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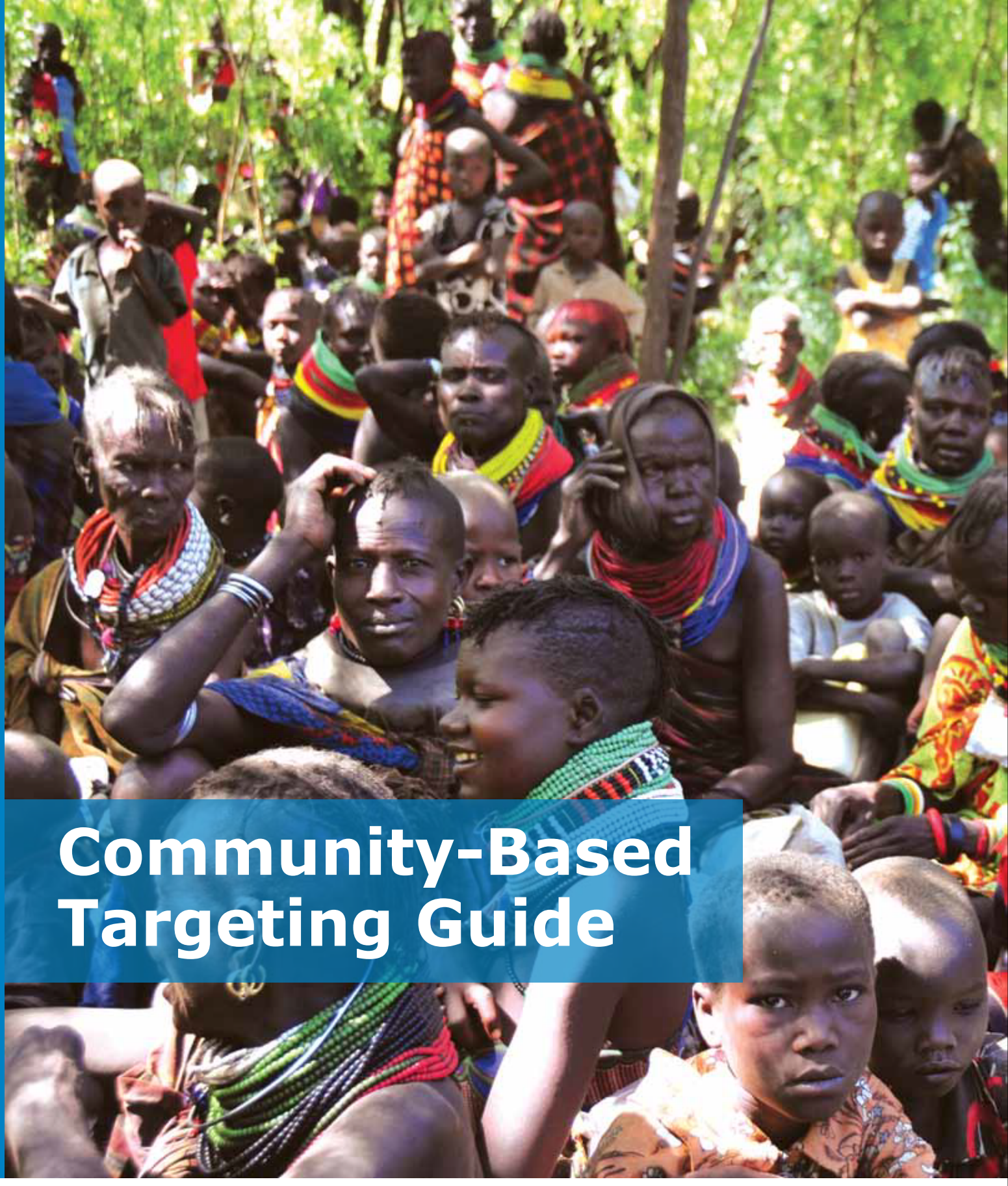

Community-Based Targeting Guide

WFP
World Food Programme
wfp.org

HARAMBEE
REPUBLIC OF KENYA

World Food Programme

COMMUNITY-BASED TARGETING GUIDE

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LIST OF ABBREVIATIONS

ASAL	Arid and Semi-Arid Lands
CBT	Community-Based Targeting
CF/PSC	County Food/Project Steering Committee
CFA	Cash For Assets
CP	Cooperating Partner
CSG	County Steering Group
CSO	Civil Society Organisations
CT-OVC	Cash Transfers to Orphans and Vulnerable Children
FDP	Final Distribution Point
FFA	Food For Assets
FSOM	Food Security Outcome Monitoring
IDP	Internally Displaced Persons
IPC	Integrated Food Security Phase Classification
ISC	Interim Selection Committee
KFSSG	Kenya Food Security Steering Group
LRA	Long-Rains Assessments
NDMA	National Drought Management Authority
OPCT	Older Persons Cash Transfers
PC	Project Committee
PWSD-CT	Persons with Severe Disabilities – Cash Transfers
RC	Relief Committee
SRA	Short-Rains Assessments
WFP	World Food Programme

INTRODUCTION

For more than two decades, the Government of Kenya and the World Food Programme (WFP) have used community-based targeting (CBT) in relief and recovery interventions in Kenya as a reliable way to identify and reach food insecure households, with the full involvement and ownership of communities. Guidelines for community-based targeting were first developed in Kenya for the 1992 drought emergency operation, and have been revised several times since to reflect changes in the kind of assistance that is being provided, the way food assistance is coordinated in Kenya, and the way in which WFP and the Government work with cooperating partners.

This version of the guide is the result of a thorough review by practitioners (implementers experienced in using CBT in Kenya). It reflects the on-going process of devolution in Kenya, new modalities for providing food assistance (such as cash transfers), and a renewed emphasis on mainstreaming protection into food assistance programmes. The changes are significant, and the guide will be tested on the ground during the April/May 2015 retargeting in response to changes in food needs identified by the 2015 Short-rains Assessment. A final version will be issued following after action review to capture feedback from the field teams in June 2015.

While the guide focuses on food assistance programmes, it is relevant to any safety net or humanitarian programme aiming for an in-depth engagement with communities during the targeting process.

The guide consists of two main parts. Part I summarises the rationale for using community-based targeting, highlighting its strengths and weaknesses. Part II provides a step-by-step manual for doing CBT in Kenya. An end-to-end process flow (for quick reference) and some standard templates used during the process are provided in annexes.

PART I: WHY USE COMMUNITY-BASED TARGETING?

Targeting is used where a social transfer (food, cash or vouchers) is not universal, usually because resources are limited, or only a subset of the population are in need. In addition to CBT, there are a number of targeting methods used by safety net programmes, including means testing, proxy means testing, geographical targeting, categorical targeting (such as by age, or nutrition status). CBT is usually combined with some form of categorical targeting.[1]

For relief and productive safety net food assistance programmes, the Government and WFP use a combination of geographic targeting and community-based targeting (CBT). Geographic targeting is based on levels of food insecurity, which vary greatly across the country and change from season to season. Geographic targeting tells you which parts of the country have been hardest hit by a shock, such as drought or high food prices. Within this higher level targeting, CBT is used to identify actual households to receive the assistance.

1 *For a detailed explanation of safety net targeting methodologies, please see the free FAO e-learning course on safety nets: http://www.fao.org/elearning/#/elc/en/course/FSSN*

Not all safety net programmes use CBT in Kenya, and each targeting methodology comes with its own strengths and weaknesses. Understanding the rationale for using CBT is important to being able to communicate effectively about why we use it.

Cost and operational feasibility: CBT is relatively easy to implement and requires far fewer resources than other popular methodologies, such as proxy means testing. During targeting, a facilitator has to visit each community for at least two days to ensure the process is well-understood and respected. Following targeting, an adequate sample of households has to be visited by a monitor to verify if the targeting criteria were applied correctly. CBT does not require large-scale data collection about households, so it can be used in places where data is scarce, not updated to reflect change in situation or information about household assets is difficult to verify.

Performance (avoiding inclusion/exclusion errors): When CBT is implemented properly, it is quite effective at ensuring the right people are targeted. Community knowledge of a household's situation is in principle more reliable than information provided by individual households in a survey.

Sensitivity (capturing changes in vulnerability): CBT can be done relatively often (for example, in Kenya, relief programmes are retargeted twice per year, so it is quite sensitive to rapid changes in the situation of households such as deaths, illness, job loss, shocks of various sorts that can overnight bring a household into extreme vulnerability. With CBT, communities are involved in shaping the targeting criteria, which makes it more sensitive also to regional and cultural differences in the definition of "vulnerability".

Transparency: CBT is a highly transparent process; communities are not only aware of the criteria and how they are applied, they actually determine and own these processes themselves. Even if individual community members do not always agree with the targeting results, they at least have a clear understanding of how the results were arrived at, and can make use of the complaints and feedback mechanisms available to them.

Community ownership: CBT empowers communities to translate targeting criteria into their own local realities, and to follow a process that meshes with their own decision-making processes. They understand why certain households have been selected, and others have not, because they take responsibility for this selection. This promotes community ownership over the programme, and ensures that targeting results are socially acceptable and widely understood. CBT builds on and fosters mutual trust between programme implementers and communities, which enhances security, stability, and sustainability.

Potential for programme surge: Because it is inexpensive and easy to do, and communities in drought prone areas of the country are already experienced in using it, CBT can be used to respond quickly to a spike in needs as a result of a shock. It requires minimal training, few tools, and it is easy to communicate about.

Risks

CBT comes with a number of risks, most of which can be mitigated if the process is skilfully and professionally managed. For example, in communities with already low cohesion or tensions between different groups, CBT that is not carefully done can contribute to further increase conflicts. CBT also comes with the tangible risk that marginalized

groups or households within a community can be excluded by "public opinion" – e.g. ethnic or religious minorities, or IDPs that have only recently settled in a village and are not particularly welcome by the host community. In both these situations, it is important that those who are facilitating the exercise have a thorough understanding of the communities, and are respected by them. CBT also risks including some households that are not particularly vulnerable. Local leaders may want to benefit or bring their favourites into the programme. A strong feedback mechanism can help ensure community members are able to raise issues about the targeting.

CBT is the preferred targeting methodology for some of Kenya's largest and longest running food assistance programmes, both for emergency and productive safety net programmes. If implemented correctly, the advantages of CBT outweigh the risks and disadvantages. Part II of this guide aims to support correct implementation, and serve as a foundation for training, clear communication, and careful monitoring of the process.

CBT is not recommended in the following;

- Situations in which the urgency and the scale of needs clearly exceeds the capacity of community committees, even if trained;
- Situations where the entire population in a selected geographic area is targeted for food assistance; in these instances, sub-community targeting is unnecessary;
- Programmes that are based on medical criteria or other conditions (e.g. following TB treatment), or that are linked to institutions (hospitals, boarding schools etc.);
- Serious conflict exists between different ethnic, religious or social groups within the community. Use of a CBT approach would likely exacerbate such conflicts;
- Widespread insecurity and armed conflict that makes it impossible to ensure the prolonged presence of a cooperating partner in the community to carry out in-depth sensitization, negotiation, mobilization and training; and
- Displacement settings that have not yet stabilized and are constantly changing. In these cases there is rarely the community cohesion/identity necessary for CBT.

PART II: COMMUNITY-BASED TARGETING STEP-BY-STEP

An end-to-end flowchart of the CBT process is available in Annex 2. But before diving into the steps, it is important to underline that CBT is guided by a number of principles, and doing it well involves applying these at every stage in the process.

CBT principles

Reaching those most in need: The point of CBT is to identify the most vulnerable households, the ones most in need of assistance. Merit, rank, party membership, ethnicity, faith, and so forth, are not relevant to CBT. So when we say "communities determine the targeting criteria" we don't mean that they can include any criteria. Not all criteria are equally valid. The best criteria are those that translate food insecurity into the local context in a way that helps the assistance to reach those who need it most.

Partnership: Partnership is critical to the entire process. Partnership means that everyone is taken seriously, treated with respect, listened to. It means that lines of communication are kept open, and that everyone involved understands each other's constraints and builds on each other's strengths.

Transparency and accountability: Any strong partnership builds on transparency. For geographic targeting this means that global processes and indicators are used to determine the size and location of the food insecure population are as well as the severity, and the amount of resources to be allocated to specific programme areas. For the involvement of communities this means, that the entire process of geographic targeting is clearly explained so that community members have a chance to fully understand how geographic targeting was conducted. It also means that communities know how many people will receive assistance and for how long, how those people will be selected, the kind and size of transfer (e.g. the quantity of food or amount of cash) and how that was calculated, when and how the assistance will be delivered, and where they can call for information or to lodge a complaint.

Respect and sensitivity towards gender, culture and rights: Where a change is intended and needed to better safeguard constitutional and universal human rights, this can only be brought about with the full participation of communities. This means that where a local culture is not in conflict with national constitutional or universal human rights, programmes should do what they can to accommodate local preferences. On the other hand, where certain cultural or traditional attitudes do conflict with the rights of individuals or groups, it is crucial that programme managers and implementers communicate in an appropriately respectful way with community leaders, to build buy-in, bring them on board, and to equip them to lead the change.

Empowerment, participation and representation: Communities are not just the passive recipients of outside support. They maintain traditional safety nets even when 'outside actors' such as the Government, development partners or civil society organisations (CSOs) are not around. With the means at hand and within their cultural framework, they manage resources and maintain peace. It is therefore important that the decision-making structures and processes under CBT do not undermine existing local and traditional structures and authorities. At the same time, programme managers and implementers must make sure that all groups within a community are adequately represented in and participate meaningfully in the CBT process.

Fostering trust through operational quality and open communication: For CBT to succeed, community members must understand and trust the entire process, and they should have confidence that the subsequent processes (registration, transfer) will take place the way it has been described to them. It is critical to adhere to agreements that have been made, to communicate openly and timely about problems as they arise, and to be highly professional at all stages in the process.

Step 1: Food security assessment (determining the needs)

The process of geographic targeting and allocation of beneficiary numbers to localities is not per se part of CBT, but in Kenya it is what precedes the community process, determines the overall beneficiary numbers, and sets the stage for a CBT exercise. It is important to be able to explain the assessment process and results to communities, so that they understand how the programme parameters (number of beneficiaries, value of transfer, duration of assistance, etc.) were arrived at.

Over the past decades Kenya has established a system to regularly assess food security in the drought-prone arid and semi arid lands (ASAL). The Kenya Food Security Steering

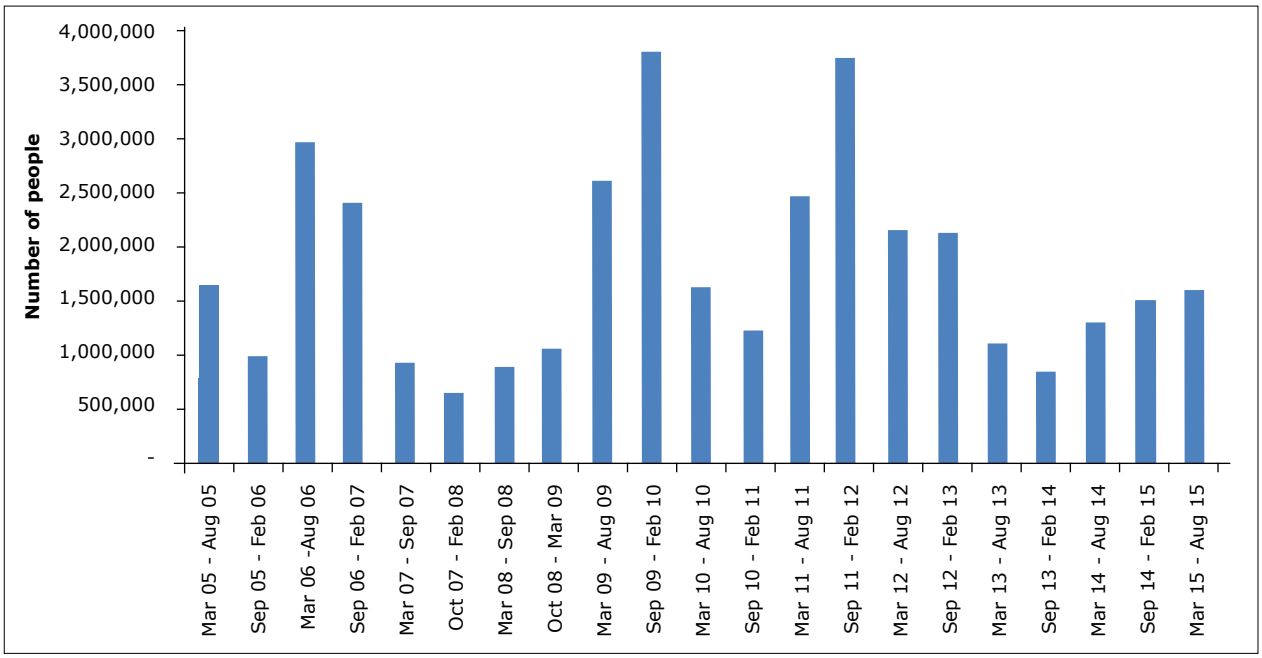
Group (KFSSG) coordinates bi-annual, multi-sectoral assessments, called the Long Rains Assessment (LRA) and Short-Rains Assessments (SRA).[2] Based on a number of food security indicators that are globally agreed upon through the IPC[3] approach, observation of the performance of the rains, the impact on different livelihoods, and the expected impact on food availability and access, the LRA/SRA reports establish the estimated number of people to be in need of food assistance in specific ASAL areas each season. All the key food security agencies and government ministries are involved, as are the county governments.

These numbers of people in need of food assistance in Kenya fluctuates significantly from year to year, as shown by Figure 1 below.[4]

LRA/SRA use the Integrated Food Security Phase Classification (IPC) supported by Food Security and Outcome Monitoring (FSOM), nutritional surveys, and NDMA's early warning system. The IPC results in a summary of the food security situation

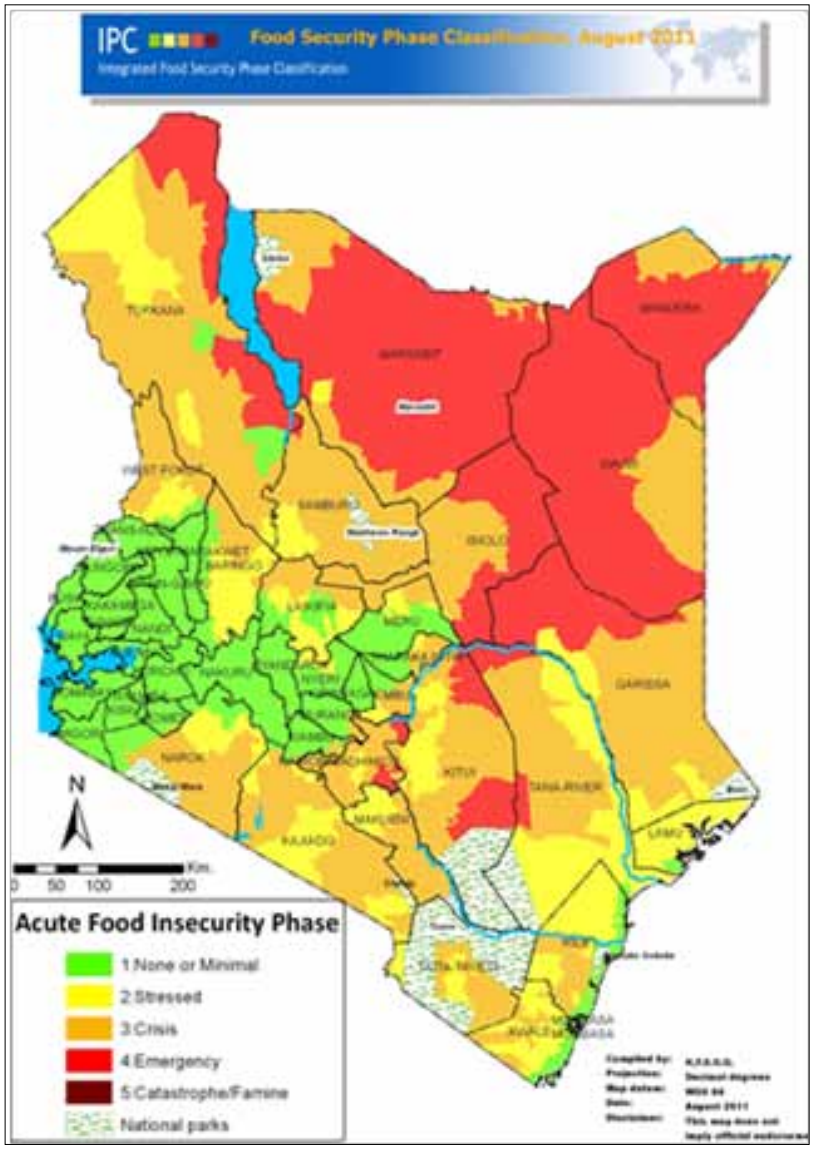
The LRA/SRA findings are presented and approved at a Kenya Food Security Meeting (KFSM). These findings are also presented at the ASAL inter-governmental consultative meeting with Governors for their approval. On this basis, the Ministry of Devolution and Planning (MODP) sends an official letter to each county, informing them of the number of beneficiaries to be targeted for food assistance, and requesting the County Steering Groups (CSG) to facilitate the process.

Figure 1: Number of people in need of food assistance 2005 - 2014



[2] *If there are indications of severe drought, mid-season assessments are sometimes carried out.*
[3] *Integrated Phase Classification version 2.0.*
[4] *From "The 2014 Short Rains Assessment Report". February 2015. Government of Kenya, Kenya Food Security Steering Group.*

Figures 2 & 3: Food security phase classification August 2011 and February 2015 respectively



CSGs are composed of county-level stakeholders with respect to food security and social assistance, including the County Governor and the County Commissioner, representatives of national and county government departments at county level (including agriculture and disaster management), UN agencies including WFP, cooperating partners in social protection programmes, and community-based organisations and/or civil society groups that represent the interests of special groups such as people living with disabilities, older persons, women's support networks, the chronically ill.

The CSG discusses the outcomes of the food security assessments and the recommendations of the KFSSG concerning the distribution of beneficiaries across sub-counties. In case a CSG has arguments for a different distribution of beneficiaries, it can redistribute numbers between sub-counties so long as the total number does not exceed the county ceiling set by KFSSG. Each LRA/SRA report comes with detailed county reports used to guide these decisions.

The CSG can delegate the concrete work of programme preparation and implementation to a County Food or Project Steering Committee (CFC or CPSC). This committee is chaired by the county government, and includes representatives of the National Drought Management Authority (NDMA), other sectoral ministries, as well as WFP and cooperating partners. The CFC/CPSC refines the geographic targeting, by deciding the number of beneficiaries to be targeted in each sub-county. The committee also determines the roles and responsibilities of different agencies/ stakeholders in the response.

The CSG considers the recommendations of the CFC/CPSC and communicates them to the Sub-County Steering Groups, where the numbers are again refined down to the Final Distribution Point (FDP). In some areas, Sub-County Steering Groups actually play the role of CFC/CPSCs.

Step 2: Determine transfer values

The value of transfers is determined centrally, based on the assessed food gap (the difference between what households need, and what they have or have access to). While the assessed food gaps may be any share of the overall food requirement, the Government and WFP have historically provided transfers corresponding to 50 percent of household food requirements in semi-arid areas, and to 75 percent of requirements in arid lands. This is sometimes adjusted downwards if resources are limited.

Where assistance is being provided in-kind, the food gap is translated into a food basket (quantities of cereals, pulses, vegetable oil, salt, and sometimes CSB). Where assistance is being provided in cash, the food gap is translated into Kenyan Shillings based on what it would cost to buy an equivalent food basket in the local market. The cash transfer amount is revised when the cost of the basket in the local market changes by 10%. This is done to ensure that food and nutrition security is maintained at household level.

Step 3: Mobilize communities

This step describes how to inform communities that there will be an important *baraza* coming up during which households will be identified for receiving food assistance.

At the community level, the geographic area for each targeting exercise is the catchment area of a food distribution point (FDP), which covers a number of villages within walking distance. "Food distribution point" is a legacy term from the days when food assistance was only ever delivered in-kind. It is a convenient location recognized as a central, public meeting place for a number of surrounding villages—

an appropriate place for food distributions to occur. Food assistance delivered through electronic cash transfers uses the same concept for mobilizing communities during targeting and registration, even though the cash is not distributed at this site but rather into people's bank or mobile money accounts.

Based on the decisions of the Sub-county Steering Group (Step 1), the Sub-county Commissioner sends an official letter to each chief in charge of a targeting area, notifying them of the new or expanded programme, and requesting that they facilitate the targeting exercise. The letter includes the number of beneficiaries allocated to the area, the timeframes within which the targeting should take place, and provides guidance for ensuring that the targeting exercise is representative both in numbers and in composition of different groups and stakeholders in their area. It is important that the letter emphasizes the need for adequate representation particularly of women and marginalized groups (such as the elderly, persons with disabilities, marginalized social or ethnic groups).

Then the chief, assisted by the cooperating partner, notifies his or her community members about the planned targeting exercise through community leaders (including traditional and faith-based authorities). The information to community leaders should include the following key messages:

- Information about the programme to be delivered—general food distribution, unconditional cash transfers, or cash or food for assets—and the duration of assistance;
- The dates, time and locations where targeting will be conducted in the area/ village cluster;
- A note indicating that the CP can refuse to carry out the targeting exercise if insufficient members of the community appear at the designated time and place and/or if marginalized groups are not appropriately represented;
- That those community members who have a national ID card must bring it for ease of identification and registration, but that holding a national ID is not a prerequisite for receiving assistance; and
- That households with members in a nutrition treatment programme (outpatient therapeutic programme, stabilisation centre, or supplementary feeding) should attend the targeting meeting and bring with them evidence of admission into these programmes (ration cards or MCH booklet where possible).

With this guidance, community leaders mobilise their entire communities and ensure that all community members receive these messages well in advance of the planned targeting meeting.

An efficient targeting exercise depends on clear and timely notification, strong mobilisation, and thorough sensitisation. The details of actual CBT exercises in each community must be agreed beforehand with the area chief. The cooperating partner and the CFC/CPSC work together to ensure that notification and sensitisation actually reach all community members. Cooperating partners are overall responsible for facilitating the exercise, and WFP is responsible for monitoring it.

Step 4: Sensitize communities

This step involves introducing the programme and targeting exercise to the community at the *baraza* (public meeting).

Once the communities are assembled at the FDP, the sub-county administrator introduces the overall purpose of the exercise and how the villages were selected for assistance. The area chief introduces the CP field monitor, who then explains the programme, the purpose of the meeting, and walks the group through the steps in the targeting process. This session is very important to ensure a transparent process, strong participation, and good decisions on the part of the communities.

The session should include:

- Feedback of the results from the recent Long/short rains assessment;
- The rationale for the programme (e.g. severe drought, recurrent shocks, etc.);
- The objectives of the programme (e.g. to save lives, protect livelihoods, maintain adequate food consumption, prevent malnutrition, etc.);
- How the community was selected to receive support (i.e., Step 1);
- The type of assistance (food or cash), the amount and how that was arrived at (i.e. Step 2), and the duration of assistance;
- How many beneficiaries in the community will be targeted for assistance. This message is framed differently for relief programmes (unconditional programmes, like GFD and UCT) compared to productive safety net programmes (conditional programmes, like FFA and CFA):
    - For relief programmes (GFD/UCT), the transfer value is per person. So if a household of 5 will receive 5 rations (be it in-kind or cash equivalent), and a household of 10 will receive 10 rations. Therefore, the number of households[5] that can be assisted will depend on the size of the households that are put forward by the community. The number of beneficiaries (not the number of households) should be communicated to the communities as a fixed number for targeting.
    - For productive safety net programmes (CFA/FFA), the transfer value is set based on an average household size of 6. So, for example, if there are 240 beneficiaries to be targeted in a certain community, this translates into 40 households that can participate in the programme. The number of households (not the number of beneficiaries) should be communicated to the communities as a fixed number for targeting.

For relief programmes, communities often try to spread the benefits to as many households as possible, by falsely reporting lower household sizes. This negatively affects the food consumption of larger households, undermining the intended benefits of the programme. During sensitization, it is important to make this clear to the communities — they must accurately report household size.

[5] *A household is defined as all family members feeding from the same 'cooking pot' i.e. people who eat together daily.*

Following this general introduction to the operation, the CP introduces the agenda of the meeting and the steps of the targeting exercise, as follows:

- Formation of an interim selection committee, and tasks of the committee;
- Public discussion and agreement on targeting criteria;
- Public selection (village by village) of the households that will receive support;
- Consolidation of the list of households;
- Validation of the list of households;
- Election of the project committee and its tasks; and
- Registration and verification of households.

The CP should encourage community members to ask questions or raise issues with the programme or the targeting exercise, so these can be addressed immediately and transparently.

The CP must also inform the group of who to contact following the exercise if they have additional questions or concerns, including the complaints committee (Step 8), and WFP's hotline.

Step 5: Form interim selection committee

This step includes explaining to the community the process that will be followed to arrive at targeting criteria, and nominating a representative committee for developing proposed criteria.

Establishing clear, relevant, context-specific targeting criteria is one of CBT's greatest strengths, and the process for establishing these criteria is critical to the success of CBT. The Interim Selection Committee (ISC) is responsible for discussing and proposing the targeting criteria that will be applied by the community. Although the entire community ultimately validates the proposed criteria in an open *baraza* (public meeting), the process of forming the ISC is critical to achieving buy-in from communities for the proposed targeting criteria.

The CP initiates the session by setting out the overarching criteria (i.e. food insecurity), explaining the process that will be followed to arrive at the specific targeting criteria, and describing the role that the ISC plays in this. The CP may choose to mention a couple of examples of targeting criteria.

> Examples of targeting criteria that have been used by communities: (1) households that have not harvested any food/cash crops this season; (2) households that don't have any livestock or lost all their livestock during the drought; (3) households without alternative sources of income and no remittances; (4) households that have one or more malnourished members with evidence of admission into a nutritional treatment programme.

The CP then explains the composition of the ISC:

- The ISC should be composed of: (i) a chairperson, (ii) a secretary, and (iii) at least three additional members representative of different groups within the community;
- The total number of ISC members should be odd, so there is a majority in the event that matters go to a vote (as opposed to being arrived at through consensus); and

- The ISC membership should be gender balanced, and representative of the entire community, including the elderly, youth, minority groups, all ethnic and religious groups, persons living with disabilities or chronic illnesses, etc.

Each village and (if relevant) interest group in the area puts forward one or more nominee for the ISC. Ideally, proposals should be made not only mentioning a name, but also the function of the person proposed, or the group s/he would represent. The CP and area chief keep track of the proposals, writing the names clearly on a flipchart and calling the nominees to move to the front of the meeting. The community members as a whole are then asked if they agree with the nominations.

Once a satisfactory ISC is established, the CP summarises for the group the names and positions of all ISC members, and explains the next steps:

- The CP will brief the ISC members in more detail on their tasks;
- The ISC will discuss and agree proposed targeting criteria;
- The ISC will present the proposed criteria to the community at the beginning of the afternoon session;
- During the afternoon, the community as a whole will discuss and validate the targeting criteria; and
- Each village will then apply the criteria to select beneficiaries for the programme.

Step 6: Agree targeting criteria

This step describes how to support the ISC to identify the best targeting criteria, and how to manage the process of the validated criteria during a *baraza*.

Next, the CP briefs the ISC about its role to propose targeting criteria that reflect the community's perception of what makes a household in their area vulnerable and in need of assistance. Communities are free to determine which aspects classify a household as being more in need than others, as long as these criteria do not conflict with programme objectives and principles. For example, under the Constitution of Kenya and the Universal Declaration of Human Rights, communities cannot give preference on the basis of ethnicity, religion, gender or age alone. Gender and age may be acceptable, however, only where there is a clear correlation with vulnerability and need. Likewise, they cannot discriminate against households based on ethnicity, religion, gender, age, sexual orientation, marital status, and so forth.

Following the introduction during the morning's *baraza*, the ISC are already aware of how many households can be selected, and targeting criteria should help villages to identify the corresponding number of households that has the greatest need for this support.

Food insecurity will always be the overarching criterion for food assistance programmes. This means that households with a breadwinner in formal employment or otherwise regular income are normally ruled out. But poverty alone is not a good criterion, because in the ASALs the majority of people are poor.

Targeting criteria should be based on what drives food insecurity in the community. It should be descriptive and specific, so that it will be easy to identify the households that meet the criteria. (See some examples of frequently used targeting criteria given in the box under Step 5).

In addition to these targeting criteria, the CP will have a discussion with the ISC about other factors to consider as secondary criteria, such as programme overlap and complementarity. Because needs are high, and resources are limited, except in exceptional cases, households should not benefit from more than one safety net programme.

On the basis of this introduction, the CP then steps aside (but remains on-site to answer any questions or provide guidance), hands over moderation to the ISC chair, and allows the committee to discuss amongst themselves.

About 30 minutes before the planned end of the session, the CP resumes moderation of the meeting, and makes sure that the targeting criteria are systematically listed, each attached with an agreed-upon weight. Where criteria are in conflict with programme principles, the CP requests alternatives from the group. At the end of the session, the CP should have a complete list of all the targeting criteria proposed by the ISC.

The ISC chair then presents this proposed criteria to the community assembly. ISC members explain what they have discussed, how they arrived at the criteria and weighting, and steps to take to prevent programme overlap and ensure complementarity.

The CP then walks the community through each of the proposed criteria, and encourages all persons present to comment or ask questions. This discussion can result in the ISC modifying the criteria or weighting. Community members can also propose additional or alternative criteria, which are then also discussed by the entire community.

Box 1: Preventing programme overlap and promoting complementarity

Relief programmes (GFD/UCT): Any households that are already receiving assistance through the Hunger Safety Net Programme (HSNP) must not be targeted also for GFD/UCT. The community should be asked to weigh the extent of vulnerability for any household receiving the Cash Transfers for Orphans and Vulnerable Children (CT-OVC), the Older Persons Cash Transfer Programme (OPCT), or the Cash Transfer for Persons Living with Severe Disabilities Programme (PWSDCT)—households receiving assistance through these programmes that are extremely vulnerable can be targeted also for GFD/UCT. For example, if a household is receiving under CT-OVC but the transfer they receive under that programme does not bring them even to the level of other households that will be targeted for GFD/UCT then receiving assistance through the two programmes can be justified.

Productive Safety Net programmes (CFA/FFA): Cash and food for assets programmes are intended for households that have able-bodied adults who can work to build assets that will improve the community's resilience to drought. Typically CFA/FFA have included also labour-constrained households (households that do not have an able-bodied adult), because other safety net programmes targeting these households have not had adequate coverage in the ASALs. This is no longer the case. HSNP, CT-OVC, OPCT, and PWSDCT are expanding. Therefore, if a labour-constrained household is already receiving assistance through one of these other programmes, they should not be targeted to participate in CFA/FFA. However, if a household receiving assistance through one of these other programmes does have an able-bodied adult and would prefer to participate in CFA/FFA, they can withdraw from the other programme and participate in CFA/FFA.

Although transfer values and needs met by different programmes are not yet harmonised, given limited resources, programme overlap should in principle be avoided. The CP must inform communities that it is now a government requirement that all households receiving social assistance are registered. The Government has developed a single registry, that shows who is receiving what under which programme, and in 2015 will begin enforcing complementarity between the different programmes.

At the end of the session, there should be one consolidated written list of targeting criteria in prioritised order, starting with the most important, and then in order of decreasing importance. The entire list should be fully understood and agreed on by the entire community.

Once the targeting criteria have been validated, the ISC and the area chief – assisted by the CP – allocate the specific number of beneficiaries that each village can select.

Step 7: Select beneficiaries

This step describes how the initial selection of beneficiaries is done by villages, the review, adjustment, and consolidation of the village lists, and the final validation of the consolidated community list during a public *baraza*.

The CP reminds community members that the selection of households has to be transparent, and sensitive to diversity to ensure that no households are overlooked. It is particularly important to highlight households that have persons living with disabilities (PLWD). The needs of PLWDs who are not well represented at community meetings and are often housebound , should not be overlooked.

The CP should also remind villages that selected beneficiaries will be verified following the targeting exercise, and that if households that do not meet the targeting criteria are found in the list the entire targeting exercise will need to be redone. This will result in needless delays in assistance for the entire community. Finally, the CP should remind the villages that anyone can contact the CP or WFP field staff, or call WFP's hotline, if they are not satisfied with the process or the result of the targeting exercise.

Armed with the targeting criteria, CP guidance, and the village-level breakdown of beneficiary numbers, the community breaks out into individual villages to identify households that will be included in the programme. Each village discussion is facilitated and supported by the ISC member(s) nominated by that village. Additional facilitators can be nominated at this point if necessary.

The main role of the facilitators is to explain the targeting criteria (if more questions come up), and to ensure that overall the beneficiaries selected are representative of the composition of the village population, specifically that no marginalized groups are excluded in the overall considerations.

During the meetings it is helpful to the villages to be periodically reminded of the total number of beneficiaries/households that they are aiming to target. They should start with the absolute neediest, then work their way up until they have reached the maximum. And they should be again reminded not to understate the number of household members because this will compromise the food consumption of large households and the programme's objectives.

Each village should elect a rapporteur (this can be the same person as the facilitator) in charge of writing down the names of the targeted households. The CP actively supports the process by overseeing discussions, and helping with guidance and facilitation where needed.

The facilitator of each village meeting should remind the group to stick to the agreed criteria in their discussions of which households to include. The facilitator should also proactively encourage all village members to participate: ask questions, and speak up if they disagree with any proposals made by others.

With this introduction, village members propose households one-by-one, and explain how each household meets the targeting criteria. For each household proposed, the facilitator should ask the group if they agree before the next household is proposed and discussed. It is important that villages have ample time to deliberate. Before finishing, the rapporteur should read the full list of beneficiaries proposed for the village, and obtain the groups' final consent.

The rapporteur then provides the list of households for each village (including the name of the head of household and the number of household members)to the CP to consolidate into a preliminary list of beneficiaries for the community.

Once the village has arrived at a list that meets the maximum number of beneficiaries that have been allowed, the facilitator stops the process, and reviews the list with the village. Village members can propose adjustments to the list at this stage.

The agreed-upon village lists are then presented to the community assembly. Village by village, the names included on village lists are read out. Any community member can challenge the proposal of any household. The ISC secretary keeps track of households and discussions. The result of this public session is an agreed-upon consolidated master list of all beneficiaries for the targeting area.

During this process, the CP is responsible for ensuring that no obvious inclusion or exclusion errors are being made, and that the maximum numbers of beneficiaries per village and for the entire area are respected.

On the second day of the targeting exercise, the area chief again invites the entire community to come to a public meeting. At this new meeting, the field monitor summarizes the outcome of the targeting processes, and carefully reads out the consolidated list of proposed beneficiaries. The community endorses this list by public consent. The sub-county administrator supervises the proceedings and ensures that all groups have an adequate opportunity to voice their views.

Once the community agrees, the consolidated list of beneficiaries is considered as validated. The CP and the chief thank all community members for participating in and contributing to a transparent targeting process, and the ISC is dissolved.

Once the ISC is dissolved, households that are not targeted (i.e. not on the list) are released from the meeting, and the targeted households are invited to stay in order to elect a relief or project committee (PC/RC). This is so that the most vulnerable households have the freedom to choose committee members.

Step 8: Elect relief/project, and complaints committees

At the local level, relief programmes (GFD/UCT) are managed by relief committees. In case of productive safety net programmes (CFA/FFA), local level management is the responsibility of a project committee.

Both relief and project committees (RC/PC) are elected by the beneficiaries targeted for the programme. Beneficiaries can choose to elect only beneficiaries, or to include additional (non-beneficiary) members of the community.

Beneficiaries also elect a complaints committee to which any community member (beneficiary or not) can direct any complaints or grievances. Beneficiaries can elect beneficiaries or other community members, for this committee too.

Relief committee	Project committee	Complaints committee
• Register beneficiaries (see Step 10) • Represent beneficiaries in communications with programme managers and donors • For GFD: organize and facilitate distributions • For UCT: mobilize beneficiaries for account opening exercises, and support them as they are adjusting to any new technology	• Register beneficiaries (see Step 10) • Represent beneficiaries in communications with programme managers and donors • Facilitate the discussion/decision about which community assets to focus the project on • For FFA: organize and facilitate distributions • Organise workers at the FFA site • Supervise the quantity and quality of work • Report on progress of activities to CP • For CFA: mobilize beneficiaries for account opening exercises, and support them as they are adjusting to any new technology	• Receive complaints from any community member. • Resolve these complaints, or where this is not possible… • Escalate the complaint to the CP or to WFP.

Before the election takes place, the beneficiaries are first familiarised with the terms of reference of the committees, and requirements for representation (gender balance, diversity-sensitive, etc). The CP and the area chief should carefully plan and monitor the election to ensure that the process is respected.

The CP starts the session by explaining the tasks of the various committees, summarized below.

The CP then explains the desired composition of the committees:

- A PC or RC should have between 7 and 17 members. A complaints committee should have at least 3 members.
- Committee members should be persons that have the respect of the community, and known to be honest, open, selfless, and trustworthy.
- Each committee should have a secretary, who is literate.
- Women are traditionally responsible for household management of food, and therefore should be well represented in both the membership and leadership of the committees. Ideally, the chairperson of the PC or RC should be a woman, and at least 50 percent of committee members should be women.
- The PC or RC should reflect the diversity of the community – it should thus include members from all ethnic and religious groups, older persons and persons with disabilities, etc.
- PC or RC members must not hold elective offices (county representative) or positions in the county administration (chief, assistant chief, manager, etc.).
- Committee members must be residing within the community.
- The committee term is for the duration of the foreseen support. Each time retargeting is done, new committees are elected If beneficiaries are dissatisfied

with the work of the committee, they can at any time dissolve and re-elect the committee through a similar process.

- Committee members work on a voluntary basis. There is no remuneration, compensation, or preference in future targeting exercise given to committee members.
- In communities where food assistance has been provided for some time, CPs should encourage communities / targeted households not always to re-elect the same people to the committees. Ideally, from one programme cycle to another at least 30 percent of committee members should change.

Government officials, chiefs, elders as well as civil society and interest groups (such as disabled persons groups, women's groups etc.) should be well informed about the process, and their views should be invited. It is possible, but not encouraged, to elect members in absentia.

The committee membership is elected by all of the assembled beneficiaries. The election is done through nomination of names and voting by show of hands. Once RC/PC members are elected, they should be registered with their names, position in the committee, sex and age (see form in Annex 3). Copies of these forms are kept by the area chief, the CP and WFP.

Step 9: Train relief, project, and complaints committees

Once elected, the CP trains and supports the committees to enable them to perform their tasks in an adequate, transparent and efficient way. For this purpose, the CP provides a number of training sessions. These will in particular focus on the following subjects:

- Roles and responsibilities of the committee;
- Registration procedures to be applied and form to be used;
- Record-keeping required (for example, recording attendance and work-norms completed at CFA/FFA sites, or recording complaints and how they were resolved);
- How to consider vulnerabilities and special needs within their community;
- Awareness on gender and protection, with a focus on Gender Based Violence (GBV) and Sexual Exploitation & Abuse (SEA) – especially in the context of vulnerabilities and possible risks that could potentially result in GBV and SEA;
- Roles and responsibilities of other stakeholders;
- Roles and responsibilities of specific members within a project committee;
- How to facilitate community meetings;
- Management of complaints and feedback at the community level; and
- How to sensitize beneficiaries to WFP's hotline.

Where cash transfers will be the modality of assistance, potential financial service providers (FSP) should be engaged in this training, to explain the basics of the products and instruments to be used (e.g. bankcards and bank agents, or mobile phone SIM cards and mobile money agents), the KYC requirements (national ID or an alternate with a national ID), and the locations where beneficiaries can withdraw their money (specific retail/ agent outlets). FSPs should describe how they will participate in the registration exercise,

what documents the beneficiaries will need to bring, and what training they will receive from the FSP.

Where in-kind food will be the modality of assistance, the following subjects should be included in the training:

- Management of distribution records (maintenance of registration/food collection books, signing of waybills, etc.);
- Procedures of receiving food and other commodities at the designated project sites including filling in the relevant documents such as waybills;
- Offloading of food, safe storage until distribution, ensuring site security;
- Crowd control and protection of vulnerable beneficiaries (elderly, chronically ill, pregnant women, young children, etc.) during distributions; and
- Procedures for dealing with absentees and handling of leftover food.

Project committees will have subsequent training on identification and prioritisation of household and community assets, technical standards, requirements etc. This is covered in the FFA manual.

Step 10: Register and verify beneficiaries

The PC or RC carries out the registration of beneficiary households as soon as possible after the selection has been finalised, capturing the information included in the example in Annex 4.

PC or RC members can go around and visit selected households or ask selected households to come at a predetermined time to a central location, as is most convenient and adequate in the specific context of the community. A central place could be the local place for *barazas*, or a water point in pastoral communities. Where the committee asks selected households to come to a central point, it should ensure that it invites households to show up in batches so that waiting times are reduced to a minimum. As WFP shifts towards electronic registration, this will increasingly determine the registration site.

Since women are traditionally responsible for food management at the household level, for each beneficiary household a woman should be registered as the head of household. In exceptional cases, e.g. widowers or orphans, also male heads of household can be registered. In a polygamous household, each wife will be registered separately, and the husband will be registered together with one of the wives. PC

Steps 3 – 9 should be completed within two days. Day 1 includes an introduction to the programme and the targeting exercise, the formation of an interim selection committee, the setting of draft targeting criteria, the sensitisation of the community, the agreement on targeting criteria, and the actual selection of beneficiaries (steps 3 – most of 7). On day 2, the consolidated list of beneficiaries is validated, and the project or relief committee is elected and trained (steps 7 – 9). Ideally, this should be two consecutive days to minimise travel time and costs for community members and cooperating partners alike. However, this depends largely on the ability of the community to actually spend two days in a row in meetings. A generic programme for household targeting at community level is attached as Annex 2.

or RC members should explain carefully and in an appropriate way to all targeted households that registering a man under his wife is not intended in any way demean him or erode his leadership role as the head of a family. Rather, because women are responsible for managing (buying, preparing, serving) food in the households, WFP puts food assistance in the hands of women.

During registration, the names, sex and age of all household members are recorded. The registration form can change from time to time.

Once registration is completed, WFP selects a 10 percent sample of targeted beneficiaries for verification.

They should also investigate in cases where doubts have been raised concerning the eligibility of households.[6] If less than 10 percent of targeted households appear doubtful, the CP gives the OK for the area chief to sign the verified list of beneficiaries as final. If however more than 10 percent of the selected households seem not to meet the established criteria, the targeting exercise is considered null and void, and the entire exercise must be repeated before the community can receive assistance.

PART III: MONITORING THE PROCESS

WFP is not in charge of implementing the targeting exercise: this is the task of communities, guided by the CP. WFP monitors the process, to ensure that the CP carries out this task in a professional and standardized way, in accordance with these guidelines. This means that the WFP monitor maintains an objective distance from the CP, but can also intervene to provide any clarifications where necessary. WFP has developed checklists that will be used in the monitoring process. Areas which the CP should report on are listed in the Reporting section below. It is important that the different roles of CP and WFP monitor are made clear to communities, not least with a view for them being able to assess to which party they can best direct any potential complaint.

Soliciting feedback and complaints

The targeting process is an important time at which to sensitize communities on their rights: they have a right to know what assistance they will receive (i.e. specific ration or cash transfer value), they have a right to know when they will receive the assistance (at the end of each month? mid-month?), and they have a right to ask for more information about the programme, give feedback on how it could be improved, lodge complaints, and report potential wrongdoing.

It is WFP's responsibility to ensure that CPs communicate timely and accurate programme information to communities, and encourage community members to speak up about the assistance they are receiving. Feedback and complaints can be made immediately during the public meetings; to any member of the ISC or the RC/PC; to the complaints committee; to the CP; to WFP; or by calling WFP's hotline (phone number 0707 722 466). Any recipient of a complaint will listen to a complaint with an open mind, and seek to find a satisfactory solution within the established processes and criteria. Furthermore, any recipient of a complaint will establish a record of the complaint, including how the issue was resolved or to whom it was referred.

With each new targeting exercise, WFP re-sensitizes communities to the hotline, using radio announcements, posters, leaflets, and announcements during *barazas*. Guidance on sensitization for the hotline is available in WFP's CFM standard operating procedures.

[6] *e.g. through direct contacts to the CP or WFP field monitor, or through calls to the hotline (see the subsequent section).*

Reporting and learning

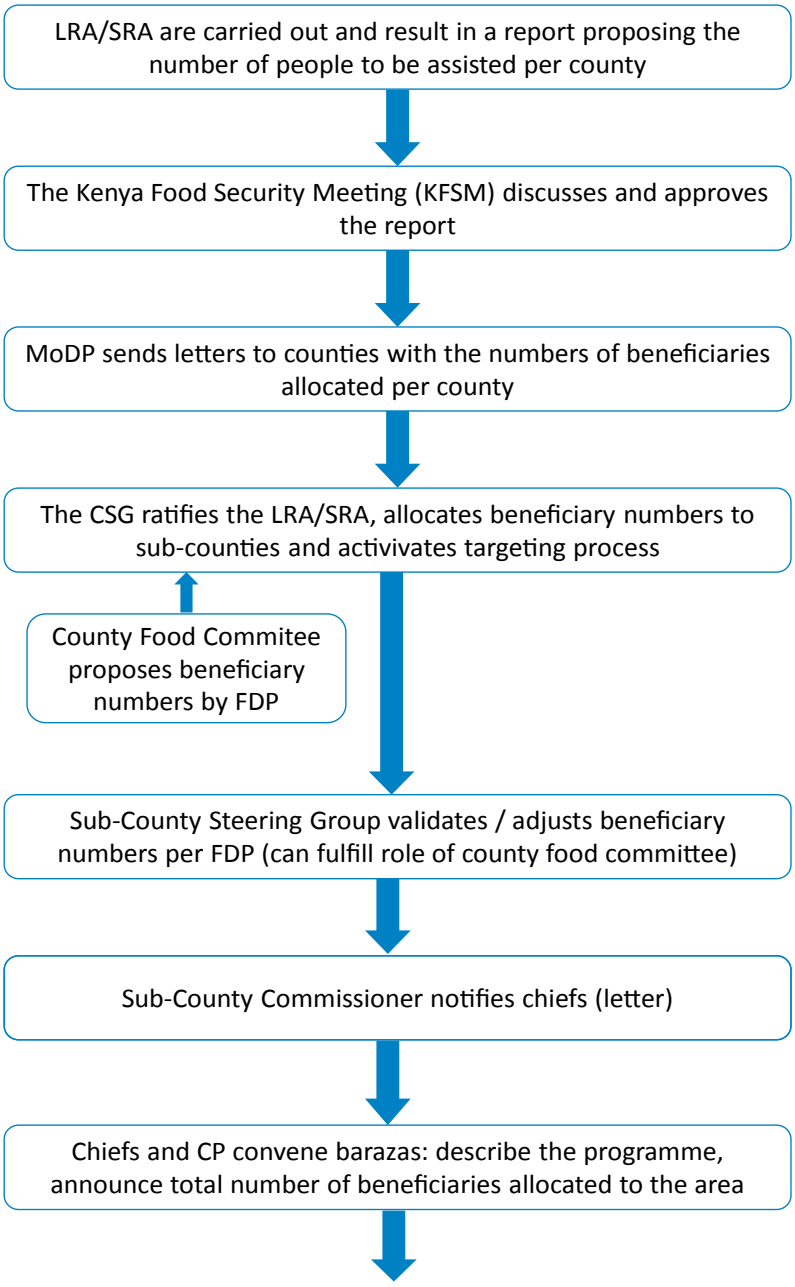
Following targeting, after the exercise is complete, after-action meetings facilitated by WFP and the Government are held at county level and consolidated at the national level. Progress reports are WFP's main method of monitoring project activities and are generated by the CP on a monthly basis. The progress report documents all activities pertaining to targeting, distributions and output level monitoring results.

The progress report is consolidated for the whole county, but should include annexes that are FDP specific.

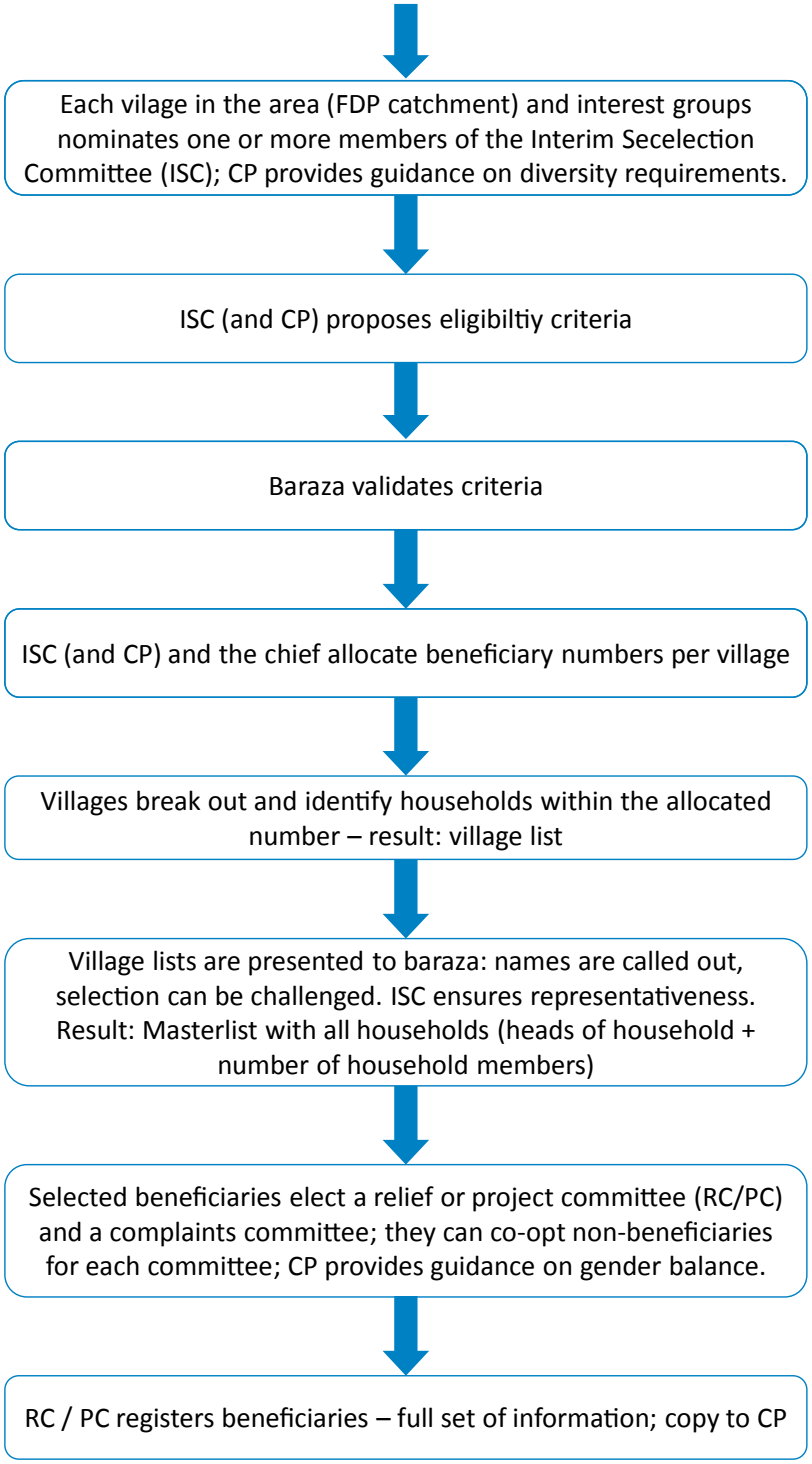
The targeting section of the Progress Report should cover:

1. Preparatory measures taken before the targeting exercise (how households were informed, how the community was sensitised and mobilised for targeting).
2. The CP should explain to WFP the information that has passed from the county level (where geographical targeting takes place) to the community level (where CBT takes place).
3. How stakeholders (local leadership including government structures, faith-based leadership) were engaged.
4. How the CP ensured a no-bias approach to representation on the interim selection committee (for example, proportionate representation of gender).
5. How the criteria for targeting selection was decided upon and the measures taken to ensure accurate reporting of household size.
6. State the explanations given to less vulnerable groups/persons that did not meet the criteria or due to resource constraints could not practically be reached.
7. How representative relief committees were selected.
8. How complaints and feedback was handled and resolved.

Annex 1: Flow-chart from rains assessment to beneficiary registration



Annex 1: Flow-chart from rains assessment to beneficiary registration
(continued)



Annex 2: Generic programme for household selection and registration

Day 1	Session (Duration)	Purpose	Remarks
Morning session	Introduction (1 hour)	• Introduce the planned operation and the purpose of the meeting • Introduce the agenda for the meeting • Address any general concerns	Public
	Formation of the Interim Selection Committee (½ - 1 hour)	• Set up a committee with respected and trusted members representing the entire community	Public
	Drafting targeting criteria (2- 2½ hours)	• Discuss and agree on the criteria most clearly determining the need of a household for support	ISC meeting
Afternoon session	Discussion and agreement on targeting criteria (1 hour)	• Understanding and agreement of the whole community on criteria – buy-in and ownership	Public
	Village level selection of beneficiary households (1 - 2 hours)	• Agreed-upon first output of the targeting exercise; avoidance of subsequent conflicts	Village break-out meeting
	Consolidation of Master list of proposed beneficiaries (1 - 2 hours)	• Weed out overlaps, double-benefits and obvious inclusion errors	Public, assisted by CP
Day 2	**Session (Duration)**	**Purpose**	**Remarks**
Morning session	Validation of consolidated list of beneficiaries (2 -3 hours)	• Community consensus on the consolidated list – understanding and buy-in	Public
	Establishment of the project, relief and complaints committee (1 hour)	• Set up a committee with respected and trusted members representing the entire community with which programme management can communicate and work	Targeted households
Afternoon session	Training of the project committee (2 – 3 hours)	• Ensure that the PC can work effectively	PC and CP field monitor, relevant technical ministries and FSP

Annex 3: Registration form for relief or project committee members

Relief / Project Committee Member Registration Form

Name	First name(s)	Position in committee (chair, secretary, member)	Gender		Age (years)
			Female	Male	

Annex 4: Beneficiary information to be captured during registration

Food Assistance Beneficiary Household Registration **Date:**

County Name: Sub-county Name: FDP name:

County Number: Sub-county Number: FDP number:

Household number*	Sex of Head of household	Name of Head of household		ID number**	Female			Male			Pregnant and lactating mothers	Total in Household
		First name	Family Name		Under 5 years	5-18 years	Over 18 years	Under 5 years	5-18 years	Over 18 years		
		Lucy	Mwangi	123456			X				X	
		Juma		568498					X			
		Daniel						X				
		Alice			X							
		John						X				
		Esther	Ogulla	7891011			X					
		Maina				X						
		Mary							X			

* In this column, household numbers are entered in ascending order, starting with 001. The full household number for WFP's registration system will consist of the following string: County number / sub-county number/ ward number / household number Pregnant.
ID number is recommended, but a lack of ID does not disqualify from receiving food or cash support

Signature PC/RC members:

Annex 5: Community based targeting verification tool

(Household tool to be administered to a total of --Households)

Basic Details			
County	Sub county	Ward	Name of FDP
Date of verification (mm / dd / yy)		Name of Cooperating partner	
Name of Interviewer			

1.0	Community Mobilization: Notification to the community leaders to be verified through the Chief or community leaders			Comments (If answer is NO, provide a brief explanation)
1.1	Were you notified by your community leaders about the targeting exercise?	Yes	No	
1.3	Was a targeting public meeting held	Yes	No	
1.2	Were all villages represented?	Yes	No	
1.3	Which leaders were present during the public meeting	a. WFP representative b. CP monitor c. Sub county administrator d. Area Chief		
1.4	Was the programme and the purpose of the meeting clearly explained to all community members present?	Yes	No	
1.5	Were the steps of the targeting exercise clearly explained	Yes	No	
1.6	Was the community informed about the hotline	Yes	No	
1.7	Were hotline materials displayed	Yes	No	

2.0	Targeting Criteria and Formation of Interim Committee			Comments (If answer is NO, provide a brief explanation)
2.1	Was the process of setting the targeting criteria explained clearly	Yes	No	
2.2	Was the role of Interim Selection Committee (ISC) members in identifying targeting criteria explained clearly	Yes	No	
2.3	Was the selection of ISC done by the community	Yes	No	
2.4	Is the ISC representative	Yes	No	
2.5	Was the targeting criteria proposed by ISC	Yes	No	
2.6	Was the targeting criteria proposed by ISC validated by the community	Yes	No	
2.7	Was the agreed on criteria used for selection of beneficiaries?	Yes	No	

3.0	Election of Relief/Project and or complaints committees			Comments (If answer is NO, provide a brief explanation)
3.1	Were the selected beneficiaries familiarized with the TOR for the committees and required representation?	Yes	No	
3.2	Was the election planned and monitored by the CP and area chief	Yes	No	
3.3	Was the committee membership determined by beneficiaries?	Yes	No	
3.4	Are all committee members' beneficiaries?	Yes	No	
3.5	If no, Give reasons why they were elected			

4.0	Registration and verification of beneficiaries			Comments (If answer is NO, provide a brief explanation)
4.1	Does the household meet the selection criteria?	Yes	No	

Annex 6: Community based targeting verification tool

(Community leaders and relief, project & complaint commitees tool)

Basic Details			
County	Sub county	Ward	Name of FDP
Date of verification (mm / dd / yy)		Name of Cooperating partner	
Name of Interviewer			

1.0	Community Mobilization: Notification to the community leaders to be verified through the Chief or community leaders			Comments (If answer is NO, provide a brief explanation)
1.1	Were you notified by your community leaders about the targeting exercise?	Yes	No	
1.3	Was a targeting public meeting held	Yes	No	
1.2	Were all villages represented?	Yes	No	
1.3	Which leaders were present during the public meeting	a. WFP representative b. CP monitor c. Sub county administrator d. Area Chief		
1.4	Was the programme and the purpose of the meeting clearly explained to all community members present?	Yes	No	
1.5	Were the steps of the targeting exercise clearly explained	Yes	No	
1.6	Was the community informed about the hotline	Yes	No	
1.7	Were hotline materials displayed	Yes	No	

2.0	Targeting Criteria and Formation of Interim Committee			Comments (If answer is NO, provide a brief explanation)
2.1	Was the process of setting the targeting criteria explained clearly	Yes	No	
2.2	Was the role of Interim Selection Committee (ISC) members in identifying targeting criteria explained clearly	Yes	No	
2.3	Was the selection of ISC done by the community	Yes	No	
2.4	Is the ISC representative	Yes	No	
2.5	Was the targeting criteria proposed by ISC	Yes	No	
2.6	Was the targeting criteria proposed by ISC validated by the community	Yes	No	
2.7	Was the agreed on criteria used for selection of beneficiaries?	Yes	No	

3.0	Election of Relief/Project and or complaints committees			Comments (If answer is NO, provide a brief explanation)
3.1	Were the selected beneficiaries familiarized with the TOR for the committees and required representation?	Yes	No	
3.2	Was the election planned and monitored by the CP and area chief	Yes	No	
3.3	Was the committee membership determined by beneficiaries?	Yes	No	
3.4	Are all committee members' beneficiaries?	Yes	No	
3.5	If no, Give reasons why they were elected			

4.0	Registration and verification of beneficiaries			Comments (If answer is NO, provide a brief explanation)
4.1	Does the household meet the selection criteria?	Yes	No	

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