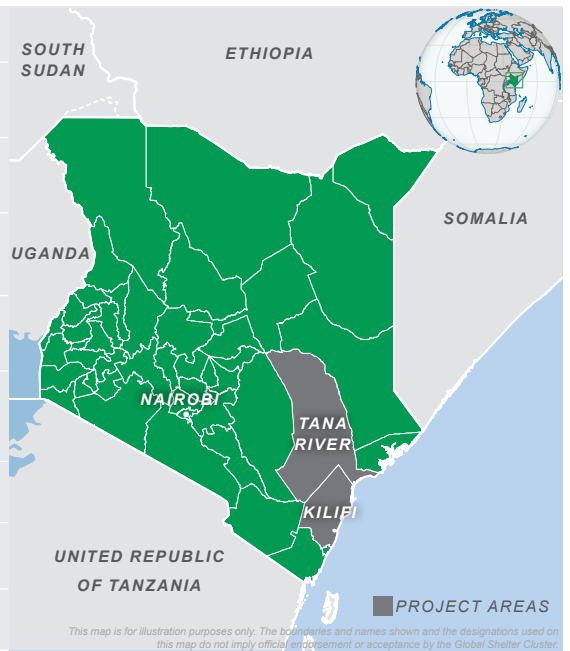


CASE STUDY

KENYA 2018 / FLOODS

KEYWORDS: Shelter kit, Monitoring and Evaluation, Self-recovery

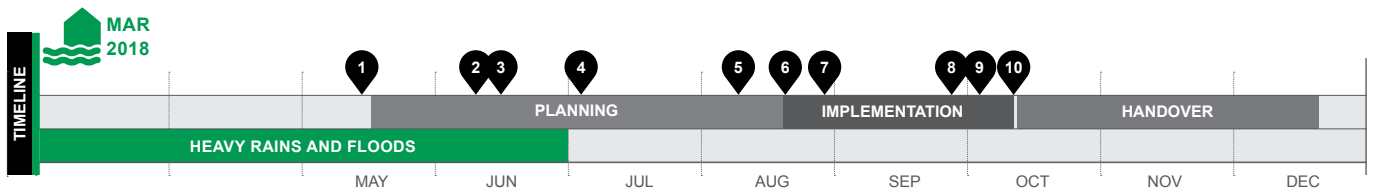
CRISIS	Floods, March–June 2018
TOTAL PEOPLE AFFECTED*	800,000 individuals
TOTAL PEOPLE DISPLACED*	300,000 individuals
TOTAL HOUSES DAMAGED**	Tana River: 7,685 destroyed, 3,842 damaged Kilifi: 639 destroyed, 377 damaged
PROJECT LOCATIONS	Tana River and Kilifi Counties
PROJECT BENEFICIARIES	2,000 households (13,073 individuals. Tana River: 1,353 households; Kilifi: 647 households)
PROJECT OUTPUTS	2,000 shelter kits and NFI kits , incl. training
SHELTER SIZE	Up to 24m² can be achieved with the kit
SHELTER DENSITY	4.1m² per person
MATERIALS COST	USD 155 per household
PROJECT COST	USD 284 per household



* Estimates as of 7 June 2018, UN OCHA Flash Update #6.
** Kenya Inter-Agency Rapid Assessment.

PROJECT SUMMARY

This emergency shelter project supported the recovery of 2,000 households displaced by flooding in Kenya by providing shelter, NFI kits and training. Although procurement challenges around the importation of single-use plastics delayed the delivery, the project still managed to achieve its goals in a timely manner. A monitoring and evaluation framework orientated around short-term outcomes was used to monitor the contribution of the project to self-recovery processes. The data gathered at distributions enabled the implementation team to learn and improve project delivery.



- 1 10 May 2018: Assessment team arrives in Nairobi.
- 2 13 Jun 2018: Partnership signed and aid requested to the Headquarters.
- 3 15 Jun 2018: Single-use plastic importation restrictions are identified. Team submits application to by-pass restrictions.

- 4 03 Jul 2018: Logistics team works with suppliers to repackage the aid to remove single-use plastic.
- 5 07 Aug 2018: First shipment clears customs.
- 6 15 Aug 2018: Distributions start in Kilifi.
- 7 27 Aug 2018: PDM starts in Kilifi.
- 8 27 Sep 2018: Distributions start in Tana River.
- 9 03 Oct 2018: PDM starts in Tana River.
- 10 10 Oct 2018: International staff and volunteers depart Kenya.

STRENGTHS

- + Successful partnership between international and local actors.
- + Short-term outcome indicators allowed to demonstrate the contribution to self-recovery goals during the project cycle.
- + PDM findings informed subsequent distributions.
- + Proactive response to importation challenges ensured timeliness of the intervention.

WEAKNESSES

- No baseline survey was undertaken.
- Lack of understanding of importation logistics led to initial delays.
- Polygamous families did not receive enough items.
- Failure to provide framing materials restricted the use of the shelter kits in some areas.



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CONTEXT

Above average precipitation between March and May 2018, combined with the effects of a severe drought in 2017 and widespread deforestation, led to the worst flooding that Kenya had witnessed in 30 years. The floods caused damage to homes and infrastructure, submerged farmlands and triggered large-scale displacement, which severely disrupted livelihoods. Many of those displaced evacuated to informal camps and collective facilities (e.g. schools and churches), where incidence of viral diseases increased.

PROJECT APPROACH

Data indicated that there was a significant unmet need for emergency shelter assistance in the counties of Kilifi and Tana River which, due to variations in housing typology and regional socioeconomics, required different responses.

In Kilifi County, the government prohibited those living in flood-prone areas from returning to their homesite. Only 600 of the 1,800 households whose homes were considered uninhabitable returned. Some remained at the collective facilities until they identified an alternative solution. The project provided those with an uninhabitable house with a shelter kit, training and household non-food items. This package aimed to facilitate the construction of a temporary shelter whilst households waited to access a government-funded reconstruction grant. Eligibility for the emergency shelter assistance was contingent on households demonstrating land ownership.

In Tana River, many displaced households had no intention of returning for fear of further flooding. They were waiting to receive permission from the landowners of the camp sites (typically the government) to remain permanently. Here the government had also provided funds to support the construction of permanent housing, however not all households with a damaged or destroyed home qualified for the grant. The proposed project aimed to support 1,300 households that were not eligible, but had an uninhabitable home, to improve existing shelters or build a suitable temporary shelter while they constructed or repaired a more durable one.



Floods after a prolonged drought caused widespread damage and displacement.



In one location, the project provided shelter/NFI kits to support return, whilst in the other, the kits helped households set up temporary shelters in displacement sites.

IMPLEMENTATION TEAM

The implementing organization did not have a presence in Kenya. It first deployed an assessment team of two people, to then scale up to six (involving international staff and volunteers working on rotation). The project was implemented in partnership with a national NGO that provided assessment data, assisted with the importation and in-country logistics and supported post-distribution monitoring. The partner had access to a large team of community volunteers that supported project delivery.

TARGETING AND COMMUNITY PARTICIPATION

Beneficiary selection was coordinated by the implementing partner and involved the following four stages:

- **Needs assessments** were conducted by teams who surveyed households in the camps and gathered demographic data (including vulnerabilities). Teams then visited the properties to categorize the level of damage sustained, check if houses were close to the river, and assess if flooding was likely to repeat or if the mud prevented reconstruction.
- **The assessment data was verified by village councils.** If people had started reconstruction, they were removed from the list.
- **Meetings were conducted to involve the community** in the beneficiary selection. This included, for example, a discussion about how many shelter kits a polygamous family should receive.
- **A County Steering Group meeting** took place to approve the list of beneficiaries and conclude the process.

DISTRIBUTIONS AND TRAINING

Site selection for distributions was undertaken in coordination with local community leaders. The main considerations were security and accessibility, and steps were taken to limit the distance households were expected to travel.

Training on the effective use of the shelter and NFIs was provided to 40 community volunteers (20 from each of the target areas), who cascaded the training to recipient families at the distribution sites. The training plan also helped build the partner organization’s capacity to deliver emergency shelter in the region.



A cascade training approach was used to explain the use of the items to the families. It also helped strengthening the capacity of the local partner.

PLASTIC IMPORTATION CHALLENGES

This project used materials located in pre-positioning sites in Europe, Asia and the Middle East. A value-chain analysis of the supply chain highlighted notable delays. One of the more significant challenges related to restrictions on the importation of single-use plastics into Kenya. Whilst mechanisms for bypassing these restrictions existed, they proved difficult to navigate and the likelihood of exemption certificates being upheld was unknown. To avoid further delays, the organization worked with suppliers to remove all plastic packaging prior to shipment. Other items were procured locally. This reduced the efficiency and cost-effectiveness of the project. However, since prolonged inundation restricted access to homesites for several months, these issues did not significantly affect the outcomes of the project, which focused on supporting return or safe relocation. Additionally, beneficiary selection did not occur until the materials were in transit, ensuring that lists remained relevant.

MONITORING AND EVALUATION FRAMEWORK

The goal of the project was to support shelter self-recovery, in complementarity with other actors, including the government. Organizations seldom return to an affected community to identify how an emergency shelter project has contributed towards self-recovery, often because of resource constraints or pressures of the working environment. For an agency with no permanent presence in the country, measuring the impact of the project was even more challenging. As such, the organization developed a monitoring and evaluation framework that used short-term outcomes.

A short-term outcome is the change that occurs as a direct result of project outputs. Short-term outcomes are also viewed as preconditions for long-term change to be achieved. During

the assessment phase, team members identified what shelter-related short-term outcomes would adequately support the long-term recovery objectives. The outcomes were orientated around supporting return to homesites, aiding the construction of temporary shelters (or repair existing structures), and facilitating a return to normal household routines. Working backwards from the long-term objective to the planned outputs ensured that activities and inputs supported the achievement of the outcome goals.

POST-DISTRIBUTION MONITORING

At the centre of the framework was a robust post-distribution monitoring (PDM) plan conceived in two phases.

1. Exit surveys undertaken during the distribution were designed to ensure that the project was people-centred and that the training had been understood. These were also considered an opportunity to understand more about the intended use of the aid. The data gathered during the surveys informed subsequent distributions. For instance, the survey results led to a decision to relocate future distributions, to reduce the distance people had to travel. Similarly, the contents of the package were better communicated so that beneficiaries could decide whether they wished to attend a distribution. This system of monitoring ensured that each distribution was based on learning obtained from previous distributions.

2. Household interviews were undertaken at the homes of recipients 4 to 14 days after distribution and aimed to verify that the short-term outcomes had been realized. Enumerator observations were also used to verify that the training had been incorporated by the recipients. Focus groups, undertaken between two weeks and one month after distributions, provided further in-depth qualitative data and validated the relevance of the outcome goals.

MONITORING AND EVALUATION FRAMEWORK: GOAL, SHORT-TERM OUTCOMES AND INDICATORS

MONITORING AND EVALUATION FRAMEWORK: GOAL, SHORT-TERM OUTCOMES AND INDICATORS	RESULTS
OVERALL GOAL: Households (HHs) displaced by flooding are able to return to their home sites (new or old), repair homes or build a temporary structure through the supply of Shelter and NFI items	
ST Outcome 1: HHs have returned to their home site or an alternative suitable site	
Indicator 1.1: % of HHs who report that the shelter materials have supported their decision to return home/relocate	76%
ST Outcome 2: Increased personal safety through the provision of shelter materials and specific NFIs	
Indicator 2.1: % of HHs who report that they feel safer in the shelter at night as a result of portable solar lights	100%
Indicator 2.2: % of HHs who report that they feel safer outside the shelter at night as a result of portable solar lights	97%
ST Outcome 3: Increased physical protection from extreme heat, rain and cool weather, through the provision of shelter materials and NFIs	
Indicator 3.1: % of HHs who report that the shelter provides adequate protection from the rain	100%
Indicator 3.2: % of HHs who report that the shelter provides adequate thermal comfort during the day	21%
Indicator 3.3: % of HHs who report that the shelter provides adequate thermal comfort during the night	42%
ST Outcome 4: Increased access to filtered water through the provision of the water filter and water carriers	
Indicator 4.1: % of HHs who report that they are able to collect / store enough water as a result of the water carriers	36%
Indicator 4.2: % of HHs who state they are using the water filter	47%
ST Outcome 5: Protection from vector-borne disease	
Indicator 5.1: % HHs who state they are using the mosquito nets for the purpose they are intended	15%
ST Outcome 6: Stabilization of household/family routines through the provision of specific NFIs	
Indicator 6.1: % of HHs who report they are able to prepare meals using the kitchen sets	76%
Indicator 6.2: % of HHs that report being able to recommence livelihood activities through provision of tools	63%
Indicator 6.3: % of HHs that report being able to continue daily activities (inside and outside) through the supply of solar lights	92%
ST Outcome 7: Beneficiary HHs have the knowledge and skills to utilise the aid provided	
Indicator 7.1: % of HHs that confirm they have received training that was both useful and understandable	82%
Indicator 7.2: % of shelters observed using the fixings provided to secure tarpaulins correctly	52%

MONITORING AND EVALUATION RESULTS

PDM interviews undertaken in Kilifi County showed that 74 per cent of beneficiaries had moved to a new homesite within two weeks from the distributions. This statistic should be viewed alongside exit survey data which showed that, during distribution, 75 per cent had this intention. Of those respondents still living in camps, nearly all stated that they were in the process of helping family members relocate and intended to move in the coming days.

In Tana River, where land ownership was more complex, 60 per cent of beneficiaries were still living in camps after receiving the aid. However, this corresponds with 57 per cent of those interviewed during the exit survey who stated an intent to remain in the camps. Qualitative data obtained through focus groups suggested that this decision was driven by a perception that the area around the camp had a lower flood risk than their original homesite, and that livelihood opportunities were better due to the proximity to town.

All respondents who had constructed an emergency shelter agreed that this provided an adequate level of protection from rainfall. However, enumerators observed that 37 per cent of tarpaulins were loosely attached to structures, something that could affect the durability of the shelters.

A high proportion of beneficiaries felt that the shelters were too hot during the day. When asked why they had not built ventilation holes (an open gable end, window or additional doorway), respondents stated that they did not have these in their original homes, and that they had not considered that tarpaulins would cause overheating compared to traditional materials.

By comparing the results of the exit and household surveys, it was seen that the actual and the intended uses of the shelter items matched. PDM data affirmed that the emergency shelter project led to immediate improvements in the well-being of beneficiaries and supported their ongoing recovery intentions.

WIDER IMPACTS OF THE PROJECT

The issue relating to the importation of single-use plastics shed light on a challenge that is likely to gain prominence for humanitarian actors, especially in contexts where the importation of relief items is critical to a timely response. As a result of this experience, the organization started a dialogue with other agencies likely to be impacted by a global shift towards greater regulation around single-use plastics.



In one location, families were able to return to their homesites thanks to the kits. However, polygamous households did not receive enough items.

MATERIALS LIST		
Items	Qty	Unit cost (USD)
Shelter kit, http://bit.ly/2ohLMxl	1	57
Kitchen set	1	25
Solar Light	2	9.50
Water Carrier, 10l	2	1.70
Sleeping Mat	2	2.20
Water filter	1	37
Mosquito net	2	4.50



Most households confirmed that the training was useful and nearly half were observed using the appropriate techniques in their shelters. However, some families could not use the kits properly due to a lack of framing materials.

STRENGTHS, WEAKNESSES AND LESSONS LEARNED



Survey findings informed subsequent distributions. While personal safety and protection from the rain were largely met, shelters performed poorly against the heat and the cold temperatures. Some items, such as mosquito nets, were seldom used as was expected.

STRENGTHS

- + **Successful partnership** between an international organization with the capacity to leverage global stocks of standardized quality, and a national one with access to community networks and an understanding of the context.
- + The project used **short-term outcome indicators** instead of output indicators as a means of measuring project success. By approaching monitoring and evaluation in this way, the project team could **demonstrate the contribution of this project to self-recovery goals during the project cycle**.
- + Post-distribution monitoring enabled the implementing team to **understand the strengths and weaknesses of the distribution and training approach**, informing subsequent distributions.
- + Although restrictions around the importation of single-use plastics complicated the supply-chain, **the organization and suppliers responded proactively** to remove all packaging from the aid prior to importation. This ensured that 2,000 households were **reached within a relevant timeframe**.

WEAKNESSES

- **No baseline survey was undertaken**. This limited the ability of the PDM to objectively verify that the intended change had occurred as a result of the delivery of outputs. Rather, the household survey captured the current state of the beneficiaries' living conditions after aid was received and compared this with what was known in general terms about quality of life prior to the distribution.
- **A lack of understanding around importation logistics** during the initial assessment phase led to supply-chain delays at a later stage, when information relating to restrictions on single-use plastics became apparent.
- **Polygamous families did not receive enough items for their household size**. This was due to the criteria used to assign the number of kits to households, which was based on the number of structures the household occupied prior to the floods.
- **The failure to provide framing materials restricted the use of the shelter kits** in areas where timber was not available at local markets, or household finances did not allow additional purchase. This led to concerns that the response would exacerbate unsustainable deforestation.

LESSONS LEARNED

- **Restrictions around the importation of single-use plastics** are unlikely to be limited to this context, forming part of a global trend to improve management of waste streams. Therefore, **it is critical that global supply-chains are adapted accordingly**, so that humanitarian aid can be imported in a timely manner when appropriate. This will require a response at the agency and supplier level. Additionally, the organization also started working to understand the internal barriers to **local procurement and cash distributions**, which are modalities that do not involve importation.
- The monitoring and evaluation framework was based on assumptions linking the achievement of short-term outcomes with self-recovery. **Without an impact evaluation, it is not possible to verify that the response logic held true in the long term**.