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PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

For approval



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PROTRACTED RELIEF AND RECOVERY OPERATION – KENYA 10258.1

Food Assistance to Somali and Sudanese Refugees

Number of beneficiaries	248,450
Duration of project	24 months (1 October 2005–30 September 2007)
Food requirements	124,809 mt
Cost (United States dollars)	
Total cost to WFP	72,174,012
Total food cost	36,002,426

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

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 refugees in Kenya are restricted to camps in remote arid areas where they have limited access to income-generating activities; most are of Somali and Sudanese origin and entirely dependant on WFP for their food needs. It is expected that refugees will continue to rely on a full general ration for the duration of this protracted relief and recovery operation.

The food requirement for the operation is estimated at 124,809 mt. Food will be distributed to refugees through the general distribution, selective feeding and school feeding, and to host communities through food-for-assets activities. Approximately 50 percent of refugees who collect rations are women. WFP will include at distribution sites a separate line for pregnant and lactating women to decrease the amount of time spent at the site. The Office of the United Nations High Commissioner for Refugees carries out annual revalidation to ensure the accuracy of registered refugee numbers.

WFP-assisted school feeding programmes will continue in Dadaab and Kakuma refugee camps. School feeding has been instrumental in maintaining enrolment of girls at an average of 30 percent. To address the remaining gender gap, WFP and its partners will increase advocacy to increase girls' enrolment. Empty food containers will continue to be used to support income-generating activities for women.

WFP will further strengthen its monitoring capacity, focusing on key indicators to measure achievements of the intended results. This operation is expected to achieve the following results: (i) maintain minimum nutritional standards among refugees; (ii) improve the health and nutrition of refugee children and pregnant and lactating women; (iii) improve school enrolment and attendance; and (iv) improve food security among host communities and reduce hostility between host communities and refugees.

DRAFT DECISION*

The Board approves Kenya PRRO 10258.1, "Food Assistance to Somali and Sudanese Refugees" (WFP/EB.A/2005/9-C/1).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



CONTEXT AND RATIONALE

Context of the Crisis

1. Civil unrest in Ethiopia, Somalia and southern Sudan led to influxes of refugees in 1991, 1992 and 1993, at which time Kenya provided asylum to 420,000 refugees; many subsequently returned to Ethiopia and Somalia. The final peace agreement between the Government of Sudan and the Sudan People's Liberation Movement (SPLM) has been signed, but the refugees have not yet begun to return because of continuing instability.
2. In August 2004, a transitional federal parliament for Somalia was constituted and a transitional President was elected; a Prime Minister and cabinet have been named. Conflict continues, however; at the time of preparation of this protracted relief and recovery operation (PRRO), the new Government had not been able to move to Mogadishu. The conflict had caused widespread destruction of infrastructure and interruption of social services. Somalia suffers from recurrent drought and high rates of malnutrition. Under these circumstances, large-scale repatriation is not feasible.
3. Turkana and Garissa districts, which host the refugees, are amongst the poorest areas in Kenya. Turkana shares a border with southern Sudan and hosts the Kakuma refugee camps. The population of Turkana district is estimated at 502,000 people,¹ 26,000 of whom live near the camps; 59 percent of the population do not have access to safe drinking water² and 75 percent do not have access to basic health facilities.³ Global acute malnutrition among children under 5 exceeds 20 percent in most areas.⁴
4. The Dadaab camps are in Garissa district, which borders Somalia. The population of this district is 479,000 people⁵, 28,000 of whom live near the camp; 21 percent of the population do not have access to safe drinking water and 89 percent do not have access to basic health facilities. About 17 percent of children under 5 are underweight; 4 percent suffer from wasting. Garissa and Turkana were affected by the recent drought and are targeted as requiring priority assistance by the emergency operation (EMOP) that began in August 2004.

Previous WFP Assistance

5. Refugees living in camps in Kenya have been supported by WFP since 1991. By September 2005, WFP will have provided 690,200 mt of food valued at US\$380 million. The total food requirement of the current programme is 115,333 mt at a cost of US\$57.5 million.

¹ Kenya 1999 Population and Housing Census.

² The national average is 46 percent.

³ The national average is 51 percent.

⁴ Oxfam GB, February 2004.

⁵ Kenya 1999 Population and Housing Census.



Situation Analysis

6. In December 2004, 225,000 registered refugees were living in Kakuma and Dadaab refugee camps, 61 percent in Dadaab and 39 percent in Kakuma. Two thirds of the refugees are Somali; the rest are mainly Sudanese. In Kakuma, 41 percent of the refugee population are women and girls; in Dadaab, the figure is 49 percent.
7. Opportunities for the refugees to develop self-reliance are extremely limited because of the Kenyan Government's encampment policy. A few refugees have access to income-generating activities in the camps, but these projects generate little revenue. The Government also maintains a restrictive policy that prevents refugees from engaging in meaningful agricultural activities.
8. The nutrition situation has improved, though it remains precarious. Global acute malnutrition in Kakuma is 9 percent,⁶ compared with 14 percent in 2003; severe malnutrition is reported at 2 percent compared with 2.4 percent in 2003. In Dadaab, global acute malnutrition is reported at 7 percent compared with 15 percent in 2003; severe malnutrition is 0.22 percent compared with 2.2 percent in 2003.⁷
9. The rate of anaemia in both camps is serious: in 2003, the International Rescue Committee (IRC) reported that 95 percent of children were anaemic, though this decreased to 85 percent in 2004. In Dadaab, 63 percent of children are anaemic.⁸ WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR) have introduced double iron – and iodine – fortified salt into the camps on a trial basis to reduce the number of children affected.
10. The WFP/UNHCR joint food consumption survey (JFCS) in 2004 found that the amount of food accessible to refugee families was eroded by the sale of 4 percent of the food ration to buy fuel, cooking utensils, clothes, water cans, sleeping mats, soap and supplementary foods, which are expected to be provided by UNHCR.
11. The main findings and recommendations of recent WFP assessments are:
 - On 1 July 2004, WFP took over management of the food distribution points in the camps. An assessment in January 2004 found an efficient distribution system and recommended that the number of days required for the distribution in Kakuma be reduced from seven to four, which was done.
 - The JFCS found that poor nutrition in the camps is directly related to the sale of food aid for non-food and supplementary food items, and poor breastfeeding, hygiene and family planning practices. UNHCR has introduced a programme to promote practices that contribute to better nutrition.
 - An extended delivery point (EDP) logistics management assessment for Kakuma in September 2003 recommended structural changes such as reinforcement of the perimeter fence at the EDP and the main gate, which have been implemented, and highlighted the importance of increasing the number of logistics staff based in Kakuma and enhancing their Commodity Movement Processing Analysis System (COMPAS) knowledge; training on the updated COMPAS system is ongoing.

⁶ Percentage of the median, International Rescue Committee, October 2004.

⁷ GTZ, June 2004.

⁸ GTZ, 2004.



- An assessment in June and July 2003 of the school feeding programme in Dadaab and Kakuma refugee camps recommended improvement of the infrastructure, which has now been completed, and enhancement of coordination among the partners to ensure adequate provision of resources.
- An assessment of the EDPs in Dadaab in July 2002 found that cost-effectiveness would be enhanced if WFP operated the EDPs rather than sub-contracting to an implementing partner. In July 2003, therefore, WFP took over direct management of the Dadaab EDPs.
- In addition to these assessments, the refugee programme conducts monthly post-distribution monitoring exercises, which are used to make programme recommendations.
- The last WFP/UNHCR joint assessment mission (JAM) was in 2002; a new JAM was deemed unnecessary in view of the numerous thematic evaluations of the past few years. The next JAM is planned for mid-2006.

Government Policies and Programmes

12. Overall coordination of the refugee operation is the responsibility of the Ministry of Home Affairs and National Heritage, which liaises with the Office of the President on issues relating to policy and security.
13. The Refugee Bill for Kenya, prepared by the Ministry of Home Affairs and National Heritage and UNHCR and currently pending in parliament, is expected to contribute to improved freedom of movement for refugees and greater access to employment.

WFP STRATEGY

Beneficiary Needs

14. The JFCS confirmed the finding of earlier studies that 90 percent of refugees rely entirely on external assistance.⁹ WFP food is primarily used for consumption, as demonstrated consistently in PDM surveys, but is also exchanged for non-food items and fresh food, which depletes the amount of food available to families and leads to food gaps of up to several days between distributions.
15. The most vulnerable groups in the camps are children under 5 and pregnant and lactating women. The JFCS emphasized their susceptibility to changes in the food basket, sales or exchanges of food, poor hygiene, inadequate family planning and poor breastfeeding practices. WFP provides a safety net for refugees who meet WFP/UNHCR nutritional criteria and who are identified as needing supplementary feeding and therapeutic feeding under medical supervision.
16. The JFCS recommended that the school feeding programme, which provides refugee children with a daily snack of porridge made with blended food, should continue. The programme addresses short-term hunger, improves concentration and provides an incentive for children to remain in school.

⁹ JFAMs in 1996, 1997, 1999 and 2002; joint UNHCR/WFP evaluation, 1999.



17. Nutrition surveys consistently find that nutrition among the local population is worse than among the refugees. The host communities largely depend on the camps for water, health and education services. There is a history of conflict between the two communities, which resulted in the deaths of 13 people, mainly refugees, in June 2003. WFP has introduced food-for-assets (FFA) activities in the host communities to improve food security and mitigate hostility.

The Role of Food Aid

18. The refugees continue to require food aid to meet their basic food needs. Given the fragile nutrition situation of the refugees, fortified blended food is provided in the general ration and selective feeding programmes. The most vulnerable families in the host communities will receive targeted food aid through FFA.

Programme Approaches

19. Refugees will receive food through fortnightly general distributions, supplementary and therapeutic feeding programmes and school feeding. The host population will be targeted through FFA activities.
20. PRRO 10258.1 will be implemented in line with WFP's Enhanced Commitments to Women (2003–2007) and will aim to:
 - meet the nutritional requirements of pregnant and lactating refugee women and raise their health and nutrition awareness through the selective feeding programme;
 - enable refugee girls to attend school by providing school feeding and working with parents to promote girls' enrolment;
 - ensure that women in host communities benefit equally from FFA activities;
 - contribute to refugee women's control of food by providing a safe environment for collection;
 - ensure that refugee women are equally involved in food-distribution committees by encouraging them to participate in the committees and by training them to be committee members;
 - contribute to an environment that acknowledges the important role of women in ensuring household food security and encourages men and women to participate in closing the gender gap through the food-distribution committees; and
 - progress towards gender equality by seeking a gender balance in recruitment.

Risk Assessment

21. There continues to be a risk for refugee women who travel outside the camps, for example to find firewood; incidents of harassment in the camps continue, given the large number of inactive young men.



22. The pipeline to the refugees improved in 2003 and 2004, but providing a full ration continues to be a challenge because donor resources are stretched by the number of high-level emergencies elsewhere.
23. The access roads to the camps continue to deteriorate. Poor road access poses a serious threat to food security and health. It is imperative that the roads be improved to allow year-round access; WFP has budgeted US\$760,000 for road repairs under landside transport, storage and handling (LTSH) following discussions with the Government. Ideally, food should be pre-positioned prior to the rains but this can only be achieved if it is available on time.

Objectives

24. The objectives of WFP's assistance are to:
 - maintain minimum nutritional and dietary standards among refugees through a general distribution (Strategic Priority [SP]1);
 - improve health and nutrition among malnourished refugee children under 5 and pregnant and lactating women through selective feeding programmes (SP3);
 - improve school enrolment and attendance through school feeding (SP4); and
 - improve household food security through creation of community assets (SP2).

IMPLEMENTATION PLAN

25. The programme components of the PRRO are:
 - general food distribution in the refugee camps;
 - selective feeding targeting malnourished children under 5 and expectant and nursing mothers;
 - school feeding to supply the additional energy requirements of children of primary school age and as an incentive to attend school, particularly for girls; and
 - FFA in the host community.



Beneficiaries

26. Table 1 shows projected beneficiary estimates for the PRRO in 2005–2007.

TABLE 1: PROJECTED BENEFICIARY ESTIMATES									
Year	Planning figures Kakuma			Planning figures Dadaab			Total		
	F	M	Total	F	M	Total	F	M	Total
Registered refugees									
2005–2006	39 307	56 564	95 871	72 351	75 304	147 654	111 658	131 867	243 525
2006–2007	41 313	59 450	100 763	74 780	77 832	152 612	116 093	137 282	253 375
Average	40 310	58 007	98 317	73 565	76 568	150 133	113 875	134 575	248 450
Supp. feeding	4 448	672	5 120	7 480	1 020	8 500	11 928	1 692	13 620
Ther. feeding	73	110	183	204	213	417	277	323	600
Total Selective Feeding	4 521	782	5 303	7 684	1 233	8 917	12 205	2 015	14 220
School feeding	7 000	18 000	25 000	14 000	21 000	35 000	22 250	37 750	60 000
Asset creation	9 278	6 188	15 466	3 224	7 524	10 748	12 502	13 712	26 214

Programme Components

⇒ *Activity 1: General food distribution in the refugee camps*

27. On average, 248,450 refugees will receive WFP food in this activity. The planning figure includes new arrivals from neighbouring countries and birth and mortality rates, and accounts for resettlement or repatriation. There is optimism that the final peace agreement between the Government of the Sudan and SPLM will encourage repatriation of Sudanese refugees from neighbouring countries in the long term. However, in early 2005 the influx into Kakuma from southern Sudan is five times higher than the 2004 monthly average. Repatriation is expected to be slow in 2005 and 2006 as a result of lack of basic infrastructure and services such as shelter, schools and health facilities, and inadequate de-mining. Significant returns are not anticipated until at least 2007. Premature repatriation to southern Sudan could provoke new and larger influxes to Kakuma if returnees are not able to access adequate services. New arrivals from Somalia continue at the Dadaab camps; they increased in early 2004 because of continued insecurity. Regular revalidation exercises are carried out in the camps. All registered refugees in the camps receive a full food basket.



⇒ *Activity 2: Supplementary and therapeutic feeding programmes in the refugee camps*

28. The number of refugees to be annually targeted through supplementary and targeted feeding interventions is 14,220. The supplementary programme will benefit moderately malnourished children under 5 who are between 70 percent and 80 percent of median weight-for-height; children less than 70 percent of the median will be eligible for the therapeutic programme. Pregnant women will be targeted from the sixth month of pregnancy to the sixth month of nursing. The number of beneficiaries for the supplementary feeding programme is 13,620, of whom 10,500 are pregnant and lactating women.

⇒ *Activity 3: School feeding programmes in the refugee camps*

29. There are currently 47,000 children in primary and secondary schools in the camps, 31 percent of whom are girls. WFP expects the number to increase to 60,000 during the next two years with the construction of new classrooms. School feeding has had a positive impact on the number of children enrolled at school and has helped to stabilize attendance rates, though there is still a gap between girls' and boys' attendance. The possibility will be assessed of providing take-home rations for girls to increase their enrolment and attendance.

⇒ *Activity 4: FFA in the host community*

30. Asset-creation activities in the host community will remain an integral component of the PRRO to provide temporary employment to 4,370 able-bodied people. Each FFA worker will receive a family ration for six people; 26,000 people will therefore benefit directly from WFP food assistance. FFA will continue to focus on creating assets such as water pans and repairing irrigation systems; this will benefit women and adolescent girls, who will have shorter distances to travel to collect water.

Food Basket Ration Scale and Distribution

31. The per capita daily food ration for general, supplementary, therapeutic and school feeding and FFA programmes is detailed in Table 2.

Commodity	General	Supplementary	Therapeutic	School feeding	FFA*
Wheat flour	220				
Maize	235				3 000
Pulses	60				500
Vegetable oil	25	25	70		500
Blended food	40	250	100	70	
Iodized salt	5			5	
Sugar	NA	20	50		
Fresh food**	50				

* Family ration for six people.

** To be provided by UNHCR, as recommended in the 2002 JAM.



General Food Distribution in the Camps

32. The WFP food ration for general distribution in the camps amounts to 585 g. The food basket provides 2,167 kcal and 69 g of protein per person per day. WFP will endeavour to provide vitamin-enriched wheat flour and vegetable oil. The daily ration of blended food will continue to be provided in view of the critical nutrition situation in the camps.

⇒ *Implementation*

33. General food distributions are carried out every two weeks rather than monthly because the quantity of food is difficult to store at the household level, it represents a greater security risk and is more likely to be sold for non-food items.

34. The final distribution point (FDPs) in Kakuma and Dadaab camps are managed by WFP through cooperating partners – Lutheran World Federation (LWF) in Kakuma and the Cooperative for Assistance and Relief Everywhere (CARE) in Dadaab. Refugees are screened on entry to the distribution centre for card verification against UNHCR data. Rations are issued in measured scoops and verified on scales at exit points. Refugees distribute food to household representatives.

35. Food advisory committees consist of representatives of WFP, UNHCR, the implementing partner and refugee leaders; 50 percent of the members are refugee women.¹⁰ The committees meet prior to each distribution; leaders are informed of the composition and size of the food basket, and they in turn inform the refugees. The information is shown at the FDP by means such as drawings indicating the number of scoops for each family size and a display of scoops.

36. WFP policy is to encourage women to collect the ration to promote management of food by women. Post-delivery monitoring (PDM) reports indicate a high opportunity cost involved, because women must find alternative childcare arrangements or be accompanied to the FDP by small children. Women can, however, designate an individual to collect the food on their behalf. The PDM demonstrates that women almost exclusively manage food at the household level.

37. WFP is directly involved in producing HIV/AIDS educational materials such as posters by refugee schoolchildren and a video by refugee theatre groups. It has also provided the resources for Ministry of Education officials to train all refugee teachers in integrating HIV/AIDS awareness into the curriculum. Awareness-raising activities take place in schools, health clinics and voluntary counselling and testing are expected to be extended to the distribution sites. Testing facilities and counselling services have been established in both camps; HIV-positive refugees can receive extra kilocalories through the supplementary feeding programme.

School Feeding

38. Through its ongoing school feeding programme, WFP will continue to provide 70 g of porridge and 5 g of iodized salt per day per child at primary and secondary schools in Dadaab and Kakuma camps, providing an additional 266 kcal and 13 g of protein.

¹⁰ UNHCR/WFP Joint Gender Study: Dadaab and Kakuma Refugee Camps of Kenya, May 2002.



⇒ *Implementation*

39. WFP and UNHCR jointly manage school feeding in the camps, in collaboration with a cooperating partner. WFP will continue to provide the food; UNHCR will be responsible for water and firewood. The porridge, prepared by parents who have been examined medically prior to participation, will be given as an early-morning snack because many of the children do not eat breakfast. Average attendance is 20 days per month for nine months of the year.

Selective Feeding Programmes

40. Supplementary and therapeutic feeding programmes will continue in the camps to address the nutritional requirements of young children and pregnant and lactating women. The programme is also available for HIV-positive refugees if they are recommended by the health non-governmental organizations (NGOs) – but few refugees take up the opportunity because they are afraid of stigmatization. Rations for these programmes provide 1,250 kcal and 45 g of protein per person per day in the supplementary feeding programme, and 1,200 kcal and 18 g of protein per person per day in the therapeutic feeding programme.

⇒ *Implementation*

41. The supplementary feeding and therapeutic feeding programmes are implemented in hospitals and clinics by health partners and supervised by UNHCR. Therapeutic feeding rations are provided for in-patients. An important component of this programme is community outreach, which provides caregivers with information for detecting malnourishment in children.

FFA in Host Communities

42. FFA rations will be provided at 4 kg per day per labourer, representing a family ration supplying 1,107 kcal and 27g of protein per person per day for six people, which is consistent with the family size used in the disaster preparedness component of the Kenya country programme.

⇒ *Implementation*

43. FFA activities will continue in the host communities around Kakuma and will be introduced in Dadaab. The PRRO will continue to use the guidelines and daily wage, ration and work norms prepared by the country office for the FFA component of EMOP 10085.01. WFP will continue to provide food for FFA and cash for non-food items over the next two years; the 4,370 labourers are expected to work for 150 days during the two years in the communities around the camps.

Institutional Arrangements and Selection of Partners

44. The Government coordinates refugee issues through the Ministry of Home Affairs and National Heritage, and in collaboration with UNHCR oversees matters relating to screening, registration and revalidation of refugees. In Nairobi, the ministry forwards requests to waive duty on food and logistics materials to the Ministry of Finance on behalf of WFP. At the camp level, the police continue to provide security for the refugee operation.



45. The Cooperative for Assistance and Relief Everywhere (CARE) and the Lutheran World Federation (LWF) are WFP's main operational partners in the camps, responsible for distributing food at FDPs. The German Technical Agency for Cooperation (GTZ) and IRC are responsible for providing health services and distributing WFP food for the selective feeding programmes. In both camps, WFP and GTZ are working together to expand the multi-storey garden project that provides fresh food for the poorest families.
46. Monthly food-coordination meetings in Nairobi are attended by WFP, UNHCR, cooperating partners and donors. At the camp level, food advisory committees consisting of WFP, UNHCR, cooperating partners and refugee representatives share information on the pipeline and food basket and address other food-related issues.
47. School feeding in the camps will continue to be implemented by LWF in Kakuma and CARE in Dadaab. WFP will continue to contribute its experience in implementation and monitoring. In 2004, kitchens and stores were jointly constructed by WFP and UNHCR to improve the quality of the programme. WFP will provide empty tins for constructing classrooms and latrines.
48. FFA in Kakuma is implemented by the Turkana Rehabilitation Project, the operational division of the Ministry of Water, which was selected through a competitive process managed by the district steering group in Lodwar, chaired by the district commissioner.

Capacity-Building

49. In 2003 and 2004, training was provided on (i) school feeding guidelines and the results of the school feeding assessment of July 2003, (ii) interview techniques for PDM and checklists for monitoring school feeding and (iii) guidelines for implementing FFA. Additional training will be given on:
 - gender frameworks: recommendations of the joint Enhanced Commitments to Women (ECW) survey of August 2004;
 - monitoring tools: further training on interview techniques for PDM; and
 - planning tools: review of implementation of the internal FDP review and the joint plan of action.
50. WFP has started training members of the food advisory committees in their role; recent training included a session on the importance of women's decision-making. Further sessions are planned.

Food Requirements

51. Food requirements for PRRO 10258.1 are estimated at 124,809 mt – 106,101 mt for the general ration, 2,933 mt for supplementary feeding, 96 mt for therapeutic feeding, 1,620 mt for school feeding, 2,621 mt for FFA and 11,438 mt for a contingency plan to cover unexpected influxes of refugees. There is also an allocation of high-energy biscuits (HEB) to provide a transit ration for refugees from Somalia. Table 3 details the food required for PRRO 10258.1



TABLE 3: TONNAGE REQUIRED (mt)								
Commodity	General ration	Suppl. feeding	Ther. feeding	School feeding	FFA	Subtotal	Conting.	Total
Wheat flour	39 901					39 901	3 990	43 891
Whole maize	42 622				1 965	44 587	4 460	49 047
Pulses	10 882				328	11 210	1 121	12 331
Veg. oil	4 534	249	30		328	5 141	514	5 655
Blended food	7 255	2 486	44	1 512		11 297	1 129	12 426
Iodized salt	907			108		1 015	101	1 116
Sugar		198	22			220	23	243
HEB							100	100
Total	106 101	2 933	96	1 620	2 621	113 371	11 438	124 809

Logistics Arrangements

52. The LTSH rate is US\$120/mt, compared with US\$119/mt under PRRO 10258.0. The change is mainly the result of increased fuel costs world-wide. WFP will continue to manage the EDPs and FDPs in Kakuma and Dadab. The costs of LTSH and management of EDPs and FDPs are included in the LTSH matrix; they will be monitored and adjusted as required.

Local Procurement of Food Commodities

53. Under the current PRRO 10258.0, 13,215 mt of maize, 1,381 mt of pulses, 200 mt of salt and 430 mt of blended food had been purchased locally by the end of 2004. Subject to availability of cash donations and of food in local markets at competitive prices, WFP will continue local purchases in Kenya.

Monitoring and Evaluation

54. WFP Kenya will monitor achievement of expected results through selected indicators, listed in the logical framework. The monitoring system consists of: (i) food-distribution monitoring by WFP food monitors; (ii) monthly PDM by WFP and partners; (iii) commodity tracking with COMPAS; and (iv) nutrition surveys by implementing partners. There is an annual inter-agency review of programme implementation to assess progress and to assist with joint planning.

55. In line with the recommendations of the 2002 JAM and the 2001 internal audit, standardized monitoring guidelines, checklists and a database have been developed for food aid monitors of distributions at the camp level. A PDM system to track the impact of food supply at the household level has been developed and implemented.

56. PDM exercises are carried out monthly; a quarterly report is issued based on a sample of 600 households. PDM provides valuable information on food consumption patterns, utilization of food aid, coping strategies to supplement food aid, opportunity costs of collection of food by women and food markets. Results are fed into a database and



analysed to inform programme recommendations. Further upgrading of the database is expected in 2005; additional training on interview techniques will also be provided.

57. Movements of WFP food are tracked from donors to camps by the logistics unit through COMPAS.
58. Annual nutrition surveys are undertaken by the health agencies supervised by UNHCR and with WFP involvement. The weight-for-height indicator is used to measure malnutrition. This data allows WFP to report on outcomes such as prevalence of acute malnutrition among beneficiaries, anaemia levels and the level of crude mortality among refugees (see Annex III).

Security Measures

59. The 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:
- local police patrol the camps and main compounds and that escorts are provided for aid workers;
 - the camps are well lit, have an uninterrupted power supply and are protected by fencing; and
 - regular security assessments are carried out by United Nations security personnel.¹¹
60. WFP has taken steps to ensure that:
- WFP staff members have undergone security awareness training;
 - WFP adheres to minimum operating safety standards (MOSS) requirements;
 - security equipment such as handsets and Codan vehicle radios is available to all WFP staff; and
 - WFP staff reside in the main United Nations/NGO compounds.

Exit Strategy

61. The Sudan peace accord signed in January 2005 has paved the way for the eventual repatriation of Sudanese refugees in Kakuma. WFP will provide a repatriation food package for refugees returning to the Sudan, to be determined at the time of repatriation taking into account existing food aid programmes in the Sudan and the timing of the agricultural cycle.
62. The security situation has not changed markedly in Somalia: fighting provoked movements of several thousand Somalis into Kenya several times in 2003 and 2004. Significant political progress has been made with the election of an interim parliament and President, but a functioning state still does not exist.
63. The situation in both countries remains uncertain despite the political progress. Nevertheless, WFP will adjust the programme should conditions be appropriate for the repatriation of refugees.

¹¹ An assessment of Dadaab and Kakuma was carried out by a WFP consultant in December 2003; both camps were visited by the WFP regional security adviser in August 2004.



64. WFP will continue to support activities such as school feeding and income generation that will help to prepare the refugees for eventual return and reintegration.

Contingency Plans

65. WFP Kenya has an updated contingency plan for potential influxes of refugees from conflict in southern Somalia, covering scenarios from the most to the least probable and includes food aid, logistics and distribution arrangements.
66. The role of WFP Kenya in its contingency plan for the return of Sudanese refugees from the Kakuma camp is to ensure that they have enough food for the initial period of resettlement which will be provided in the repatriation package containing all the commodities in the refugee food basket, and to work with colleagues in southern Sudan to ensure further support.
67. A 10 percent food contingency is built into the PRRO to cover food needs in the event of unexpected arrivals of asylum seekers. The budget includes 100 mt of HEB for temporary assistance in such an eventuality.

Approval Mechanism

68. The WFP country director and the Government will sign a letter of understanding covering the planned PRRO.

RECOMMENDATION

69. The Executive Board is requested to approve PRRO 10258.1, which is designed to benefit an average of 248,450 refugees, 45 percent women and 55 percent men, from 1 October 2005 to 30 September 2007. The food cost is US\$36 million; the total cost to WFP is US\$72 million.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity*	49 045	170	8 337 650
– Maize	43 891	291	12 772 281
– Wheat flour	12 331	389	4 796 759
– Pulses	5 655	1 070	6 050 850
– Vegetable oil	12 427	302	3 752 954
– CSB	1 116	62	69 192
– Salt	243	380	92 340
– Sugar	100	1 304	130 400
Total commodities	124 808		36 002 426
External transport			9 947 129
Subtotal for ITSH			14 920 916
Total LTSH			14 920 916
Other direct operational costs			111 170
Total direct operational costs			60 981 641
B. Direct support costs (see Annex II for details)			
Total direct support costs			6 470 707
C. Indirect support costs (7 percent)			
TOTAL WFP COSTS			72 174 012
* This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.			



ANNEX II

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	2 663 200
National professional staff	420 000
National general service staff	1 410 000
Overtime	14 400
Incentives	361 482
International consultants	43 280
National consultants	25 520
United Nations volunteers	0
Staff duty travel	175 961
Staff training and development	121 500
Sub-total	5 235 343
Office expenses and other recurrent costs	
Facility rental	183 882
Utilities	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 costs	87 840
United Nations organizations services (WFP's share of common United Nations costs in Nairobi)	84 360
Other office expenses	180 560
Sub-total	896 364
Equipment and other fixed costs	
Furniture, tools and equipment	40 000
Vehicles	120 000
Telecommunications/information technology equipment	179 000
Sub-total	339 000
Other tools, material and equipment	
Mobile storage units	
Food transformation	
Scoops	
Sub-total	
TOTAL DIRECT SUPPORT COSTS	6 470 707



ANNEX III: LOGICAL FRAMEWORK MATRIX FOR KENYA PRRO 10258.1

Logical framework hierarchy	Performance indicators	Means of verification	Assumptions and risks
<p>SP1: Save lives in crisis situations.</p> <p>PRRO result: Maintain refugees minimum nutritional standards.</p>			
<p>Expected result 1: Reduced and stabilized prevalence of acute malnutrition among beneficiaries.</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (by gender and nationality) assessed using weight for height. 	Annual nutrition surveys.	<p>Malnutrition rates are linked to the provision of food and non-food items. Both need to be provided in required amounts to reduce the rates.</p> <p>Healthy pipeline.</p> <p>Good collaboration with implementing partners (IPs).</p>
<p>Expected result 2: Reduced or stabilized crude mortality in the population.</p>	<ul style="list-style-type: none"> ➤ Crude mortality rate by gender. ➤ Crude mortality rate for children under 5. 	Annual nutrition surveys.	<p>Healthy pipeline.</p> <p>Good collaboration with IPs.</p>
<p>Expected result 3: Increased access to food for 248,450 food insecure people.</p>	<ul style="list-style-type: none"> ➤ Quantity of food distributed by project category, commodity and month. ➤ Number of beneficiaries, by gender and age, receiving WFP food. ➤ Number of pipeline breaks in a year. 	<p>Fortnightly distribution reports.</p> <p>Pipeline report.</p>	<p>Healthy pipeline.</p> <p>Good collaboration with IPs.</p>
<p>Activities:</p> <ul style="list-style-type: none"> ➤ Maintain strong resource situation. Maintain collective pipeline management and avoid breaks. ➤ Prepare and maintain strategic pipeline forecast. ➤ Food distributed fortnightly. 			



ANNEX III: LOGICAL FRAMEWORK MATRIX FOR KENYA PRRO 10258.1

Logical framework hierarchy	Performance indicators	Means of verification	Assumptions and risks
<p>SP2: Protect livelihoods in crisis situations and enhance resilience to shocks.</p> <p>PRRO result: Food security among host communities is improved; hostilities between the two communities is reduced.</p>			
<p>Expected result 1: Improvement in the food security situation of the refugee host communities.</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 assessed using weight for height. ➤ Proportion of household expenditures devoted to food. 	<ul style="list-style-type: none"> ➤ Annual nutrition surveys. ➤ Household surveys. 	<p>Healthy pipeline. Good collaboration with IPs.</p>
<p>Expected result 2: 26,214 targeted beneficiaries participate in food-supported asset creation. 40 different assets created, 20 per location.</p>	<ul style="list-style-type: none"> ➤ Number of beneficiaries, by gender, participating in FFA activities. ➤ Number of assets created or rehabilitated – water pans, shallow wells, irrigation rehabilitation. 	<ul style="list-style-type: none"> ➤ IP and WFP monitoring reports. 	<p>Healthy pipeline. Good collaboration with IPs.</p>
<p>Expected result 3: Reduction in the number of violent incidents between host community and refugees.</p>	<ul style="list-style-type: none"> ➤ Number of incidents. 	<ul style="list-style-type: none"> ➤ District officer and police reports. 	<p>All incidents are reported.</p>
<p>Activities:</p> <ul style="list-style-type: none"> ➤ WFP and IPs work with the communities to identify beneficiaries ➤ Tools and workers are mobilized ➤ Monitoring checklist and database adapted from EMOP ➤ Internal review of the project ➤ Food distributed when milestones are achieved 			





ANNEX III: LOGICAL FRAMEWORK MATRIX FOR KENYA PRRO 10258.1

Logical framework hierarchy	Performance indicators	Means of verification	Assumptions and risks
<p>SP3: Support to improve nutrition and health status of children, mothers and other vulnerable people.</p> <p>PRRO result: Improvement in the health and nutrition of malnourished children and pregnant and lactating women.</p>			
<p>Expected result 1: Rates of child malnutrition in the camps to be reduced by 25%, current rates: 9% in Kakuma, 7% in Dadaab as % of median.</p>	<p>Prevalence malnutrition among children under 5, assessed using weight for height, by gender and nationality.</p>	<p>Annual nutrition surveys.</p>	<p>Standardized survey parameters to be established by UNHCR and WFP and adhered to.</p> <p>Healthy pipeline.</p> <p>Good collaboration with IPs.</p>
<p>Expected result 2: Level of anaemia among pregnant and lactating women and targeted children reduced by 25 percent.</p>	<p>Prevalence of anaemia among targeted beneficiaries, by age and gender.</p>	<p>Annual nutrition surveys.</p>	<p>Anaemia is linked to iron deficiency rather than other factors to be determined.</p> <p>Healthy pipeline.</p> <p>Good collaboration with IPs.</p>
<p>Expected result 3: Increased participation of target population of 10,500 women and 3,720 children in food-supported nutrition interventions.</p>	<ul style="list-style-type: none"> ➤ Number of children reached. ➤ Number of vulnerable women reached. ➤ Percentage of micronutrient food delivered through WFP-supported nutrition interventions. 	<p>IP reports.</p>	<p>Healthy pipeline.</p> <p>Good collaboration with IPs.</p>

ANNEX III: LOGICAL FRAMEWORK MATRIX FOR KENYA PRRO 10258.1

Logical framework hierarchy	Performance indicators	Means of verification	Assumptions and risks
<p>Activities:</p> <ul style="list-style-type: none"> ➤ Intense community outreach programme to identify malnourished children in the programme. ➤ Ensure that annual nutrition surveys are carried out on a timely basis, preparations are participatory and standard methodology is adhered to. 			
<p>SP4: Support access to education and reduce gender disparity in access to education</p> <p>PRRO result: Improvement in school enrolment and attendance of refugee children.</p>			
<p>Expected result 1: Enrolment of boys and girls in WFP-assisted schools increased by 20 percent in Kakuma and 54 percent in Dadaab.</p>	<p>Absolute enrolment: number of boys and girls enrolled in WFP assisted schools.</p>	<p>IP reports/WFP monitoring reports.</p>	<p>Sensitization on the importance of education for girls needs to occur in parallel with the school-feeding. Healthy pipeline. Good collaboration with IPs.</p>
<p>Expected result 2: Attendance of boys and girls in WFP-assisted schools increased by 36 percent in Kakuma and 30 percent in Dadaab.</p>	<p>Attendance rate: percentage of boys and girls in WFP-assisted schools attending classes.</p>	<p>IP reports/WFP monitoring reports.</p>	<p>Healthy pipeline. Collaboration with IPs.</p>
<p>Expected result 3: Gender disparity in access to education reduced by 20 percent.</p>	<p>Ration of boys and girls attending school.</p>	<p>IP reports/WFP monitoring reports.</p>	<p>Healthy pipeline. Good collaboration with IPs.</p>





ANNEX III: LOGICAL FRAMEWORK MATRIX FOR KENYA PRRO 10258.1

Logical framework hierarchy	Performance indicators	Means of verification	Assumptions and risks
<p>Expected result 4: Food provided for 60,000 school-children, 22,250 girls and 37,750 boys, in WFP-assisted schools.</p>	<p>Number of boys and girls receiving food aid.</p>	<p>IP reports/WFP monitoring reports.</p>	<p>Healthy pipeline. Good collaboration with IPs.</p>
<p>Activities:</p> <ul style="list-style-type: none"> ➤ Improvement of school feeding infrastructure ➤ Monitoring schedule for schools receiving assistance ➤ Memorandum of Understanding between the partners to be drafted and signed ➤ Training for school feeding stakeholders ➤ School feeding management committees to be established, with terms of reference 			

ANNEX IV



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or



ACRONYMS USED IN THE DOCUMENT

CARE	Cooperative for Assistance and Relief Everywhere
COMPAS	Commodity Movement Processing and Analysis System
DOC	direct operational costs
DSC	direct support costs
ECW	Enhanced Commitments to Women
EDP	extended delivery point
EMOP	emergency operation
FDP	final distribution point
FFA	food for assets
GTZ	German Technical Agency for Cooperation
HEB	high-energy biscuits
HIV	human immunodeficiency virus
IP	implementing partner
IRC	International Rescue Committee
ISC	indirect support costs
ITSH	internal transport, storage and handling
JAM	joint assessment mission
JFCS	joint food consumption survey
LTSH	landside transport, storage and handling
LWF	Lutheran World Federation
MOSS	minimum operating safety standards
NGO	non-governmental organization
PDM	post-delivery monitoring
PRRO	protracted relief and recovery operation
SP	Strategic Priority
SPLM	Sudan People's Liberation Movement
TC/IT	telecommunications and information technology
UNHCR	Office of the United Nations High Commissioner for Refugees

