EVALUATION FOR THE EU TRUST FUND IN KENYA:

SUPPORT TO THE DEVELOPMENT OF KALOBEYEI & ENHANCING SELF-RELIANCE FOR REFUGEES & HOST COMMUNITIES IN KENYA

Executive Summary
December 2022

TAKING STOCK OF ONE OF THE MOST EXTENSIVE AND RECENT DEVELOPMENT CONTRIBUTIONS TO REFUGEES AND REFUGEE HOSTING AREAS IN KENYA

Since 2016, self-reliance – as an objective – has been integrated in development responses to forced displacement, while humanitarian organisations have recognised self-reliance as a step towards achieving durable solutions[1]. This represents a shift from the traditional humanitarian focus on camp management and emergency response. It is also supported in Kenya by policy developments – such as the passing of the 2021 Refugee Act. Garissa and Turkana – the two counties in Kenya hosting the majority of refugees in the country – have been supportive of developing local and integrated approaches to forced displacement.

The Kalobeyei intervention is a flagship initiative and a precursor to the Comprehensive Refugee Response Framework (CRRF) and global efforts aimed at area-based approaches in refugee hosting areas. It sets a new way of working with partners on the ground and a transformative approach for the way refugee assistance is delivered. The EUTF support is a first investment and the most significant contribution to the integrated approach so far, focusing initially on Turkana, with an expansion to Garissa county in 2019.

Despite legal barriers that restrict prospects for refugee inclusion and self-reliance, and informal barriers including administrative hurdles, stigma and lack of information and awareness on refugee rights, the Government of Kenya (GoK) has repeatedly pledged a commitment towards finding solutions to displacement that are more durable. The term 'durable solutions' has become a popular buzzword among policy makers and refers to 'any means by which the situation of refugees can be satisfactorily and permanently resolved to enable them to live normal lives.' The term can also be divided into the following processes: (i) local integration in the host community, (ii) voluntary repatriation, and (iii) resettlement. In November 2020, Kenya published its roadmap strategy called SHARE (Support for Host Community and Refugee Empowerment) to implement its Comprehensive Refugee Response Framework (CRRF) commitments. At the time of this 2022 evaluation, the GoK was working on a so-called 'Marshall Plan for Refugee Management' to support the CRRF roll-out.

Through the EU Trust Fund for Africa (EUTF), the European Union (EU) provided over EUR 50 million funding to support refugees and host communities in Kenya since 2016. Phase I of the action focused on Kalobeyei and ended in 2019, while Phase II built on the successes and lessons learned from the first phase, with an extension in geographical scope to include Garissa County, as well as a more national approach to support authorities, including the Department of Refugee Services (DRS). The objectives of Phase II (2020-2023) are to enhance the self-reliance of refugees and host communities, through components led by the United Nations Refugee Agency (UNHCR), together with the World Food Programme (WFP), the Food and Agriculture Organisation (FAO) and UN Habitat:

- Component 1: Enhance the GoK's asylum management and support government-led CRRF roll-out.
- Component 2: Contribute to the implementation of the Kalobeyei Integrated Socio-Economic Development Programme (KISEDP) for refugees and host communities in Turkana County.
- Component 3: Improve the self-reliance of refugees and host communities in Garissa County.

Table 1: Summary of EU Actions in Kenya

Action	Budget	Dates
T05-EUTF-HOA-KE-17-01: Regional Development and Protection Programme in Kenya: Support to the Development of Kalobeyei	EUR 14.7 million	Start: 21/06/2016 End: 31/10/2019
T05-EUTF-HOA-KE-69-01: Area-Based Livelihoods Intervention (ABLI) Garissa	EUR 5 million	Start: 01/04/2020 End: 31/03/2023
T05-EUTF-HOA-KE-69-02: Enhancing Self-reliance for Refugees and Host Communities in Kenya – with a top-up of EUR 7.8M received in December 2021	EUR 27.7 million	Start: 28/03/2020 End: 27/03/2023
T05-EUTF-HO-KE-58-01: Kakuma Kalobeyei Challenge Fund (KKCF)	EUR 4.85 million	Start: 01/01/2020 End: 31/12/2024

[1] DRC (2021) Which Refugee Self-Reliance, Whose Durable Solution? Examining the relationship between self-reliance and durable solutions for refugees, written by Evan Easton-Calabria

This evaluation was used to inform the next phase of EU funding to start in 2023. The timing is ripe to envision a phase of funding that will build upon lessons learned from Phases I/II to strengthen approaches, taking into account climate shocks, legal hurdles, changing operational approaches, as well as the business and governance environment.

The objective of the evaluation was not to comprehensively assess all activities funded by the EU but to independently assess past performance of Phase I / II interventions targeting refugees and host communities in Kenya, and draw forward-looking lessons learned, conclusions and recommendations to inform the end of current programmes and future interventions by the EU.

The methodological framework relied on the OECD-DAC criteria, using both qualitative and quantitative data sources to identify the added value of the EU action, and assess cross-cutting themes of gender, environment and climate change. The survey compared data across previous evaluations (from 2018 to 2021) obtained from 1576 surveys among refugees and hosts in Kalobeyei and qualitative research in all locations, by Samuel Hall and local refugee researchers.

In all locations additional key informant interviews (32), semi structured interviews (21), focus group discussions (13) and digital case studies (4), as well as partner workshops (2), were led with key stakeholders and program participants. Digital case studies were visually displaying activities and filmed by refugee videographers.

Table 2: Quantitative survey - breakdown by year, gender and community (2018 to 2021)

	Female	Male	Grand Total
2018 data	421	197	618
Host community	205	99	304
Refugees in Kalobeyei	216	98	314
2020 data	112	159	271
Host community	44	69	113
Refugees in Kalobeyei	68	90	158
2021 data	288	399	687
Host community	159	171	330
Refugees in Kalobeyei	129	228	357
Grand total	821	755	1576

The survey data was collected through a mobile call centre established by Samuel Hall, reflecting the constraints – at the time of the study – due to accessing a large sample at a time of continued COVID-19 restrictions. The main limitation was the inaccessibility of the majority of the original survey participants from the 2018 baseline and the 2020 follow-up surveys. As a result, most of the 2021 respondents were gathered through snowball sampling. This limited the ability to have panel data, but the information still provides longitudinal data. The sample size for 2021 was higher than for previous data collection rounds, reducing the margin of error, and sufficient samples were reached with female and host respondents, with additional days allocated for this purpose to the call centre.

The findings of the evaluation were presented to the EU and its implementing partners, and validated in 2022. Detailed findings are presented in a main report, which is not for public use, while selected findings are presented in this executive summary for public use.

OVERALL FINDINGS

The overall findings of this evaluation point to a positive track record despite a historically challenging context of a global pandemic and of an extreme drought affecting the arid and semi-arid lands of Turkana and Garissa. The findings show that continued funding and support is needed as policy openings in Kenya expand the range of possibilities and can change the approach to solutions in refugee hosting areas, beyond camp-based approaches.

The evaluation also exposed multiple challenges that donors and partners need to address to support government priorities, and the needs of refugee hosting communities: the most important remains climate change and environmental issues which are *the* key priority for the EU and the driving force for future programs in the arid and semi-arid lands (ASALs). The next cycles of programming will need to go beyond identifying cross-cutting themes, to making these – climate change, environment and gender – the centre focus of any future action.

LESSONS TO INFORM FUTURE PROGRAMMING

1. Future funding will need to focus on solving the water access issue and adapt to fast-worsening environments, where agriculture and climate-adaptation cannot be separated anymore

Phase II prioritised food security and income generating opportunities in refugee hosting areas, alongside investments in agriculture and infrastructure. Yet, the spiral of food insecurity was confirmed in qualitative interviews in a context of multi-year droughts, in Dadaab notably. While interest in farming is strong, productivity remains poor due to water scarcity and limited inputs. Bringing adequate water supply is a critical challenge and of major importance for building self-reliance. In the context of arid and semi-arid lands, the development of agricultural and livestock activities is not only a matter of self-reliance but also of short- and long-term survival. Agriculture allows households to obtain basic fruits and vegetables; and because of the consequences of the ravages of waves of drought and torrential rains, the emphasis needs to be on livestock breeding and a balanced management of the vegetation that surrounds both camps.

Efficiency will depend on the ability of donors and partners to address climate change and environmental issues in refugee hosting areas in a common struggle against the consequences of climate change. A review of the efficiency criteria has exposed multiple challenges – including the pandemic, but the most important being climate change and environmental issues in ASALs. How to create climate-adaptive and climate resilient programming? The next programming will need to go beyond identifying cross-cutting themes, to centre the focus on climate change, environment and gender.

2. Impact will depend on continued funding and support as policy openings in Kenya expand the range of possibilities and can change the approach to solutions – beyond camp-based approaches – and change mindsets to existing challenges

Good practices stemming from the evaluation include the positive effects on social cohesion and the improved relationships between groups, and their participation in programmes that affect their lives. The other critical practice is spatial planning processes and community planning groups, at a time of transition to Kalobeyei/Kakuma becoming its own municipality. UNHABITAT aligned its regeneration strategy to ensure it could be useful for the Turkana County government to help facilitate this process. In Dadaab, the social impact of interventions has reinforced the potential to scale and sustain programming – pastoralists rear their livestock, and trainings reinforced social cohesion and engagement. The enhancement of self-worth, belonging, confidence, and hope among men and women in Dadaab came through strongly in the evaluation. There has been a change of mindset about what refugees, and specifically women, can do.

3. The expansion of public private partnerships, and the foundations of more commercial value chains approach need continued investment

The process and systems have been put in place through the EUTF funding to ensure that input or seed required for agricultural production are more sustainably available for the farming communities, and by ensuring that the government participates in building the capacity of communities to learn, to plan and produce their own food. Under Phase II, FAO has laid the foundation of a more commercial value chain approach, and in 2022, was in discussions with other private sector actors to join the conversation for locally sourced produces from Kalobeyei. The expansion of public private partnerships, with INSTA products, EUTF and IKEA foundation, has allowed WFP and FAO to consolidate a link between the local production in Turkana, with a company buying high quality nuts for exports and trade.

KEY PRACTICES TO INFORM WAYS OF WORKING

1. Information provision and trust building around the changes in the environment/climate are needed, focusing on the communities themselves

Up-to-date and localised information are required from implementers, in real time as much as possible, on aspects related to crops and livestock. People require information on the changes in their environment, what causes the changes and how to overcome these through seminars and civic education. Training on disaster risk reduction is a core need raised by all stakeholders and to be integrated in all programming. Participants highlighted the need to educate communities on tree planting and against tree cutting, for instance.

FAO's Farmer Field Schools (FFS) are community-facilitated training sessions to teach nutrition-sensitive crop and livestock production to farms. They have been identified as a good practice in refugee hosting communities, from the Great Lakes region to Kalobeyei, and hold the potential to be scaled to Dadaab.

2. Public private partnership can be supported and scaled, as they play a key role in refugee hosting areas

In Dadaab, private-sector partnerships have played a role in ensuring the coherence of initiatives, given the centrality for financial inclusion and access to capital for businesses. Phase II narrowed its scope to focus on reinforcing market systems and building marketable skills, creating the framework for one of the first refugee-host targeted programs locally in Dadaab. In Kakuma-Kalobeyei, weekly income has increased for refugees and hosts since 2018, while vocational training and apprenticeship programs have led to paid work for the majority – showing an overall positive income

dynamic for both groups. An important point that distinguishes Kalobeyei (from Dadaab) is the significant proportion of refugees who benefitted from training or apprenticeship.

The African Entrepreneurship Collective (AEC) started microloan operations in Kakuma/Kalobeyei and Dadaab, with initial accounts of successful demand for services and repayment. AEC is also supported through the Kakuma Kalobeyei Challenge Fund (KKCF)[2] in the coming months, a much-needed support to be evaluated.

3. Legal and business support have the potential to generate significant change

There is a major lack of funding for access to justice and law programmes for refugees. Organisations like Kituo Cha Sheria and the Refugee Consortium of Kenya can support the legal structure to enable business activities. Additionally, the concept of the "one stop shop" business support centres was developed and funded to connect government registration services and processes with refugees in camps, as such services can be hard to access with the lack of freedom of movement and the high transportation costs.

The Huduma-Biashara Centre in Kakuma plans to more easily allow refugees to obtain business permits, and connect people to government services, as well as to converge with agricultural trade and marketing programmes run by the FAO and WFP. Similar approaches in Dadaab (Garissa business forum) have the potential to generate significant changes in terms of coordination, enterprise development, and inclusion.

Frustrations among refugees were voiced – from documentation to accessing land. In Kenya, it is difficult to obtain a business license or access to capital if a person does not have a plot of land. Refugees in Kenya, by law, are unable to own land. The design of programming in Dadaab does not encourage permanent structures or land ownership; this is different from Kalobeyei, where refugees can access community land. UNHABITAT's activities have focused on solving such problems and to help the local and national government in the visioning of Kakuma town to attract external investors and discuss land commissioning so that refugees can get land titles. Land securitisation is key to investment and must be backed by government policy.

4. Country governments playing a critical role in advocating for refugees' rights and inclusion in national processes, against camp closure and in favour of an integration policy

Counties have been essential in getting the national government to see a potential for action in Garissa and Dadaab. However, more advocacy is needed from the level of the governor and leadership to obtain buy-in for a non-humanitarian development action. In Turkana, the EU funding has been used to set up systems that now need to be transferred, in terms of knowledge and know-how, to the authorities and communities. The central question going forward remains: how to transfer this knowledge and know-how to local institutions? A common question in both Kalobeyei and Dadaab remained "who will maintain the systems"? The next step for funding in Kenya will be to engage the government in their next County Integrated Development Plan (CIDP) and with partners to contribute to this transfer.

5. Missed opportunity: targeting and engaging women and enhancing the contribution of women

There was a major challenge across nearly all programs in targeting and engaging women, even though they form the majority of the local population, operate many of the small businesses in the market, and are often the most reliable, dedicated and successful participants in training activities. From trainings to conflict mediation activities, women should be put at the centre of the design, to ensure their inclusion and enhance female participation. A critical gap in providing gender adaptive training is caused by the lack of women as trainers.

RECOMMENDATIONS

This section outlines key recommendations from the main evaluation report, which provides further detail and operationalises these macro-level recommendations. They apply to EUTF-funded interventions in Turkana and Garissa and evolve around 10 core themes.

#	10-POINT PLAN: MACRO-LEVEL RECOMMENDATIONS
STRATEGIC	
1	Support climate & resilience adaption in refugee hosting areas
2	Prioritise gender-adaptation and inclusion in all programming
PLANNING	
3	Strengthen market systems
4	Operationalise participatory spatial planning strategies

[2] The EU contributes to the KKCF, however the programme did not form part of this evaluation.

SECTORAL COORDINATION	
5	Expand and improve health infrastructure, resources and services
6	Invest in improving resources for teachers and advocating for refugee education integration
FUTURE EU FUNDING CYCLE	
7	Ensure gender sensitive design as a cornerstone of programming
8	Localise funding and implementation through a territorial governance approach
9	Build into the next funding evidence-based advocacy and learning to inform policies and funding
10	Continue to support system strengthen through civil society, county and national institutions

HOW TO USE THIS REPORT

This evaluation builds upon previous findings and evaluations on project outcomes to help the EU and organisations assess whether activities in place are bringing about the intended change. The full report reviews all key sectors of interventions and key result areas. This executive summary focuses on the forward thinking and outcomes to be aimed for going forward. It further recommends key operational ways of working, and key programming focus areas to promote going forward. Beyond findings from the mid-term evaluation of the RDPP, other studies focusing on KISEDP for instance found that food security and income generating opportunities remained poor, alongside opportunities for quality education and healthcare. While interest in farming is strong, productivity was limited by water scarcity and reduced inputs. The recommendations aim at addressing these issues.

After two challenging years impacted by the COVID-19 pandemic, the foundation for EU funding going forward will be to rethink approaches on climate, gender, market systems and advocacy. How can partners systematically develop climate-adaptive interventions to mitigate the impact of recurrent droughts and natural disasters on livelihoods, housing and the socio-economic fabric? How can stakeholders place gender-adaptive and transformative frameworks at the centre of their theories of change? What advocacy strategy should the EU and partners develop to promote legal solutions to unlock market access registration and documentation for refugees?

While the EUTF funding is coming to a close, this evaluation offers an understanding of improvements to be made in the EU funding – and other donor funding – in Kenya in the years ahead. This is done through a consultative evaluation process based on agreed upon OECD-DAC criteria and an evaluation matrix, up-to-date empirical evidence, and recommendations by Samuel Hall's evaluation team based in Kenya.

The main report reviews each result area under the overall Action. Each result has a dedicated chapter combining quantitative and qualitative findings under one analysis of needs, progress and challenges. Each chapter is given the same structure with: (i) a presentation of the EUTF result and its associated activities, (ii) an analysis by OECD DAC criteria showcasing the most pertinent findings from the field, and (iii) result-based recommendations for a way forward.

The review confirms the relevance of continuing the investment in refugee hosting areas. The report can be used by UN agencies and implementing partners as part of their funding strategy, coordination and accountability efforts, and by donors and the government to plan on the basis of lessons drawn and recommendations made. The review also confirms the need for future research on land use and land management, livelihoods and training in refugee hosting areas, hydrological assessments, debt, gender assessments and the green economy (including costing and feasibility studies on the unexplored potential in the field of green and circular economy).

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