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PROTRACTED RELIEF AND RECOVERY OPERATIONS— KENYA 10258.2

Food Assistance to Somali and Sudanese Refugees

Number of beneficiaries	337,000
Duration of project	24 months (1 October 2007-30 September 2009)
WFP food tonnage	148,500 mt
Cost (United States dollars)	
WFP food cost	50.7 million
Total cost to WFP	108.2 million

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

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

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EXECUTIVE SUMMARY

The majority of refugees in Kenya have been living in Dadaab and Kakuma refugee camps since 1991. The camps are in remote, arid regions with limited agricultural potential. The Government's encampment policy prohibits refugees from engaging in economic activities outside the camps, so they depend on assistance for their survival. It is expected that throughout this project they will continue to rely on a full general food ration.

The operation has been designed on the basis of recommendations of the 2006 joint assessment mission and the 2005 nutrition mission by the Office of the United Nations High Commissioner for refugees and WFP, which recommended that WFP provide culturally acceptable milled cereals and address with its partners the unacceptably high level of global acute malnutrition, which exceeds the World Health Organization's 15 percent emergency threshold.

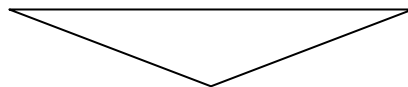
The objectives of the proposed operation expansion are in line with Strategic Objectives 1-4 and Millennium Development Goals 1, 2, 4, 5, 6 and 7. Under the relief component, refugees will receive food rations fortnightly for general distribution. Food-for-assets activities will enable food-insecure households in the host communities to build community assets that provide access to water, food and markets, thereby decreasing tensions with the refugees.

WFP will continue to support supplementary and therapeutic programmes for malnourished children under 5 and for pregnant and lactating women and other vulnerable refugees.

To address the gender gap in schools, WFP will introduce a take-home ration of sugar for girls attending 80 percent of school each month; dried skim milk will be introduced to improve the nutritional value of the corn soya porridge provided to schoolchildren.

For most of the refugees living in Kenya, hopes for a permanent solution lie in political stabilization and economic development in countries of origin, which would facilitate repatriation. The ongoing voluntary repatriation of Sudanese refugees living in Kakuma is likely to result in 20,000 returns in the next two years. However, because of insecurity in neighbouring Somalia a sustained influx of new asylum seekers to Dadaab is expected; repatriation to Somalia is not expected at this time. In the absence of a political solution in Somalia, and given that few third countries are offering resettlement, WFP remains committed to assisting the refugee population in Kenya.

DRAFT DECISION*



The Board approves the proposed Kenya PRRO 10258.2 “Food Assistance to Somali and Sudanese Refugees” (WFP/EB.A/2007/9-B/4).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document (document WFP/EB.A/2007/15) issued at the end of the session.



SITUATION ANALYSIS AND SCENARIO

Context

1. Kenya is ranked a low-human-development country by the United Nations Development Programme (UNDP): average life expectancy is 47.5 years, adult literacy is 73.6 percent and gross domestic product (GDP) per capita is US\$481.¹ Yet Kenya is host to a large number of refugees: civil unrest in bordering countries has led to recurrent influxes – by December 2006, 260,000 refugees were residing in Kenyan camps following an influx from Somalia during the second half of the year.
2. Hopes of stabilization in Somalia following the establishment of the Transitional Federal Government in August 2004 have not yet materialized. In December 2006, the Transitional Federal Government and the Union of Islamic Courts fought for control of the country after a six-month stand-off. Droughts and flash floods severely affected the country in 2006. Large-scale repatriation is not foreseen in the near future and a continued influx of asylum seekers into Kenya is likely as a result of the recent deteriorating security situation in Somalia. Few countries offer resettlement to refugees, so other durable solutions are not foreseen.
3. A comprehensive peace agreement between the Government of Sudan and the Sudanese People's Liberation Movement (SPLM) in January 2005 ended two decades of war. Voluntary repatriation of Sudanese refugees by the Office of the United Nations High Commissioner for Refugees (UNHCR) began in December 2005, but the process has been slower than expected; lack of food, schools and health centres in southern Sudan is a major impediment. By the end of 2006, only 1,940 refugees had been repatriated out of the initial target of 10,000. Despite efforts by UNHCR to reduce the pull factor to Kakuma from South Sudan,² 4,200 new arrivals from South Sudan were received in the camp during the same period; the influx continued in early 2007. UNHCR aims to facilitate voluntary repatriation for 10,000 of the 86,000 refugees to the Sudan in 2007, with a similar number of spontaneous and assisted self-repatriated returns expected during the year. It is expected that similar numbers will return in 2008 and 2009, assuming adequate donor support for the exercise and for the development of infrastructure in the Sudan.
4. Turkana and Garissa districts, which host the refugee camps, are amongst Kenya's poorest. In Turkana, which borders the Sudan and hosts the Kakuma refugee camp, 59 percent of people do not have access to safe drinking water³ and 75 percent do not have access to basic health facilities.⁴ The global acute malnutrition (GAM) rate among children under 5 is 21 percent.⁵ The Dadaab camps are in the Garissa district bordering Somalia where 33 percent of people do not have access to safe drinking water and 87 percent do not

¹ United Nations Development Programme (UNDP) Human Development Report 2006; Kenya's Human Development Index (HDI) value is 0.491.

² In 2006, UNHCR closed the Lokichogio transit centre, the Kakuma teachers' college and several primary schools. New arrivals from Sudan were given only communal housing and were not allowed to register for school. Additional restrictions/closures are taking place in 2007.

³ UNDP. 2005. *Fourth Kenya Human Development Report*. Nairobi. The national average is 40 percent.

⁴ Ibid. The national average is 59 percent.

⁵ Multi-agency nutrition survey. 2006. OXFAM, Christian Children's Fund, World Vision.



have access to basic health facilities; 19 percent of children under 5 are underweight⁶ and GAM rates exceed the WHO emergency threshold.

5. Garissa and Turkana were affected by the 2006 drought and subsequent floods and have been targeted for priority assistance by the Kenya emergency operation (EMOP).
6. In December 2006, 90,000 refugees were living in Kakuma and 170,000 in Dadaab; 65 percent are Somali; the rest are mainly Sudanese.⁷ In Kakuma, 41 percent of the refugees are women;⁸ in Dadaab the figure is 49 percent. Despite an increase in school enrolment as a result of a mid-morning porridge, there is a significant gender gap in camp schools as a result of cultural practices.⁹

The Food Security and Nutrition Situation

7. Opportunities for the refugees to develop self-reliance remain negligible. Access to economic activities is limited by government policy preventing refugees from engaging in agricultural or economic activities outside the camps. A few refugees have access to income-generating activities in the camps, but these projects generate little income.
8. In 2006, GAM was 15.9 percent in Kakuma¹⁰ and 22.2 percent in Dadaab.¹¹ These figures are lower than in 2005¹² but above WHO's emergency threshold of 15 percent even though WFP met an average of 94 percent of the refugees' required kcal since 2003 through fortnightly distributions.
9. Anaemia among pregnant and lactating women continues to be above the World Health Organization (WHO) benchmark of 40 percent; levels can be greater than 70 percent;¹³ this affects birthweight and increases the risk of maternal mortality. Anaemia is also a major problem among children: prevalence in 2005 was 86.2 percent, falling to 78 percent in 2006. Despite efforts by United Nations agencies and non-governmental organizations (NGOs), the Government has not approved the use of double-fortified salt in the refugee camps.

Recent Assessments

10. The 2006 UNHCR/WFP joint assessment mission (JAM) and the 2005 joint UNHCR/WFP nutrition mission noted that food is the primary source of income for refugees who do not receive adequate assistance; the situation was exacerbated by a 20 percent budget cut by UNHCR in 2006. Both assessments concluded that poor nutritional status in the camps resulted from sales of food aid to buy non-food items or for

⁶ UNDP. 2005. *Fourth Kenya Human Development Report*.

⁷ UNHCR, 2006.

⁸ This gender imbalance exists because more young Sudanese men in previous years came alone to the camp in search of education and to escape possible military conscription.

⁹ The gross enrolment rate in WFP-assisted primary camp schools is 123 percent for boys and 64 percent for girls. Over-enrolment of boys occurs because many older boys enrol in primary schools, having missed primary schooling in their home countries.

¹⁰ International Rescue Committee (IRC). 2006. Nutrition Survey, Kakuma.

¹¹ German Technical Agency for Cooperation (GTZ). 2006. Nutrition Survey, Dadaab.

¹² 19.6 percent in Kakuma (IRC, 2005) and 26.3 percent in Dadaab (GTZ, 2005).

¹³ IRC and GTZ nutrition surveys 2006.



milling, high morbidity, including malaria, poor infant feeding practices and low coverage of supplementary and therapeutic feeding programmes.

11. The JAM recommended that WFP provide culturally acceptable milled cereals instead of wholegrain cereals and that UNHCR seek a funding solution to provide complementary foods and non-food items such as firewood.¹⁴ To address the low coverage of supplementary and therapeutic feeding programmes, the JAM recommended that WFP provide food for caretakers in therapeutic feeding centres and hospitals and that corn-soya blend (CSB) with 10 percent sugar be provided through the selective feeding programme, with additional education on its nutritional value. UNHCR-funded health NGOs should increase their community outreach programmes and explore a community-based therapeutic approach.¹⁵

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

12. Government coordination in Kenya has been moved from the Ministry of Home Affairs and National Heritage to the Ministry of Immigration and Registration of Persons, which liaises with the Office of the President and the Ministry of Internal Security on policy and security. A new refugee bill is awaiting enactment by the ministry: it is expected to contribute to increased participation by the Government in refugee affairs but it is not expected to reverse the strict encampment policy that prohibits refugees from engaging in agricultural or economic activities outside camps.

Policies, Capacities and Actions of Other Major Actors

13. WFP's main partner in the refugee operation is UNHCR, whose primary responsibility is the registration and protection of refugees. Following a 20 percent global budget cut in 2006, UNHCR's capacity has been hampered by a reduction in services and non-food items.¹⁶ Lutheran World Federation (LWF) and the Cooperative for Assistance and Relief Everywhere (CARE) are WFP's main operational partners responsible for the distribution of food at final distribution points (FDPs). GTZ and IRC are responsible for health services and distribution of WFP food for the selective feeding programmes. At the end of 2006, there were few NGOs operating in the camps, particularly Dadaab; the United Nations Children's Fund (UNICEF) joined the operation following the influx from Somalia.

Coordination

14. In Nairobi, monthly food coordination meetings are attended by WFP, UNHCR, cooperating partners and donors. WFP, UNHCR and UNICEF are addressing the poor provision of non-food items, services and complementary foods through joint proposals and donor appeals. In the camps, WFP, UNHCR, partners and refugee representatives

¹⁴ The lack of firewood is a serious protection issue: women refugees collecting firewood outside the camps are sometimes raped.

¹⁵ A pilot community-based therapeutic approach (CBTA) was launched in Dadaab in February 2007 by the United Nations Children's Fund (UNICEF), Action Against Hunger and GTZ.

¹⁶ Of the US\$56 million required by UNHCR Kenya for 2006, only US\$22.5 million was allocated.



share information on the food supply and rationing and address other issues in pre- and post-distribution meetings and monthly food coordination meetings.

OBJECTIVES OF WFP ASSISTANCE

15. The objectives of WFP's assistance to the refugees in Kenya are to:
- maintain the minimum nutritional requirements of the refugees through a general distribution (Strategic Objective 1);
 - improve household food security through creation of community assets for the host community (Strategic Objective 2);
 - reduce the level of malnutrition among refugee children under 5, pregnant and lactating women and patients with HIV/AIDS and tuberculosis (TB) through selective feeding programmes (SFPs) (Strategic Objective 3); and
 - increase enrolment and attendance rates and reduce the gender disparity in camp schools (Strategic Objective 4).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food – Security-Related Assistance to Date

16. Refugees in camps have been supported by WFP since 1991; by September 2007 WFP will have provided 815,000 mt of food valued at US\$412 million.
17. During the current phase, WFP distributed food to 260,000 refugees through general distributions, of which 12,000 of the planned 14,000 received additional support through the selective feeding programmes; 53,000 refugee children of the 60,000 planned received school meals. The food-for-assets (FFA) project in Kakuma benefited 20,000 people in the host community of an initial target of 26,000. During the current phase, GAM in both camps improved but they remain above the WHO emergency threshold of 15 percent – 15.9 percent in Kakuma and 22.2 percent in Dadaab.
18. Over the past two years there have been limited pipeline breaks; WFP twice introduced ration reductions for eight weeks because of resource shortfalls. During the floods in late 2006, which rendered roads impassable, WFP avoided a full pipeline break by using airdrops to Dadaab. US\$7.5 million in advances from WFP's Immediate Response Account (IRA) helped to supply food during the current phase.¹⁷
19. The WFP/UNHCR JAM in September 2006 confirmed earlier findings that 90 percent of refugees relied on external assistance.¹⁸ WFP food is primarily consumed by refugees, but it is sometimes exchanged for non-food items and for fresh more culturally acceptable foods that have not been provided. These sales deplete the amount of food available to families and lead to food gaps between distributions. The JAM found that the low coverage of TFP was partly a result of lack of food for the caregivers.

¹⁷ The project has had difficulty in revolving these funds, leaving a resource shortfall of US\$6.2 million as of January 2007.

¹⁸ Joint food assessment missions (JFAMs) in 1996, 1997, 1999 and 2002; the 1999 joint UNHCR/WFP evaluation; and the joint food consumption survey (JFCS) in January 2004.



STRATEGY OUTLINE

20. In this project, food will be provided through fortnightly distributions, SFPs and TFPs and school feeding to address high levels of malnutrition. The host population will be targeted through FFA to increase self-reliance. However, there is no opportunity for establishing self-reliance/recovery for the refugees who remain encamped under government policy, except for those being repatriated to southern Sudan. As the Refugee Bill is not expected to have any impact on the Government's encampment policy, the protracted relief and recovery operation (PRRO) will focus primarily on relief.

Activity 1: General Food Distribution

21. A full food basket will be given to 307,000 refugees through fortnightly distributions. The planning figure is based on trends in both camps, including birth and mortality rates, taking into consideration UNHCR's planned assisted repatriation of 20,000 Sudanese from Kakuma over two years and assumes a smaller influx of 7,000 from neighbouring countries during the same period. Given the continued uncertainty in Somalia, 60,000 refugees are expected by mid-2007; two additional camps will be needed. A 10 percent contingency is built into the project, which would enable WFP to respond to any sudden influx while preparing a budget revision. In line with the memorandum of understanding (MOU) with UNHCR, revalidation exercises through biometric fingerprinting will be carried out by the end of 2007 to give accurate population figures.

Activity 2: Supplementary and Therapeutic Feeding Programmes

22. SFP targets 17,000 beneficiaries, of whom 13,000 are pregnant and lactating women. The programme will benefit moderately malnourished children under 5 of 70–80 percent of median weight-for-height. Women will be targeted from six months of pregnancy and during the first six months of nursing. The TFP will target 1,500 children with less than 70 percent of the median weight-for-height. In line with the 2006 JAM recommendations, sweetened CSB will be provided in SFP; caregivers of TFP patients will receive meals to encourage patients to complete the 26-day treatment. For each child admitted for the first time in TFP, WFP will provide mosquito nets to prevent readmission: malaria is a major cause of child malnutrition. WFP will also assist 2,000 individuals with HIV/AIDS and TB.

Activity 3: School Feeding Programmes

23. There are 72,000 school-aged children in the camps, but only 53,000 regularly attend class. WFP expects to reach 66,000 during the next two years if additional incentives are provided. There has been improvement in enrolment of girls in WFP-assisted schools, but a substantial gender gap remains. WFP plans a sensitization campaign to address this: in line with JAM recommendations, it will introduce a take-home ration of sugar for 25,000 girls who attend 80 percent of classes. To prevent girls in grades 6–8 from dropping out, WFP will provide incentives such as mosquito nets, basins and calculators at the end of each school year, benefiting 4,500 girls at a cost of US\$240,000 of other direct operational costs (ODOC).¹⁹

¹⁹ Other essential items such as soap and sanitary towels have previously been provided by UNHCR.



Activity 4: Multi-Storey Gardens for the most Vulnerable Refugees

24. To address micronutrient deficiencies in refugees' diets, WFP and UNHCR and its partners²⁰ will support the creation of multi-storey gardens (MSGs) for vulnerable households headed by women, disabled people and people living with HIV and TB; 30,000 refugees will be targeted, enabling production of fresh vegetables on a small scale.

Activity 5: Food for Assets in the Host Community

25. Asset-creation in the host communities will remain a component of the PRRO, providing temporary employment for 5,000 non-disabled people and decreasing tensions between refugees, who are assisted, and the vulnerable local community. Each worker participating in FFA will receive a family food ration for six people, benefiting 30,000 people in the host community. The activities will focus on water harvesting and construction of agricultural contour bands.
26. These activities will be implemented in line with WFP's Enhanced Commitments to Women (ECW) 2003–2007. The PRRO will encourage women refugees to collect the ration as a means of promoting management of food by women and will aim to:
- meet the nutritional awareness and requirements of pregnant and lactating refugee women through SFP;
 - reduce the gender disparity and encourage refugee girls to enrol and attend school;
 - ensure that refugee women are equally involved in food-distribution committees; and
 - ensure that women in host communities benefit equally from FFA activities.
27. Policies on protection issues will continue to be enhanced, including WFP support for awareness campaigns on the prevention of sexual exploitation and abuse and HIV/AIDS.

EXIT STRATEGY

28. With the risk of continued insecurity in neighbouring Somalia, Somali refugees are not expected to return in the near future. There are limited opportunities for resettlement in third countries, and the Government does not plan to reverse its encampment policy.
29. With continued improvements in security in southern Sudan and adequate resources, UNHCR could repatriate 20,000 Sudanese over the next two years; other refugees may return spontaneously. WFP Kenya will continue to provide a 15-day transit ration for assisted returns.²¹
30. In the camps, WFP will continue to support recovery activities such as primary education and skills development to prepare refugees for eventual return and reintegration.

²⁰ WFP provides empty containers, seeds and fertilizer; partners mobilize communities and carry out training.

²¹ WFP Sudan provides a three-month ration for returning refugees and internally displaced people (IDPs).



BENEFICIARIES AND TARGETING

31. An influx of refugees is expected from Somalia, but there is likely to be further repatriation to South Sudan. A budget revision will be made to reflect this.
32. 30,000 Kenyans in the host community will be targeted through the asset-creation programme.

TABLE 1. PROJECTED BENEFICIARY ESTIMATES²²

Year	Planning figures: Kakuma			Planning figures: Dadaab			Total		
	Women	Men	Total	Women	Men	Total	Women	Men	Total
Registered refugees									
2007–2008	29 000	41 000	70 000	110 000	116 000	226 000	139 000	157 000	296 000
2008–2009	23 000	34 000	57 000	122 000	128 000	250 000	145 000	162 000	307 000
SFP	2 600	400	3 000	12 400	1 600	14 000	15 000	2 000	17 000
TFP	60	140	200	652	648	1 300	712	788	1 500
TFP caregivers' ration	200	0	200	1 300	0	1 300	1 500	0	1 500
Hospital feeding	200	200	400	750	850	1 600	950	1 050	2 000
School feeding ²³	2 300	7 000	9 300	22 700	34 000	56 700	25 000	41 000	66 000
MSGs	4 100	5 900	10 000	9 800	10 200	20 000	13 900	16 100	30 000
FFA for host community*	8 500	3 500	12 000	11 000	7 000	18 000	19 500	10 500	30 000

* 30,000 Kenyans will be targeted in addition to the projected total number of refugee beneficiaries, bringing the total to 337,000 beneficiaries.

NUTRITIONAL CONSIDERATIONS AND RATIOS

33. Daily food rations are detailed in Table 2.

²² January 2007.

²³ The low level of children targeted in school feeding in Kakuma is a reflection of UNHCR's policy to scale down the education sector in view of ongoing voluntary repatriation.



TABLE 2. DAILY FOOD RATION IN GRAMS/PERSON/DAY

Food	GFD	SFP	TFP	TFP caregivers	Hospital feeding	School feeding	School feeding take-home ration*	FFA for host Pop**
Flour	420			420	420			3 000
Pulses	60			60	60			500
Vegetable oil	25	25	70	25	25			500
CSB	55		100	55	100	70		
Iodized salt	5			5	5			
Sugar-enriched CSB		270						
Sugar			50***		20		20	
Dried plain milk						10		
Complementary food****	50							
DSM****		20						
Therapeutic milk****			300					

* Equivalent to a take-home ration of 500 g per girl student attending at least 80 percent of classes per month.

**Family ration for six people for 12 days per month worked.

*** Given the severe malnutrition in the camps, it is advisable to provide 50 g sugar.

**** To be provided by UNHCR as recommended in the 2006 JAM and in line with the WFP/UNHCR MOU.

TABLE 3. TONNAGE REQUIRED (mt)

Food	General ration	SFP	TFP	TFP caregivers	Hosp. feed.	School feeding	Girls' take-home rations	FFA	Subt.	Conting.	Total*
Wheat flour	92 329	0	0	459	612	0	0	2 248	95 648	9 691	105 339
Vegetable oil	5 496	310	77	27	36	0	0	375	6 321	640	6 961
Pulses	13 190	0	0	66	87	0	0	375	13 718	1 390	15 107
CSB	12 091	0	109	60	146	1 661	0	0	14 067	1 425	15 493
CSB enriched with sugar	0	3 347	0	0	0	0	0	0	3 347	339	3 686
Dried plain milk	0	0	0	0	0	237	0	0	237	24	261
Iodized salt	1 099	0	0	5	7	0	0	0	1 111	113	1 225
Sugar	0	0	55	0	29	0	180	0	264	27	290
High-energy Biscuits	0	0	0	0	0	0	0	0	0	138	138
Total	124 205	3 657	241	617	917	1 898	180	2 998	134 713	13 787	148 500
Percentage	92.2	2.7	0.2	0.5	0.7	1.4	0.1	2.2	100.0		

*Totals are rounded up



34. WFP's general food assistance of 565 g/person/day is the refugees' main source of food. The daily ration will provide 2,100 kcal/person/day and 64 g of protein. As recommended by the 2006 JAM, WFP will aim to provide vitamin-enriched wheat flour and other milled cereals.²⁴ Given the critical nutrition situation in the camps, the daily ration of blended food has been increased to 55 g/person/day to ensure one daily serving of porridge for each refugee.²⁵
35. WFP school feeding will provide porridge of 70 g of blended food and 10 g of dried milk for each student attending class, providing 298 kcal and 15.7 g of protein. Regularly attending girls will receive a monthly take-home ration of 0.5 kg of sugar as an incentive.
36. SFPs and TFPs will continue to address the nutritional requirements of young children and pregnant and lactating women. The SFP take-home ration provides 1,250 kcal and 45 g of protein per beneficiary per day; the hospital TFP ration provides 1,200 kcal and 18 g of protein per child. Sugar-enriched blended food will be provided in SFP to make the food more palatable and encourage people to complete treatment. People with HIV and TB will receive an additional ration supplemented with 20 g sugar and 100 g of CSB to provide 2,100 kcal and 74 g of protein in addition to the GFD ration.
37. FFA participants will receive 4 kg of cereals, pulses and oil for each work day as a family ration for six people. People only work 12 days each month, so this ration represents 1,107 kcal and 27 g of protein per person per day, approximately 50 percent of daily nutritional requirements.

IMPLEMENTATION ARRANGEMENTS

38. The Government coordinates refugee issues through the Ministry of Immigration and Registration of Persons. In Nairobi, the ministry forwards requests to waive duty on food and materials to the Ministry of Finance on behalf of WFP. The Government provides security for refugees and agency personnel and assists UNHCR with identification and verification. To prevent pipeline breaks during rainy seasons, WFP works with the Kenya Roads Board to improve roads to the camps.
39. The FDP in Kakuma is managed by LWF, that in Dadaab by CARE. GFDs are carried out every two weeks to address inadequate storing and limit the risk of theft; this also limits sales of food to buy firewood and other items. Refugees' cards are checked on entry to the distribution centre against UNHCR's refugee manifest. Household food rations are issued in scoops; all are weighed on digital scales at exit points. Major repairs to FDPs are needed, at a cost of US\$1.6 million in DSC: waiting-area sheds and food corridors are collapsing.
40. Food advisory committee meetings are held in both camps before each distribution cycle attended by WFP, UNHCR, the implementing partner and refugee leaders. At least 50 percent of committee members are refugee women. During the meetings, the leaders are informed of the composition and size of the food basket and are asked to inform the refugees; the same information is provided at the FDP by means of drawings indicating the number of scoops for each family size and a display of the scoops.

²⁴ Milled cereals such as wheat flour are more culturally acceptable and require less firewood for cooking, reducing the risk to women collecting firewood outside camps.

²⁵ UNHCR is responsible for providing complementary foods, cooking utensils and firewood; inadequate amounts have been provided to date.



41. WFP policy is to encourage women to collect the ration to promote their management of family food; WFP post-distribution monitoring (PDM) reports indicate high opportunity costs, but 47 percent of household rations are collected by women. The PDM found that women almost exclusively manage food in households.
42. GTZ provides health services and distributes WFP food for SFPs in Dadaab; IRC does so in Kakuma. SFPs and TFPs are implemented in hospitals and clinics. An important component of this programme is community outreach, which provides caregivers with information to detect malnourished children; WFP provides additional assistance to patients with HIV/AIDS and TB through these health partners. ODOC of US\$13,850 has been allocated to supply mosquito nets for first-time TFP patients: malaria is the leading cause of child malnutrition.
43. WFP's school feeding programme in the camps will continue to be implemented by LWF in Kakuma and CARE in Dadaab, jointly with UNHCR. WFP will continue to provide food and replace cooking utensils; UNHCR will provide water and firewood. A milk-fortified porridge will be prepared as an early-morning snack. Average attendance is 20 days per month for nine months of the year. The food is prepared by parents, who undergo a medical examination before participating.
44. In 2005, WFP built five kitchens and stores in Kakuma; UNHCR funded the building of one kitchen and repaired three others in Dadaab. Given the expected expansion of Dadaab camp, WFP plans to build ten school kitchens and refurbish another five. As recommended by the 2006 JAM, WFP will provide energy-saving stoves in all schools to address the limited supply of firewood. A take-home ration of sugar and end-of-year non-food incentives will be given to girls to improve their attendance and retention rates. US\$489,535 in ODOC and food costs, has been budgeted for these activities, including the sugar take-home ration.
45. MSG will be implemented by an NGO that can provide technical support in cooperation with UNHCR. WFP provides empty bags and tins for growing vegetables. ODOC of US\$65,625 for essential non-food items ranging from agricultural tools to materials for pest control has been provided for this activity, which has been described as an "innovative and exciting method of meeting some of the nutritional needs of the most vulnerable refugees".²⁶
46. FFA activities will continue in the refugee host communities around Kakuma and Dadaab. A local community-based organization under the Ministry of Water – Turkana Rehabilitation Project (TRP) – has been implementing the project in Kakuma; WFP and the Government have identified an implementing partner for Dadaab. WFP will continue to provide food for FFA and limited cash for non-food items at an ODOC cost of US\$11,000. The 5,000 labourers are expected to work for 150 days over the two-year programme in communities within 25 km of the camps to build community assets such as water catchments and agricultural contour bands.
47. WFP intends to strengthen its performance indicators for CPs in line with WFP's Common Monitoring and Evaluation Approach (CMEA) guidelines; regular assessments will be carried out. The choice of CPs is limited because the refugee camps are in remote areas. Most CPs have limited resources to co-fund the operations, so WFP is forced to cover most costs.

²⁶ 2005 joint WFP/UNHCR nutrition mission.



LOGISTICS ARRANGEMENTS

48. Food is imported through the port of Mombasa or bought locally. The port serves as a central warehouse from which food is dispatched to the camps by contracted local transporters. At the Kakuma and Dadaab camps, warehouses are managed directly by WFP; food is transported to FDPs, for fortnightly distribution using WFP trucks.
49. Given the desire to establish a broad donor base, local purchases through cash contributions have become increasingly important. Because 30 percent of the requirements will be bought in-country, a multi-tier landside transport, storage and handling (LTSH) rate is proposed for this project as more equitable to donor contributions.²⁷ The average LTSH rate, which is subject to regular review, is US\$157/mt compared with US\$144/mt under PRRO 10258.1. This increase results mainly from:
- the transfer of FDP management from UNHCR to WFP in line with the revised 2002 WFP/UNHCR MOU: the joint WFP/UNHCR evaluation of the FDP management noted the transfer value to be at least US\$1.4 million over two years. Following discussions between the two agencies in December 2006 and based on JAM recommendations, it was decided that WFP Kenya would continue to manage the FDPs;
 - repair or relocation of the damaged EDP at Dadaab's Ifo camp because of flooding in 2005 and 2006, estimated at US\$500,000;
 - construction of an additional FDP and EDP for the expected new camps to accommodate new arrivals in Dadaab, estimated at an additional US\$760,000; and
 - repairs on the roads to Dadaab and Kakuma to ensure improved accessibility during the rainy seasons, estimated at US\$2 million for Dadaab and US\$100,000 for Kakuma.
50. Costs related to LTSH expenditures and EDP and FDP management are included in the LTSH matrix, which will be reviewed every six months and adjusted as required.
51. HIV/AIDS prevention education for WFP transporters will continue to benefit their health and well-being and help in protecting vulnerable refugees and host communities.

LOCAL PROCUREMENT OF FOOD

52. Under PRRO 10258.1, local and regional purchases accounted for 25 percent of the food distributed; 26,807 mt of cereals, 714 mt of pulses, 797 mt of vegetable oil, 2,658 mt of CSB, 853 mt of salt and 100 tons of HEB costing US\$12 million had been bought by the end of 2006. Subject to cash donations and market analysis, WFP expects local purchases to account for at least 30 percent of the new project phase requirements.
53. WFP will aim to provide mostly milled cereals, but it is anticipated that 30 percent of international in-kind cereals and food procured locally will need to be milled in Kenya. WFP has foreseen food transformation costs of US\$1.48 million under ODOC.
54. Local purchase of small quantities of sugar has been envisaged: it is more expensive in Kenya, but import regulations have caused clearing delays of up to six months resulting in shortfalls in the camps.

²⁷ Two rates are applicable to a contribution, depending on the origin of the food that would be purchased: an LTSH rate of US\$122/mt will be applied for purchases of food in Kenya; a rate of US\$170 will be applied for food purchased overseas.



PERFORMANCE MONITORING

55. The performance-monitoring system consists of:
- WFP food-distribution monitoring;
 - monthly PDM by WFP and partners;
 - monthly reports by partners;
 - performance monitoring of CPs;
 - WFP commodity tracking through its Commodity Movement Processing and Analysis System (COMPAS);
 - annual nutrition and quarterly mid-upper arm circumference (MUAC) surveys by partners;
 - JAMs every two years with UNHCR and the Government; and
 - Office of Evaluation (OEDE) evaluation in early 2008, subject to the OEDE biennial workplan for 2008–2009.
56. Standardized monitoring guidelines and databases in place since 2003 are used to make programme recommendations. PDM is carried out for nine months each year; 200 households are visited each month. A report is prepared and issued three times a year on the basis of 600 households. PDM provides information on food consumption patterns, utilization of food aid, coping strategies, opportunity costs of the collection of food by women and food markets.
57. WFP food is tracked through COMPAS. WFP will reinforce its capacity to monitor the distribution of firewood, soap, mosquito nets, cooking utensils and water containers; WFP, UNHCR and other agencies will identify gaps and determine the impact on refugee nutrition.
58. The annual nutrition and quarterly MUAC surveys undertaken by health agencies supervised by UNHCR provide WFP with outcomes such as prevalence of acute malnutrition and anaemia and crude mortality levels.
59. WFP plans to carry out assessments of partner performance and to implement technical studies and evaluations of gender,²⁸ household food economy, FFA and MSG. An OEDE evaluation has been requested in 2008. ODOC of US\$51,000 has been budgeted for these assessments.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk Assessment

60. The success of the operation depends on adequate resources for WFP, UNHCR and partners throughout the implementation period.
61. Adequate funding for UNHCR's voluntary repatriation exercise and continued improvement of security in the Sudan are critical for sustained repatriation. The risk of further deterioration of security in Somalia and a continued influx of refugees should be taken into account.



62. Despite efforts by WFP and the Government to improve transport routes, roads to the camps continue to deteriorate, particularly as a result of flooding in 2006. Poor road access poses a risk to the food security of the refugees.
63. Severe weather, drought and floods have repeatedly affected the refugee operation; Dadaab's Ifo camp is in a river flood plain. Annual flooding and poor health standards in the camps can lead to outbreaks of malaria, Rift Valley fever, measles, cholera and polio.
64. Cultural factors related to the feeding of infants and young children such as lack of adherence to breastfeeding and poor weaning continue to have an impact on the health and nutrition of mothers and children.
65. There is a risk of conflict between refugees and the often neglected host communities around the camps.

Contingency Planning

66. In coordination with the United Nations country team (UNCT), WFP updated its contingency plan for the potential influx of refugees from Somalia in December 2006. Given the likelihood of a steady influx of refugees, it is expected that two new camps will be needed at Dadaab, requiring substantial human and material resources²⁸.
67. A 10 percent food contingency of 13,800 mt, including 138 mt of HEB, is built into this project to cover food needs in the event of a sudden influx of asylum seekers.

SECURITY CONSIDERATIONS

68. Kakuma and Dadaab camps are in security phase III areas; United Nations security clearance is required for travel to them. UNHCR and WFP will continue to ensure that:
 - police patrol the camps and main compounds and that escorts are provided for aid workers;
 - the camps are well lit and have uninterrupted power and are protected by fencing; and
 - regular security assessments are carried out by United Nations security personnel.²⁹
69. WFP will ensure that:
 - WFP staff members receive the latest security awareness training;
 - WFP adheres to the United Nations Minimum Operating Security Standards (MOSS) and Minimum Security Telecommunications Standards (MIST); and
 - non-locally recruited WFP staff members reside in United Nations compounds in the camps.
70. WFP has foreseen DSC of US\$80,000 for improvements and additional equipment for MOSS.

²⁸ The current population of the three Dadaab camps greatly exceeds the SPHERE recommendations of 20,000 refugees per camp.

²⁹ Assessments were carried out by the Head of Security and the United Nations Office in Nairobi in December 2005 in Dadaab and October 2006 in Kakuma; both camps are routinely visited by the WFP Kenya security officer.



RECOMMENDATION

71. The Board is requested to approve PRRO 10258.2 for 337,000 beneficiaries —307,000 refugees, of whom 47 percent are women and girls, and 30,000 people in the host community — from 1 October 2007 to 30 September 2009; the food cost is US\$50.7 million; the cost to WFP is US\$108.2 million.



ANNEX I-A

BREAKDOWN OF PROJECT COSTS			
	Quantity (mt)	Average cost per mt (US\$)	Value (US\$)
COSTS			
A. Direct operational costs			
Commodity*			
- Cereals	105 339	297	31 285 683
- Pulses	15 107	338	5 106 166
- Vegetable oil	6 961	859	5 979 499
- CSB	15 493	348	5 391 564
- CSB enriched with sugar	3 686	423	1 559 178
- Dried plain milk	261	3 931	1 025 991
- Sugar	290	458	132 820
- Salt	1 225	80	98 000
- HEB	138	724	99 963
Total food	148 500		50 678 864
External transport			14 122 350
Landside transport			-
ITSH			23 300 179
Total LTSH			23 300 179
ODOC			2 258 245
Total DOC			90 359 638
B. DSC¹			10 796 809
C. ISC (7.0 percent)²			7 080 951
TOTAL WFP COSTS			108 237 398
*This is a notional food basket for budgeting and approval. The contents may vary.			

¹ Indicative figure for information purposes. The DSC allotment is reviewed annually.

² The ISC rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	2 945 010
National professional officers	1 258 000
National general service staff	2 280 000
Overtime	14 400
Incentives	392 000
International consultants	20 000
National consultants	12 000
Staff duty travel	302 013
Staff training and development	121 312
Subtotal	7 344 735
Office expenses and other recurrent costs	
Rental of facility	183 882
Utilities (general)	7 200
Office supplies	69 780
Communication and IT services	208 122
Insurance	71 820
Equipment repair and maintenance	2 800
Vehicle maintenance and running cost	87 840
Other office expenses	180 560
United Nations organizations services	84 360
Subtotal	896 364
Equipment and other fixed costs	
Furniture tools and equipment	1 830 510
Vehicles	405 000
TC/IT equipment	320 200
Subtotal	2 555 710
TOTAL DIRECT SUPPORT COSTS	10 796 809



ACRONYMS USED IN THE DOCUMENT

AIDS	auto-immune deficiency syndrome
CARE	Cooperative for Assistance and Relief Everywhere
CBTA	community-based therapeutic approach
CMEA	Common Monitoring and Evaluation Approach
COMPAS	Commodity Movement Processing and Analysis System
CP	cooperating partner
CSB	corn-soya blend
DSC	direct support costs
DSM	dried skim milk
ECW	Enhanced Commitments to Women
EDP	extended delivery point
EMOP	emergency operation
FDP	final distribution point
FFA	food for assets
GAM	global acute malnutrition
GDP	gross domestic product
GFD	general food distribution
GTZ	German Technical Agency for Cooperation
HDI	Human Development Index
HEB	high-energy biscuits
HIV	human immuno-deficiency virus
IDP	internally displaced person
IRA	Immediate Response Account
IRC	International Rescue Committee
ISC	indirect support costs
ITSH	internal transport, storage and handling
JAM	joint assessment mission
JFAM	joint food assessment mission
LOU	letter of understanding
LTSH	landside transport, storage and handling
LWF	Lutheran World Federation
MDG	Millennium Development Goal
MIST	minimum security telecommunications standards

MOSS	minimum operating security standards
MOU	memorandum of understanding
MSG	multi-storey garden
MUAC	mid-upper arm circumference
NGO	non-governmental organization
ODK	East and Central Africa Regional Bureau
ODOC	other direct operational costs
OEDE	Office of Evaluation
PDM	post-distribution monitoring
PRRO	protracted relief and recovery operation
SFP	selective feeding programme
SPLM	Sudanese People's Liberation Movement
TB	tuberculosis
TC/IT	telecommunications and information technology
TFP	therapeutic feeding programme
THR	take-home ration
TRP	Turkana Rehabilitation Project
UNCT	United Nations country team
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNV	United Nations volunteer
WHO	World Health Organization