriculture activities however appear biased towards the support of host communities with all three existing irrigation schemes planned and targeted for support in Lodwar whilst no irrigation water supply development has been realised to date for the 400ha farm which benefits mainly refugees.

At the time of fieldwork, there were still 8,000 families living in inadequate temporary **shelters** in the settlement.⁵ Women living in temporary shelters complained of feeling vulnerable at night, but also during the day when their houses are vacant. The cash for shelter programme, run by UNHCR independently of RDPP, is designed for refugees to pay trained workers primarily from the host community to construct permanent shelters for them is working toward addressing this.

Minimum standards in **water and sanitation** are not currently met, affecting the population’s health and livelihoods and lessening the impact of the promotion of handwashing and safe sanitation practices. Neither refugee nor host community respondents in or around Kalobeyei settlement collect the required 20L minimum standard per person per day. Since the rainwater harvesting tanks have been erected in Kalobeyei settlement, some households stockpile fresh drinking water in the tanks which will have a negative impact upon overall household water consumption.

⁵ Annual EUTF Implementing partners progress report. UNHCR 2018



Photo 1 - Easier said than done? Latrines in Kalobeyei Village 3

Limited knowledge about hygiene and sanitation continues to impede healthy living (including disease prevention) for both refugee and host communities. It is estimated that 708 latrine slabs are urgently required to achieve the 1:20 standard. The most severe sanitation statistics come from Kalobeyei settlement Village 3. Hand washing stations exist in some areas but do not feature soap and water.

Lack of **healthcare** is cited as the second most pressing concern by both host and settlement community respondents. 45% of host and 53% of refugee respondents state that a member of their household had been seriously ill or injured over the past six months. The most commonly reported issue is malaria, particularly among hosts. The NGO clinics have become the preferred service providers for medical treatment for both host community and refugees. Access to a facility and economic factors were identified as central in influencing the choice of place for treatment, especially among the host community. Cholera cases were reported during the period of the research, and the Kenyan Red Cross highlighted that they do not have access to contingency funds to scale up for such outbreaks. Indeed, even the most basic medicines are frequently unavailable.

“I have customers everyday coming from the hospital to me to buy drugs. Beyond medication they need to do something about hygiene because it is the cause of so many of the ailments here – diarrhoea, flu, STIs (like syphilis and chlamydia), and a range of skin problems. A day does not pass without getting a patient complaining about STIs, diarrhoea or the need for de-worming”.

Alternative medicine chemist, Kalobeyei

Safety is an issue in Kalobeyei. Refugees and hosts identify different causes of lack of safety overall. While refugees speak of harassment, sexual violence and physical violence, hosts speak of hunger and access to health as diminishing protection. There are hotspot areas which the police are familiar with and where they try to maintain security. The area between Kakuma 4 and Village 3, for instance, has been flagged as notorious for cases of robbery, violence and rape, which limits mobility, feelings of safety, and ability to effectively make use of potential opportunities. Incidents of SGBV were repeatedly mentioned by female and male refugee and host informants, and a police officer in Kalobeyei described them as “a menace”.⁶ Information from SGBV coordination meeting minutes support such testimonies.

“I cannot say with surety the exact number, but [rape] is a problem in the camp. People prefer solving such cases in non-formal ways. They sit together and agree on the fines to be paid and such things. It is only when they disagree that they come to the police”.

Police officer

⁶ KII10, [Female, Kalobeyei]

Feedback on police response is mixed. Informants share concerns over police apathy, lethargy to respond and process cases without payment of a bribe. Host community members seem less knowledgeable on the presence of organisations or support services on child protection – only 8% of hosts vs 61% of refugees were aware of such mechanisms.

SAFETY ON HOLD

Evidence from the field demonstrates that lack of health care, food and adherence to child rights are highlighted in the hierarchy of interventions required. All these elements are part of the project design as captured under Results 1, 2 and 4 respectively. Critical milestones have not yet been achieved in terms of child protection, mainly due to delays in the implementation of the activities, particularly in the host communities. The government children’s office at sub-county level urgently requires increased capacity; community structures are not yet well established; and, host community members are rarely aware of available services.

b. Education and livelihoods

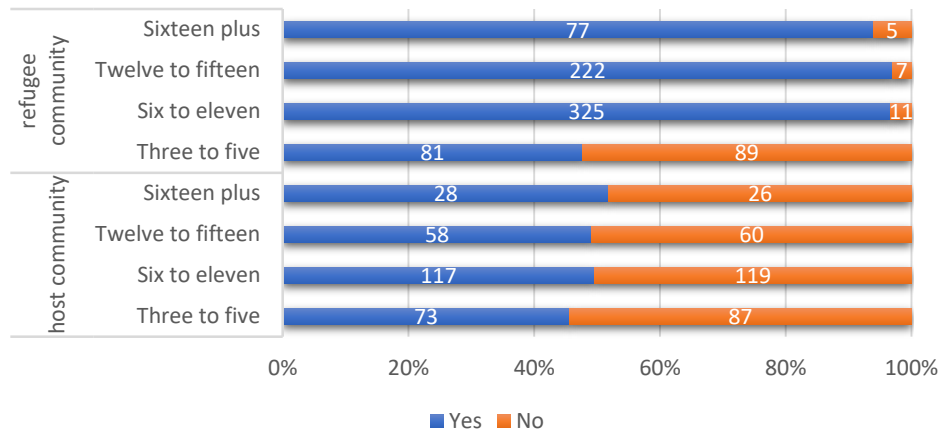
Table 3 - Key indicators for monitoring – Education and livelihoods

		Hosts	Refugees
Education	Regular school attendance	42%	75%
	Fewer than 50 children per teacher	32%	3%
	Quality of education judged high or very high	23%	24%
	Assistance to attend school (uniform, shoes, books...)	5%	14%
	School-feeding programme	46%	47%
Livelihoods	Household w/ a source of income (exc. food sale from ration card)	46%	26%
	Earned redundancy (more than one income earner)	60%	47%
	Average monthly income for HHs with at least 1 working member*	\$60	\$76
	Average reported monthly expenditures*	\$40	\$36

Refugees tend to be more educated than their host peers in the setting of Kalobeyei. When asked whether anyone in the household could read or write, seven out of ten refugees in Kalobeyei settlement responded in the affirmative, compared to only slightly over half of the host community households.

In terms of educational background, if the share of households stating that a family member had completed more than primary school education is approximately the same between hosts and refugees at 30%, the percentage of households with a member having at least primary school education is significantly higher among refugees than hosts. **The education gap at the household level is carried over across generations: only four host children but eight refugee children out of ten attend school regularly.**

Figure 3- Does this child regularly attend school?



In the host community, school attendance is dependent on the literacy rates in the household. Children from families where at least one person is literate are more than three times more likely to be in school than their peers from non-literate households. This difference could not be observed among refugees. Other factors contributing to drop-out include language (classes are in English and Kiswahili, the latter of which is not spoken by most refugees, nor by Turkana hosts), as well as funding needed to cover school fees and uniforms. Girls’ enrolment and attendance is lower than that of boys across the five primary schools accounting for only 41% of the total number of pupils enrolled (6,591 girls and 9,378 boys).



Photo 2 - Kalobeyei Settlement

Serious quality issues remain: Kalobeyei Settlement schools are overcrowded – especially in the lower classes – with an average learner to classroom ratio for ECD and primary classes of 166:1, making it hardly possible to learn.

47% of host community survey respondents are satisfied with the quality of education children receive; whilst only 36% of refugee survey respondents reported satisfaction in this regard – this is possibly a reflection of a lack of their own education and lack of experience in this regard.

In focus group discussions and school observations, students, teachers and parents shared the challenges facing the schools: lack of uniform, overcrowded classes, inadequate latrines and lack of bathrooms, the lack of qualified teachers and of teachers’ quarters, were among the key gaps. Overall, education needs are at emergency levels and should be treated as a humanitarian priority.

Integration is lacking: host community children enrolled in the five primary schools in Kalobeyei account for 1.7% of the total pupil population. Only five boys are from the host community out of the 699 students enrolled in the only secondary school in the settlement.

“There are currently no children from the host community attending school at the child friendly spaces of the Furaha Centre, due to the long distances. Similarly, children from the Somali nationality are not present in the CFS because of cultural and religious differences. (...) The low numbers have continued to decrease because of host communities’ belief that the schools are built for the refugees only. We need to come up with strategies that will include the host community”.

Area manager, Waldorf

EU funds are contributing to the establishment of permanent infrastructure, equipment and supplies, and trained teachers with a focus on aligning these to nationally recommended standards. School feeding is an achievement of the EUTF intervention, and was found to be a great motivating factor for school attendance for both host and refugee children, however:

“Teachers need to realise that the school is not only a feeding centre but an educational one as well”.

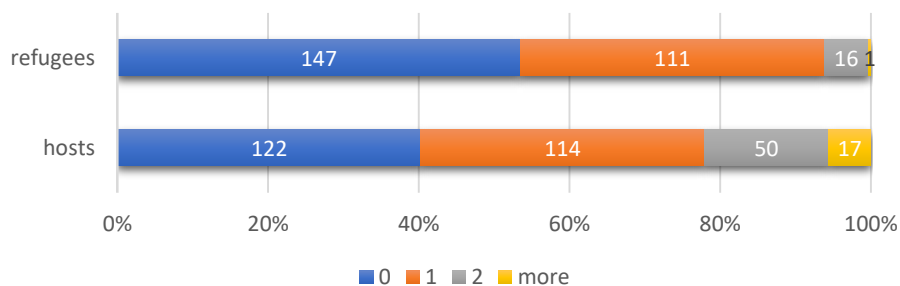
Refugee, Kalobeyei

A WORK IN PROGRESS – EDUCATION UNDER RDPP

Education activities supported are relevant in ensuring that school-aged children access education in line with the Kenyan national system. However, despite efforts, 46% of school-aged children in Kalobeyei are out of school. The sector is facing humanitarian needs, in particular the urgent need to increase teacher-to-learner ratios, reduce overcrowding (to be addressed before efforts to increase access), improve retention and quality. Despite a delayed timeline in education programming (including the construction of permanent structures), positive outcomes include the training of incentive teachers, provision of textbooks, school materials and the feeding programme.

The situation in terms of **livelihoods** is challenging for hosts and refugees alike. Half of the respondents in the settlement and 40% of those interviewed among hosts state having no source of income. For hosts, the most common source of income is trade (27%), while for refugees it is selling food from their ration cards (25%). All other trades are rare. Over half of refugee households but 20% of host households have a family member actively looking for a job.

Figure 4 - Number of income earners per household



Regulations (lack of movement, constraints to cattle ownership and access to land) have a negative impact on food security as well as income levels. There is still a critical dependency on food and cash assistance.

Host and refugees do not have strong reciprocity systems to **borrow** in times of stress. No instances of refugees extending loans to hosts, or vice versa, were found. They do however barter with each other, indicating a foundation of trust especially between host and refugee women which may develop into credit and loans as positive interactions continue. Both host and refugees cited examples of borrowing from traders. Traders are a strong reciprocity tool for informal credit and debt in times of stress, highlighting the importance of building trade networks to enhance this system which promotes positive interaction between traders, refugees and the host community. Traders are increasingly loaning money only to customers they know well and have established an element of trust through prior reliable repayment.

Many of the refugees residing in Kalobeyei have some background in **agriculture**, which livelihood programming actively strives to build upon. Agricultural production is one area of livelihoods where progress has been made, even though results have not met expectations. For the time being, farms are viewed more from the perspective of food consumption than income generation. While the income generating opportunity for sorghum exists, it is a low value commodity in terms of household income and there are other crops which can produce much higher income for farmers in the harsh Turkana environment. Informants mentioned Water a barrier to farming.

PROMOTING THE CHARCOAL VALUE CHAIN: GAINS AND NEGATIVE EXTERNALITIES

The EUTF programme is supporting the charcoal value chain development in Turkana. There has been a shift in the main source of income from sale of livestock and products to sale of charcoal and wood products. On the longer run, the promotion of the charcoal value chain should be questioned considering its negative impact on the environment and the existence of other clean energetic and heating solutions. The development of alternative value chains (including the recycling and waste management one) should progressively be discussed with refugee and host communities.

There is a shared understanding, by both host community members and refugees, of the added value of **vocational trainings** in Kalobeyei.

At the time of fieldwork, 3% of interviewed host respondent households and 17% of displaced respondent households had a household member enrolled in vocational training or an apprenticeship. Focus groups with refugees and host community members confirm that both groups acknowledge the benefits of training and apprenticeship:

“It can make a difference. It also helps you with your decisions and self-confidence. Sometimes, you understand that you cannot work alone or need more skills to achieve your objective. Vocational training is good for that as well”.

Male TVET graduate

Informants provided positive feedback regarding joint refugee and host trainings in terms of positive exchange and interaction, and joint refugee and host SACCOs requesting more joint opportunities. In terms of labour market outcomes, the results are less clear. Of those attending trainings, 55% of refugees and 70% of host community survey respondents felt that the trainings would lead to paid employment.

But whilst this may be the perception, many of the graduate respondents had secured work with the agencies that trained them rather than through the open labour market. Hairdressing and tailoring were businesses which were found to be of most entrepreneurial assistance to students. There are doubts regarding the longer-term outcomes and marketability.

Furthermore, host male youth indicated feeling marginalized regarding TVET opportunities. Livelihood working group meeting minutes for January 2018 mention a need to “find a way of reaching out to the host community”. Indeed, given that hosts do not face the same restrictions to business ownership and travel, they should in theory be well placed to benefit from capacity building.

“I plan to attend vocational training but I don’t have the information. Very few people from the host community have this information”.

Male host youth

c. Social cohesion

Table 4 - Key indicators for monitoring – Social cohesion

	Hosts	Refugees
Deem living conditions of refugees to be better than those of hosts	80%	34%
Have not experienced conflict with the other group in the past month	78%	49%
Have a positive or very positive opinion of the other	59%	29%

Overall, social cohesion indicators show there is room for improvement. One host household in five and one refugee household in two highlighted having experienced conflict with the other group in the past month. While 59% of hosts state that they have a positive opinion of the refugees in Kalobeyi, these refugees regard their hosts with greater scepticism.



Photo 3 - Marketplace - Sudanese women selling, Turkana women buying

Some gains have been made. Host communities and refugees interact and exchange goods daily in the Kalobeyi settlement market. The hospital, run by the Kenya Red Cross and partly funded by RDPP, is a place of equal interaction between hosts and refugees.

Informants recognised the benefit of cultural and sports days as a way for communities to come together, learn more about each other and interact positively. Informants

shared that the market, sports and social days are located in Kalobeyi settlement, noting that such activities would be more akin to integration if they could also be held in the host community.

Perceptions are different depending on gender and roles. Female refugees feel integration is gradually improving while refugee male youth feel it is not. Tensions are partly related to inter-marriage: refugee girls marrying host men. Tensions are also created by the lack of security, as well as illicit collection of taxes and bribes. A curfew has been imposed, adding some degree of security but also potentially fostering underlying resentment:

“Tensions between different refugee ethnicities have reduced considerably since 2017, hostilities used to occur “en masse” largely related to water and misunderstandings as a result of language barriers. Some problems remain, but peaceful coexistence within Kalobeyei has improved. But the curfew imposed is limiting the hosts’ freedom and mobility. They say: “Now you want to curtail our movement?”

Police officer, Kalobeyei

Interactions centred around firewood provide an illustration of the positive and negative aspects of engagement between the communities. On the one hand, firewood has strengthened trade and barter activities, particularly between women; on the other – and more importantly – the relationship between refugees is strained by conflict over scarce firewood resources. Hosts do not tolerate refugees harvesting firewood from the communal woodlands. The above-mentioned serious security concerns, particularly for women collecting firewood, add to the tension.



Photo 4 - Turkana women fetching firewood

IV. How are the needs on the ground being met?

The following section examines RDPP/EUTF activities in Kalobeyi following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity. As of March 2018, a Monitoring and Learning System (MLS) reported the following KISED outputs:

- 62,034 people received a basic social service;
- 38,557 people reached by information campaigns on resilience-building practices and basic rights;
- 19,016 people benefit from professional trainings (TVET) and/or skills development;
- 8,828 people received food security related assistance; and
- 2,177 people assisted to develop economic income-generating activities.

a. Relevance of programme activities

Findings from a recent World Bank study, “The Economics of Hosting Refugees,” have played a key role in informing the project’s design. A key finding of the study was that refugees have a net positive effect on the welfare of locals. Another socio-economic study, “Yes, in My Backyard,” highlighted the gains to the economy in Turkana County as a direct impact from the presence of Kakuma camp refugees.

Kalobeyi as a vision is relevant to the national and local contexts: it is aligned with the policies of the Government of Kenya, and adapted to the devolved government process, which aims at bringing the government closer to people and support local authorities in responding to challenges and obstacles to local development and inclusion. It has already shown a process of inclusion and adaptation to the local context notably through community consultations and local support in providing land for the settlement; and secured buy-in from host community merchants and traders to set up activities, shops and trade with refugees within the settlements.

All EUTF / RDPP intervention in Kalobeyi and surroundings are considered to be relevant to the context and to the provision of basic needs. However, greater coordination among donors and funding shifts are required as humanitarian funding is direly needed to support the Kalobeyi intervention, and to avoid development funding going into humanitarian activities.

The **healthcare and hygiene awareness** component is aligned with national policies (universal health coverage) and devolution. The process has shown inclusion and adaptation to the local context through community dialogue and provision of land for construction of the clinic. It is in line with the community request to address distance to healthcare as a key obstacle to addressing their health needs. However, despite its relevance ‘in theory’, outcomes will be difficult to foster given considerable obstacles related to the lack of water and infrastructure planning.

In the same vein, **livelihoods** activities suffer from a lack of water needed for an agriculture-based livelihoods approach, and development planning has not progressed to the degree needed to ensure that the settlement does not become another camp setting in Kenya. Kakuma remains the main market place. It could not be ascertained that the trades taught in TVET classes are the most relevant given the local labour market and that they do not duplicate efforts by other actors. The absence of legal working opportunities for refugees further threaten relevance of technical training activities.

The focus on **food security** is crucial given the constant pressure to meet daily household food needs among host and refugee households.

Agricultural activities for the moment appear to be biased towards support of host communities, with all three existing irrigation schemes planned and targeted for support in Lodwar; for the 400ha farm benefiting mainly refugees, no irrigation water supply development has been realised to date. A sustainable fuel and fodder value chain is urgently needed given protection concerns raised over access to energy.

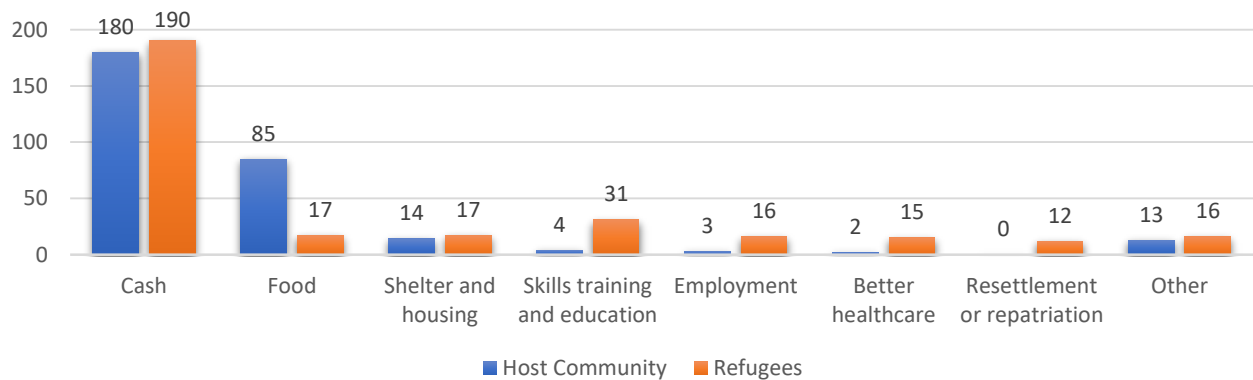
The government acknowledges that the **education** component is also ripe for intervention. In June 2018, the Cabinet Secretary visited Kalobeyei to look into opportunities for synergies with government policy, notably in terms of curriculum, as well as teacher availability and sources of funding. The relevance to the beneficiaries is clear, although dampened by the urgent need to address teacher to learner ratios and overcrowding. Relatedly, child protection remains a humanitarian priority whose significance no one disputes.

Overall, it seems clear that **not all sectors are ready for a development approach**. As a result, there is a need to change the initial project design to bring humanitarian funding to support key sectors such as health, food / nutrition security, and education, where humanitarian needs still dominate in terms of:

- A lack of medication and equipment for health services in Kalobeyei.
- Hundreds of latrine slabs urgently required to achieve the minimum standard.
- A delay in irrigation support to the 400ha farms in Kalobeyei.
- A clear over-crowdedness of schools and inability to attract host community children to schools.

When asking hosts and refugees directly which kind of support would be the most welcome, by far the most desired is the ability to be a part of the local economy, in line with the vision behind Kalobeyei. Indeed, rather than vouchers or food rations, cash transfer is preferred by respondents, allowing choice of products and giving options to beneficiaries to buy preferred products at lower prices.

Figure 5 - Needs assessment among both host community members and refugees



'Other' includes: 'clothes, firewood, animals, seeds and tools, security'

b. Adaptiveness of programme structures

The KISED approach is in its early stages and requires traditional humanitarian actors to adopt new ways of working, adaptive programming design and implementation based on lessons learned. Challenges faced thus far include limited government ownership, an unforeseen influx of refugees from South Sudan, difficulties around coordination and lack of specialised staff.

These unforeseen factors underline the need for improved implementation of the humanitarian-development nexus in Kalobeyei. For example, livelihoods is currently undertaken with a development approach while other sectors, such as education, require humanitarian interventions. Shocks experienced, such as cholera outbreaks, require flexibility and adaptation, underline the importance of long-term planning combined with strategic humanitarian injections. An example of flexibility to the unforeseen gravity of the context is WFP's adaptation of the school meals project, which has been moved to an emergency programme status in recognition of the fact that national counterparts are still unable to shoulder responsibility in this regard.

Improved adaptiveness is required in the domains of education and child protection, for instance to change the fact that host children are not attending schools that they perceive built for refugees. The project delivery modalities require revision and adaptation to incorporate the needs, profiles and practices of the host community, most notably dormitories, and a school bus to pick and drop host community learners to and from schools.⁷

c. Coordination

Coordination among the **IPs** presents critical challenges. Through the review of sectoral meeting minutes, strategies, workshop participation and key informant interviews, it was established that that meetings and staff in most sectors combine Kalobeyei/Kakuma despite the differences between a camp approach (Kakuma) and an integrated settlement approach (Kalobeyei).⁸ This has been attributed to a funding shortage. Additionally, NGO staff who were looking after one particular element of a programme (i.e. child protection) have now absorbed other responsibilities (i.e. youth programming). Combining several geographic areas and thematic areas under one position has overstretched capacity, whether it be to respond or to coordinate. The Health and Nutrition meeting for February 2018 is an example: With nine agencies plus government actors all present in the same meeting, it is difficult to ensure quality discussion covering Kakuma, Kalobeyei and the host community. Sectoral strategies require separation. Given that stakeholders active in Kalobeyei are fewer than those working in Kakuma, efficiency gains could be made by allowing them to focus their discussions on that context in particular.

The use of different operational concepts such as self-reliance, resilience, socio-economic development, integrated approach, sustainability does not help in the development of strategies and plans. There is a need for actors to agree on a uniform terminology which can then be the foundation for policy, planning, monitoring, adaptation, programme design and articulate more succinctly the LOGFRAME. One NGO mentioned the frustration of reporting zero progress to a donor "when actually a lot of work was being done". There is a need to establish a stronger way to reflect relationship / institution building activities in particular. Process outputs would assist in capturing these critical components of agencies' work and time. Coordination with the **county governments** leaves room for improvement.

⁷ Built with EU funds, Nationokar primary school is situated in the host community and dormitories are available, making it easier to access for host children from nomadic households or from further afield to benefit from an education there. This type of model should be expanded, especially in view of the large number of refugee learners from Kakuma 4 attending the school.

⁸ The UNHCR Protection Unit is an exception, with dedicated Kalobeyei staff.

“What agencies have done is pass information about KISED/Integrated approach to senior administrators at the sub-county level through meetings. But they have not explained what this approach is all about and how to implement it in detail”.

Government official Kakuma

At the time of the baseline, UNHCR did not have a presence in government county coordination meetings at the Lodwar level. At workshops and over the course of consultations, government representatives expressed a lack of ownership of the KISED/ CRRF / RDPP project. They feel their attendance in meetings is not a productive use of their time; they feel isolated and excluded from decision making processes. Members of sub-national government desire joint planning, decision making and problem solving. This is understood by the agencies, but they do not feel they have been afforded the time or skills to adopt it fully. Government informants specifically requested more information and strengthened knowledge on the role of education in social cohesion and the role of government in integrating host communities and refugees. These questions demonstrate a lack of understanding of roles and responsibilities.

All informants shared that they had not seen or contributed to the County Development Plan, a gap which they identified as a barrier to additional fundraising and decision making. The KISED 5-year plan, released in late 2018, is one opportunity for agencies and government to come together within this framework and develop a joint way forward.

Finally, coordination with **beneficiaries** for ongoing activities still represents a significant gap. Informants shared that they do not feel their voices are heard, they felt that issues raised with leaders are not adequately addressed to agencies or lack feedback regarding the outcome of the decisions made or actions taken. Host community leaders also felt that they were not heard by the government or agencies. This demonstrates a strong need to improve community feedback mechanisms in Kalobeyei. These depend upon context, culture and protection, and must ensure that the mechanism is safe for people to engage in without fear of reprisals or stigma. UNHCR is implementing a WhatsApp group for beneficiaries to send and receive feedback on all issues. While this is an advancement, it may not be the best method for SGBV or other protection related issues requiring referral. NRC’s Information Counselling and Legal Assistance (ICLA) service is recognized by informants as a “go to place”. This platform could be reinforced to function as a physical community feedback mechanism to compliment UNHCR’s virtual one.

d. Capacity building and local ownership

Local ownership mirrors the findings set out in the coordination section above. For the time being, to the extent that the Kalobeyei model is understood, local authorities feel that they are here to support and implement, rather than take a leadership role. This is illustrated by the type of concerns raised, for instance, as regards targeting of beneficiaries.

Examples of double dipping and exclusions were brought up by government key informants particularly in the livelihoods sector. This is related to a significant number of activities being centred in Village 1, while Villages 2 and 3 remain underserved. Host community targeting is primarily focused on Kalobeyei’s centre, while populations living around the immediate periphery of the Kalobeyei settlement feel under engaged and isolated, despite their proximity to the settlement.

Who receives what, when and why ought to be communicated with a greater degree of transparency to both government and the beneficiaries themselves: communication and feedback loops are vital to the project and its long-term goals. Local ownership will only be achieved once local counterparts have both the knowledge and the authority to effect change, for instance as concerns targeting of beneficiaries.

The mid-term review highlighted that, to bring about local ownership, the government needs to be in the lead in terms of elaborating a theory of change for actors to contribute to in Kalobeyei. In turn, the need to support local actors such as the Kenya Red Cross was identified as a critical element of capacity building in Kalobeyei, in terms of the health sector. Capacity building can translate into local ownership, but the process also requires that both elements – capacity and leadership – are invested in in parallel.

e. Effectiveness and sustainability

Effectiveness asks whether planning is adequate to produce the intended objectives. This question must be posed particularly in the domains of education and child protection. In the former, stakeholders have not adopted the schools as joint or integrated service yet. In the latter, critical milestones have not yet been achieved, due to delays in the implementation of activities at the time of the baseline, and a gap in child sensitive analysis to inform livelihood interventions. Referral pathways have not led to an improvement in child protection. For other interventions, effectiveness will be assessed at the endline stage.

The desk review illustrates that project documents emphasise how various actions of the project are designed with sustainability in mind. In practice, however, sustainability is fragile overall and most at risk in the domains of health and economic well-being.

The county government does not consider the clinic attractive enough to progressively take-over this component of the Kalobeyei intervention. The Kenyan Red Cross requires dedicated support as well to upgrade its capacity to deliver on populations' health needs. Development partners were vocal about the lack of sustainability of a vocational training approach handled by humanitarians without a long-term plan to integrate them in a labour market. Community structures are not yet sustainable. There is a need for agencies to first map existing committees, assess their capacities and transition them to community-based organisations.

Overall, the county government is overstretched in meeting all sectoral needs and requires greater support in terms of resources and capacity. Without planning and better coordination, the overall impact and sustainability of the Kalobeyei intervention will be limited. A negative perception of the integrated approach runs the risk of undermining the process. Balancing immediate lifesaving needs with political and structural needs can be overwhelming, particularly when separation of duties and required resources are not clearly outlined for all actors.

V. Conclusion and recommendations: Ways forward to 2020

The findings above provide a snapshot of the situation of RDPP Kenya in the spring of 2018, through data collected both at the baseline stage and extracted from the mid-line review funded by the EU. Different actors have different roles to play in building capacity and effectively implementing RDPP; the following recommendations provide actionable points for these actors to address weaknesses that have been highlighted and build upon the strengths of the project.

Structural recommendations for donors, government and implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Basic needs have not been met and remain an obstacle to longer-term objectives.	Bring humanitarian funding to meet basic needs while planning for longer-term needs: The programme would be more effective had basic needs first been achieved. Child protection, education, health and WASH require emergency funds. RDPP can focus on livelihoods, food security and capacity building while humanitarians take forward the remaining sectors.
Planning occurs in silos and often focuses on short-term solutions.	Develop a comprehensive multi-annual joint implementation plan: To enhance the effectiveness and efficiency of Kalobeyei interventions, a comprehensive implementation plan is needed until 2022 in line with the scheduled election to harmonise government, donor and agency efforts. Traction is required before the lead-up to the election in order to ensure the productive continuation of KISEDPP going forward. Joint implementation and planning will greatly assist in addressing beneficiary targeting, double dipping and economising limited resources and ensuring value for money.
IPs, donors and stakeholders have a different understanding of what the overall impact-level objectives of the programme are.	Adopt a common theory of change led by the government: Defining the vision, the theory of change and agreeing on core elements and collective outcomes are a strategic need in Kalobeyei. One common goal and a shared learning culture are needed. A full-time learning partner should support different partners in monitoring collective outcomes.
Data is not shared in a harmonised and transparent fashion. The environment of data ownership hinders learning and accountability.	Make data sharing and financial transparency a requirement for funding, and develop and adopt data sharing protocols at all levels: The lack of data sharing has created inefficiencies. Multiple data collection activities, overlapping among agencies and the lack of a common database is inhibiting the impact of activities. Existing data should be shared while safeguarding the beneficiaries themselves. Donors are encouraged to mandate data sharing as a contractual stipulation when funding assessments, evaluations and baselines.
Funds are centralised with UNHCR, limiting autonomy of other partners.	Strengthen bilateral funding to partners on the ground. Bilateral funding will strengthen partnerships through a more balanced footing between actors. This includes bilateral funds to the county to increase autonomy, capacity and contribution towards KISEDPP. Bring financial transparency to improve coordination and planning. Funding streams include the government of Kenya’s budget to Turkana county, EUTF and bilateral donor funding through UN agencies and to implementing partners, development funding from the World Bank to the government of Kenya. To avoid duplication, a financial mapping of resources in Kalobeyei / Kakuma is necessary to allow for targeting of funding.
Responsibilities are not clarified in line with the ‘One UN’ approach.	Agree on a split of responsibilities under the One UN approach with technical leads for each result to accompany government and one overall coordination lead (UNHCR). We recommend that UNHCR focuses on its key mandate – protection – and maintains its traditional coordination role for all sectors in Kakuma, thus contributing to sectoral interactions.
A crisis modifier has not been planned for to contribute to absorbing an extreme shock.	Provide contingency funding for emergencies and to protect project gains. This plan, pre-agreed between the donor and partners, could include a contingency funding mechanism to enable early action and mitigation in the face of shocks (2.5-5% of the overall budget). This could apply to such shocks as drought, cholera outbreaks, inflation, or a sudden influx of refugees, without affecting the funds already allocated to integration programming.

Specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
For a number of activities, priority has been given to village 1 over other camp areas, and the surrounding zone.	Increase support to Villages 2 and 3 and the host community: Implementation has focused on Kalobeyei village one, with other areas being marginalised. This is affecting equal access to services for beneficiaries and agency neutrality.
Lack of gender-focused interventions.	Engage with women and mainstream gender analyses. Stronger efforts are required to include women in the project cycle. Consideration for how projects affect gender roles, whether overburdening women, demasculinising youth or reinforcing traditional power dynamics such as girls' exclusion in higher education must be taken into consideration. Gender-sensitive analysis can be part of a larger conflict sensitive analysis in each sector.
The lack of adapted coordination structure.	Increasing the role of other partners in the Kalobeyei coordination process is critical, with UNICEF, WFP and FAO taking on lead roles in their specific sectors in order for information sharing and activity targeting, information sharing and learning to be more effective and efficient. Additionally, we recommended that stronger inter-agency linkages are established to incorporate cross cutting issues. The new way of working requires a new way of approaching coordination.
Develop and adopt data sharing protocols at all levels.	Develop and adopt data sharing protocols at all levels. Modalities need to be realised for existing data to be shared while safeguarding the beneficiaries themselves. Improved data sharing modalities will increase transparency, reduce inefficiencies and strengthen programme design, implementation and monitoring. Donors should mandate data sharing as a contractual stipulation when funding assessments, evaluations and baselines

Activity specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
For health-related activities, gaps in integration into the county services and capacity building.	Slowly start transition of healthcare. Now that the infrastructure for the clinic is available, plans (short, mid, long term) to transitioning responsibilities of the health service provision to the government need to advance. The Kenya Red Cross will require significant support in this regard.
Linkages between WASH, health and nutrition activities are weak	Raise awareness and build capacity. Sanitation and hygiene practices should be reinforced to prevent the spread of preventable diseases whose incidence has been recorded in the area. While the supply / resource components are addressed, the demand needs to be better understood. Public information activities already implemented in Kakuma should be expanded to Kalobeyei. While in coordination meetings the link between food security and health is jointly treated, in the RDPP project activities this is not sufficiently the case.
Irrigation infrastructure investment focuses on Lodwar over Kalobeyei.	Realign support to include refugees. We recommend that the RDPP programme scale down infrastructure investment outside Kalobeyei and enhance such investments in Kalobeyei; we further recommend that funds be invested in training to empower beneficiaries with an eye to allowing farmers to contribute to infrastructure repair and maintenance themselves. This would improve the overall sustainability of the farms.
The planned agricultural input fairs risk suffering from lack of cash.	Shift modalities from in-kind to cash distribution. Shifting from in-kind distribution of inputs to cash distribution to farmers would allow them to more easily access agricultural inputs. The EUTF programme may support the inclusion of micro-lending to selected agro-dealers through targeted loan guarantees to micro-finance institutions.
Host community teachers are under-represented in the teaching staff at schools.	Target host community teachers for hiring and training. Increasing the number of host community teachers and training them can support the integrated approach and create greater buy-in among the host population.
Host community members seem to consider the schools as being for refugees, and not as a common or shared resource.	Raise awareness of schools among host community. Schools are now being built nearer to the host population, but beyond greater proximity, greater awareness raising and information sharing on the EUTF education portfolio will allow for a better access of host children to schools and will, in turn, create stronger synergies with the local county government.
Livelihoods and TVET activities are not based on a common baseline. Data on labour market needs exists but has not been consolidated.	Diversify the approach to TVET. Strong leadership with a focus on economic systems and economic empowerment is needed in addition to a common baseline, labour market and value chain analysis to inform project design and a funding strategy. A household economic analysis would assist in the development of household wealth rankings to inform livelihood actors of different levels of support required.

Annex 1: Limitations of the research

The research team faced the main challenge of identifying and meeting with key district officials, making the process of obtaining authorisations and setting up key informant interviews time consuming. On occasion, 'sitting allowances' were requested in exchange for participation in workshops and focus group discussions. These requests were not met, limiting the participation of some individuals.

A challenge faced by researchers in the camp consisted of the enumerator team's language abilities. Enumerators between them spoke English, Swahili, Dinka, Nuer and French. Certain minority languages (such as Bari) could not be covered by the team, which might have led to the exclusion of certain households (though on several occasions a household member volunteered to translate for an interview.)

The baseline research was conducted before the separate EU-funded mid-term evaluation conducted by Samuel Hall, which included a quantitative survey. The figures presented in this report stem from the data collection conducted for this purpose.