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PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

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PROTRACTED REFUGEE AND DISPLACED PERSON PROJECT KENYA 4961.04

Food assistance for Somali and Sudanese refugees

WFP food cost	20,440,535 dollars
Total cost to WFP	41,711,228 dollars
Number of beneficiaries	178,000
Duration	Twenty-four months (1 October 1998 to 30 September 2000)

All monetary values are expressed in United States dollars, unless otherwise stated. In November 1997, one United States dollar equalled 62 Kenyan shillings.

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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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BACKGROUND AND RATIONALE FOR PROVIDING ASSISTANCE

1. The military conflict and civil unrest in Somalia, southern Sudan and Ethiopia resulted in an influx of refugees in early 1991. At the peak, in 1992, the refugee population totalled 420,000, but with the stabilization of the situation in Ethiopia and in some areas in Somalia, refugees returned to their countries from 1993 to 1996. The population declined to 165,000 in November 1996, and increased to 178,000 by November 1997. It was expected that the population would stabilize at 158,000 in 1996/97 as a result of resettlement and repatriation. In Somalia, the continued lack of a political resolution to the conflict, drought conditions (1996/97) and floods (from October/November 1997 to date) have hampered prospects for mass voluntary repatriation. In 1997, only 261 Somali refugees were repatriated. Likewise, in southern Sudan, the ongoing insecurity resulted in only 11 Sudanese being repatriated in 1997, while the influx into Kenya continued.

2. Since 1991, WFP has supplied a total of 318,945 tons of basic food commodities for the refugees in Kenya under four emergency operations and four protracted refugee and displaced person projects (PROs), at an estimated total cost of 182,427,392 dollars. In addition, the commitment approved for the current phase (PRO 4961.03) amounts to 44,139 tons of basic commodities, at an estimated cost of 22,095,238 dollars, and covers a period of 15 months (1 July 1997 to 30 September 1998). WFP supplies basic food rations consisting of cereals, pulses, vegetable oil, salt, blended food, and, for selective feeding, blended food, oil and sugar. UNHCR supplies fresh vegetables and other complementary foods. This PRO will increase the annual tonnage delivered by WFP from 35,311 tons in the current phase to 38,625 tons.

3. Refugees are confined mainly to two camps, namely Kakuma, near the Sudan border, and Dadaab, near the Somalia border. These are arid areas traditionally populated by pastoral nomads such as the Turkana and the Somali-Kenyans. The refugees in the camps face many barriers to increased self-reliance. These include: the arid environment; the limited potential for rain-fed agriculture; the limited quantity of water available for cultivation; the attitude of the local communities effectively prohibiting livestock keeping (in the case of Kakuma only); limited access to markets for trade goods and locally produced items, and the lack of employment opportunities, other than “incentive” employment for refugees within the camp. The numbers of incentive workers, and their remuneration levels, decreased over the past year; this trend is likely to continue at an accelerating rate in 1998.

4. Studies in 1996 and 1997 by Save the Children Fund (SCF)-UK[1] conclude that all sections of the refugee population remain very heavily dependent upon the general ration for their main source of dietary energy. A small portion (10-20 percent) of the ration is sold or exchanged by some refugees primarily to obtain firewood and very small amounts of other food items to supplement the diet, including milk and sugar (especially for children), meat and vegetables.

5. Based on a review of the possibility of repatriation, resettlement and the degree of self-reliance in the camps, a joint WFP/UNHCR food needs assessment mission which visited Kenya from 21 October to 7 November 1997 recommended that further food

[1] SCF-UK *Food Economy Update—Kakuma Refugee Camp*, September 1997 and *Food Economy Update of Dadaab Refugee Camps*, September 1997.

assistance be provided for 178,000 refugees for a two-year period (October 1998 to September 2000). This will also provide a more convenient planning horizon for the proper management of the food pipeline.

Environmental issues

6. The degradation of the environment is of major concern to the local communities and the Government of Kenya. The large sedentary refugee population, with livestock (as is the case at Dadaab) causes environmental damage to the fragile arid environment by consuming large amounts of locally available wood for fuel and construction, and through livestock grazing. The focus of UNHCR's environmental initiatives has been on afforestation, regeneration of vegetation cover, development and dissemination of fuel-saving technologies, and formal and non-formal environmental education. An expert was appointed by UNHCR in 1997 to coordinate environmental plans.

7. Towards the end of 1997, the Government of the United States pledged 1.5 million dollars through UNHCR, on a one-time basis only, to supply energy-saving cooking devices as well as for overall improved environmental management practices in the most vulnerable refugee camps. An inter-agency task force is to be constituted to follow up on the effective utilization of these funds.

GOVERNMENT POLICY/ACTION

8. The Ministry of Home Affairs and National Heritage (National Refugee Secretariat) coordinates the refugee operation in Kenya, with support from the Ministries of Health (medical care), Works (road maintenance), Environment and Natural Resources (forestry), and from the Office of the President (security). Following the Government's policy, registered refugees are located in two camps—Kakuma in Turkana District and Dadaab in Garissa District. According to this policy, the coastal camps were to be closed. The Government does not encourage the integration of refugees with the local population.

9. The Government provides security in the camps, to convoys of repatriating or relocating refugees, and to trucks carrying food and relief materials to support the refugee programme. UNHCR has supported the Government, through assistance to the police, the donation of vehicles and maintenance of the Garissa District (Dadaab) telecommunications network.

OBJECTIVES OF WFP ASSISTANCE

10. The objectives of WFP's assistance are to:

a) ensure access to a basic ration for all registered refugees in camps in Kenya, through a general ration distribution;

b) maintain or improve the health and nutritional status of malnourished children, usually under five, and expectant and nursing mothers, through selective feeding programmes;

c) maintain or improve the nutritional status of schoolchildren (Kakuma only), who require additional energy and micronutrients, through the school nutrition programme; and

d) increase the enrolment and attendance rate of girls in primary schools through providing empty food containers (see paragraph 25).

BENEFICIARIES

11. Dadaab refugee camp, which comprises three axis camps, hosts a little over two thirds of the refugee population in Kenya. The remaining one third are at Kakuma. Women and girls make up approximately 51 percent of the population in Dadaab and 38 percent in Kakuma. Three quarters of the refugees are from Somalia, 22 percent from Sudan and a tiny fraction from several other countries such as Ethiopia and Burundi. The average family size is five. The birth rate ranges from four to five percent a year. The number of beneficiaries to be assisted under this operation during the two-year period is 178,000, consisting of 55,000 refugees in Kakuma camp and 123,000 in the Dadaab camps.

12. The demographic profile at Dadaab camp is consistent with that of an average developing country. This is mainly because the refugee population has been around for a number of years and the various group statistics have been spontaneously evened out through factors such as voluntary repatriation and resettlement in third countries. Kakuma, which has a predominantly Sudanese population, has an unusual demographic profile with a male to female ratio of 1.6 to 1. This is a consequence of the war in southern Sudan, whereby families send away their male children to escape military conscription. An estimated 19 percent are males aged five to 18 years (compared to 12 percent girls), 38 percent are adult males (compared to 21 percent for adult females), and children under five are balanced at five percent male and five percent female. This unique demographic profile was taken into consideration in determining the nutritional requirements; cooked meals are provided at schools in Kakuma.

13. Given the limited resources available to support the refugee operation, efforts have been made to ensure that the number of refugees is monitored as accurately as possible. In Dadaab, a comprehensive card revalidation exercise was conducted in November 1996, which resulted in a decrease of 3.15 percent. A headcount exercise has not been conducted since February 1994, when the population was reduced from 127,600 to 85,324 (a reduction of 42,276, or 33 percent), but a card revalidation exercise took place in November 1996. In Kakuma headcounts and registration exercises were conducted in December 1994, August 1996 and August 1997. Dramatic reductions (over 30 percent) were noted in the 1994 and 1996 headcount exercises, whereas preliminary results for the 1997 exercise indicate a reduction of seven percent. The joint WFP/UNHCR food needs assessment mission recommended that a card revalidation or a headcount exercise be undertaken in Dadaab no later than March 1998, and that verification exercises in all camps continue on a regular basis. Following this recommendation, a “controlled” card revalidation and headcount exercise is currently being undertaken.

MODE OF IMPLEMENTATION

14. The National Refugee Secretariat of the Ministry of Home Affairs and National Heritage (MOHA) is responsible for the overall implementation of the project. Together with UNHCR, MOHA is responsible for screening and registering refugees and for coordinating matters related to security. It also handles requests for duty waivers and garners support from other cooperating ministries, such as the Ministries of Health and Works. The Ministry of Finance is responsible for policy issues as well as the clearance of duty on WFP food aid for refugees.

15. WFP is responsible for all internal transport, storage and handling (ITSH) of food commodities from the port of Mombasa to four extended delivery points (EDPs), one in Kakuma and three in Dadaab. In Kakuma, WFP staff directly manage the EDP, whereas in Dadaab, WFP has sub-contracted EDP management to CARE-Kenya.

16. Every 15 days, UNHCR and its implementing partners distribute rations to family units through a centralized distribution system. Prior to food distributions, Advisory Board meetings are held by implementing agencies and refugee leaders, both men and women. At these meetings, WFP, UNHCR, distribution partners and refugee leaders review the food available for distribution and determine the food basket and ration to be applied during the cycle. Refugee leaders then inform other refugees of their entitlements for the cycle. A 'family head' distribution system has been universally adopted since 1995; individuals, grouped by specific family size, collect their food entitlements on designated days. Refugees are screened at the entry point for card verification against UNHCR's register. Food rations for all commodities are issued in pre-measured scoops and verified, using scales, at the exit point. Non-food items, such as firewood and vegetables, when available (which, in 1996/97, has been about 10 percent of the time), are also distributed fortnightly.

17. Owing to traditional practices among the refugees, women are represented in limited numbers on the Advisory Boards. Consistent with its Commitments to Women, WFP has increased the capacity to sensitize women about their roles in the food aid programme affecting them. To promote this gender awareness, WFP recruited five new women Assistant Field Monitors. These staff work at the camps and have the responsibility of following up women's issues at the household level, particularly as regards their food entitlements. Funds were also allocated by WFP for organizing gender sensitization workshops for aid workers, government staff and refugees. The first such workshop was held in May 1997 for 20 participants from implementing NGOs; of these, 40 percent were women. Two workshops were held between October 1997 and February 1998, for a total of 90 participants (60 percent women refugees, 20 percent male refugee leaders and the remaining 20 percent counterpart NGO staff). Other workshops are under way in March 1998; a gender sensitization workshop will be held in Dabaab for 100 persons; of the participants, 60 percent will be women refugees, 20 percent male refugee leaders and 20 percent NGO staff. Three workshops will be held in April 1998 for a total of 75 participants (60 percent women refugees, 20 percent male refugee leaders and the remaining 20 percent NGO staff). An NGO management staff workshop is planned to be held in May 1998 for 25 people, of whom 60 percent will be women and 40 percent men. Following these interventions, in 1997 women's participation has been noticed to be greater than in previous years, and it is expected to increase further in the future after completion of the aforementioned workshops. Furthermore, field staff continue to seek ways to enhance the role of women in food management. In both Kakuma and Dadaab, women are encouraged to collect the ration on behalf of their families and are given

priority at the distribution centres. Women refugees also take part in the food distribution process, primarily through ration scooping and monitoring entitlements at the exit points. The 1997 mission noted that there had been an increase in the number of women employed as ‘scoopers’ to the extent that they were almost equal in number to men. The mission also noted that women had reached an awareness of their ration entitlement, representing a significant improvement in relation to the previous year.

18. Selective feeding programmes, comprising supplementary and therapeutic feeding, are administered on a daily basis through hospitals and clinics by Médecins sans Frontières Belgium (MSF/B) in Dadaab and International Rescue Committee (IRC) in Kakuma. Dry rations of fortified blends, oil and sugar are usually distributed for supplementary feeding, whereas for therapeutic feeding rations are provided on an in-patient basis. In Kakuma, IRC also operates a WFP-assisted school nutrition programme.

19. At the end of each month, WFP field staff prepare a report covering such issues as food pipeline, ration issued, progress made on support to women and girls, selective feeding programmes, use of empty food containers, rations used for repatriation, weather, road conditions and security. This report includes the EDP Manager’s stock report which reflects opening balances, receipts, total stocks available, quantity issued (by feeding category), inter-camp transfers, losses and closing balances for each food commodity. All local implementing partners meet on a monthly basis to address problems related to the movement and utilization of food commodities, difficulties encountered and measures taken to overcome them.

20. WFP’s monthly camp reports are forwarded to Nairobi, where they are consolidated and formally reviewed during monthly food coordination meetings, chaired by WFP and attended by representatives of UNHCR, the Government, CARE , Lutheran World Federation (LWF), and interested donors.

21. In reviewing the period from September 1996 to August 1997, the joint mission confirmed that WFP had been able to maintain the commitment of 1,879 kilocalories per person per day despite the occasional break in the pipeline for certain commodities such as oil and beans. This was achieved by obtaining loans from in-country or regional projects, totalling almost one third of the entire supply over a 12-month period. This permitted general ration distribution for an additional 18,000 beneficiaries above the planned figure of 158,000.

22. The major risk faced by the refugee operation in Kenya is the apparent decline in the level of resources available to WFP, UNHCR and partner NGOs. To minimize future shortfalls in food resources, WFP will continue to negotiate with donor representatives for the timely mobilization of food shipments. To reduce delays caused by shipment and importation, local and regional purchases will be encouraged for commodities such as fortified blended foods, iodized salt and sugar when cash in lieu of commodities is available. Whole maize and beans may be procured locally, depending on stocks, current price and availability of funds. WFP, together with UNHCR, will keep the donors and implementing partners aware of any major developments which may affect the overall livelihood, and health and nutritional status of the refugees.

23. Another risk factor which can adversely affect refugees is drought. The refugee camps are situated in arid areas in Kenya which have suffered a series of droughts, most recently in 1992/94 and 1996/97. Drought conditions worsen the situation for refugees as local foods such as milk, livestock and wild foods become unavailable or prohibitively expensive. Livestock deaths of refugee-owned stock increase. The deteriorating health and nutrition of the local population results in an influx to the health centres and a demand upon registered refugees to share rations. It is possible that drought conditions could recur in the 1998-2000 period. However, during the third quarter of 1997 and the first quarter of 1998 a different risk showed its face. Floods were a serious problem to the delivery of food under the third expansion of the protracted refugee feeding operation. The normal road links to the Dadaab camps were severed by flood waters. This forced WFP to deliver food by air. However, this arrangement was an expensive undertaking since the incremental costs, at 408 dollars a ton, were not foreseen under the PRO's landside transport, storage and handling (LTSH) costs.

Non-food inputs

24. UNHCR provides shelter material, blankets, kitchen sets, plastic sheets, jerricans and soap to refugees. Firewood is distributed only in Kakuma. UNHCR also provides piped water from boreholes at a rate of 15 to 20 litres per day, sufficient only for domestic consumption and very small-scale waste-water irrigation.

25. From late 1996, WFP has retained over 867,000 empty food containers and slightly over half of these have been distributed, in the period September 1996 to August 1997, to support a range of projects. In Kakuma and Dadaab, over 47,000 containers were given to girls, who were enrolled in primary school and had attended at least 75 percent of the school days per month. As a result of this and other incentives for girls' education, there was a 56 percent increase in girls' enrolment in 1996, and a further increase of 27 percent in 1997, in the CARE-sponsored primary schools in Dadaab. A similar increase was noted in Kakuma. However, in spite of a higher enrolment, gross enrolment rates for girls are low: 72 percent in Kakuma and 34 percent in Dadaab. Therefore, the mission recommended that WFP/UNHCR and educational partners continue and intensify their incentive programmes to encourage girls' enrolment and attendance in primary schools. In this regard, WFP will expand the provision of empty sacks and other containers by giving five containers per child per month. Furthermore, NGOs will also increase their sensitization programmes for refugees through community dvelopment workers so as to encourage refugees to send more children to school.

26. About 276,000 empty containers were distributed to refugee households for general use. About 54,000 were used by two NGOs, CARE in Dadaab (for the construction of latrines); Don Bosco in Kakuma used empty oil containers to construct tin doors, as a practical learning exercise, in its vocational training programme. The doors were later distributed to handicapped refugees. WFP will continue to work with NGOs to use empty food containers in innovative ways.

27. UNHCR has a number of partners to assist in the camp operations. These include health NGOs, MSF/B in Dadaab and IRC in Kakuma, that operate hospitals and health posts, run supplementary and therapeutic feeding programmes and undertake regular nutritional surveys (in the camps). CARE is responsible for a wide range of activities in Dadaab, including camp management, logistics, distribution of food and non-food items, education, vocational training, social services, and water and sanitation. Like CARE, LWF has similar responsibilities in Kakuma, with the exception of education which is currently handled by Radda Barnen (Sweden). IRC also oversees adult education, forestry and cultivation

programmes in Kakuma. German Development Cooperation (GTZ) implements an afforestation, fuel conservation and energy-saving stoves project in Dadaab. A number of other NGOs operate schools, impart reproductive health, skills development and vocational training, and run savings and loans schemes within the camps. The mission found that many NGO-supported activities effectively addressed the needs of women and recommended that basic education for children and activities to enhance women's skills' development continue to be supported.

28. Approximately 3,000 refugee incentive workers, of whom 40 percent were women, were employed in 1997 by NGOs for positions in education, community health, security, and food handling and distribution. The income earned averaged Ksh 1,798 (29 dollars) a month. Although minimal, such an income renders some households slightly better off than others. UNHCR estimates that these incentives represent 15 to 20 percent of its budget filtered through NGOs. A reduction in the incentives, arising from UNHCR's financial constraints, will likely have a negative impact on refugees' livelihoods. UNHCR and the NGOs concerned plan to target more women in the future for these positions.

FOOD AID STRATEGY

29. A standard general ration will continue to be distributed to all refugees, through a centralized system, in which women are given preference for collection. In order to better satisfy the need for suitable foods for children, and to increase the micronutrients in the general ration, fortified blended food has been included in the general ration on a year-round basis and at a slightly higher ration scale than in the previous phase. Community extension services will inform refugees on how to prepare fortified blended foods in order to retain Vitamin C and other micronutrients.

30. The 1997 mission found that little sensitization of the refugee community had been undertaken on ways of selectively reducing general food rations to less needy refugees. SCF-UK's 1997 survey[1] indicates that there is no obvious way to target poorer refugees through alternative 'food aid modalities'. Targeting in the camps will only be possible with the agreement and full participation of the refugee community. The mission recommended that UNHCR, WFP and partners at the camp level review the potential for targeting and outline a phase-down strategy that would be acceptable to the refugee community. The methods to be used to phase down will be developed in conjunction with the refugee community during the project implementation period and rations will be adjusted accordingly.

31. WFP and UNHCR will provide food for both supplementary and therapeutic feeding through the health NGOs. These selective feeding programmes are primarily targeted to vulnerable groups. Children under five years of age with under 80 percent weight for height (WFH), expectant and nursing mothers, tuberculosis out-patients on treatment (three months) and hospital in-patients will receive rations, under supplementary feeding (SFP); children with under 70 percent WFH will participate in the therapeutic feeding programme (TFP). The planned numbers of refugees benefiting from SFP and TFP are 2,000 and 900, respectively. The mission recommended that the figures be apportioned, on an annual basis, between Kakuma and Dadaab camps on the basis of population statistics and nutritional status, and that actual coverage be reviewed regularly by UNHCR and WFP.

[1] SCF-UK *Food Economy Updates*, September 1997.

32. Kakuma has a significantly higher number of children aged between eight and 18 years (including unaccompanied minors), mainly boys. The daily energy requirement of these 17,000 children is 270 calories per person above the average received through the general ration. This deficiency will be met by providing an additional 70 grams of cooked fortified blended foods at schools. IRC and Radda Barnen operate the school nutrition programme jointly. The mission recommended that vitamin and mineral supplements be provided to these children on a regular basis.

33. The cost of LTSH reduced from 142 dollars a ton, established in early 1996, to 127 dollars in 1997, as a result of a more competitive transport market and the depreciation of the Kenyan shilling. For EDP management, WFP pays CARE Ksh 672 a ton (11 dollars) in Dadaab and spends eight dollars a ton in Kakuma (WFP-managed). These rates are in line with levels paid in other refugee operations in the East Africa region. In Kakuma, there are five rubhalls with a storage capacity of 2,000 tons; in Dadaab there are 25 rubhalls with a capacity of 10,500 tons.

34. Apart from the specific and extensive road network disruption brought about by floods in 1997/98, as discussed in paragraph 23, roads to the camps are usually cut off during the two wet seasons each year. WFP aims, barring breaks in the food pipeline, to pre-position a 90-day buffer stock in the camps prior to the onset of the rains. The Garissa to Dadaab road (100 km), most frequently rendered impassable, was improved in 1996 and 1997 through repairs by UNHCR and the Ministry of Works, but these improvements will have to be repeated following the massive flooding. Losses in transit have been minimized, averaging 0.25 percent of contracted cargo. WFP deducts the full value of transit losses from transporters' invoices.

PERFORMANCE MONITORING

35. In 1997, initial Joint Plans of Action were prepared by WFP, UNHCR and partner NGOs, both at the national and Dadaab camp levels. Although these represented a commendable start, the mission recommended that comprehensive and detailed plans, highlighting objectives and areas of responsibility of each particular agency and post and noting specific deadlines, be established at each camp for a 12-month period. Plans of Action will set out the overall objectives for which joint monitoring indicators will be established. These joint plans will be reviewed and updated on a quarterly basis and will be the starting point for formulating national-level joint plans. This will help to identify high- and low-priority activities which can guide the application of financial cut-backs imposed by UNHCR in 1998.

36. Performance monitoring will continue to be carried out through routine systems, established by each agency, as well as through food basket monitoring, regular nutrition surveys, "household food economy surveys" and special studies.

37. General ration distributions are monitored by WFP, UNHCR's distribution partners and refugee representatives. Key indicators are the kilocalories distributed per person for the ration cycle, and the composition and scale of the ration. WFP staff at the field level also monitor the participation of refugees, especially women, in Food Advisory Board meetings. The 1997 mission recommended that camp staff undertake joint monitoring visits to distribution sites and that Nairobi-based WFP and UNHCR staff conduct joint monitoring visits to camps to review food-related issues and resolve problems. The mission also

recommended that agencies' staff review and use planning and monitoring guidelines, including the Commodity Distribution Guidelines.

38. In Dadaab, MSF/B monitors the food basket during each distribution by weighing the rations of 90 families, three for each family in each axis camp. MSF/B prepares graphs for each month depicting: the commodity ration actually distributed and received, as compared to the one planned; and the average kilocalorie/person/day of the total general ration distributed. The 1997 mission found the food basket monitoring a useful tool and recommended that a similar system be established in Kakuma, undertaken by IRC.

39. SCF-UK surveys, in 1996 and in 1997, have systematically reviewed the following indicators: breakdown of the population by age and sex (and recent changes), major events during the year, general ration distributions, health and nutrition trends, complementary foods distributed, market prices and distribution of non-food items. All sources of food, income and expenditure have been analysed. Relative wealth groups were identified within the refugee population based on definitions provided by the refugees themselves. Conclusions were drawn on a number of topics, including: barriers to increased self-reliance; dependency on the general food ration; definition of vulnerable socio-economic groups; role of incentive incomes; impact of distribution of complementary foods and non-food items; impact of headcounts and revalidation exercises; and interrelationships between food, income and expenditures for different nationalities and wealth groups. This information has proven useful for decision-making.

40. Nutrition surveys are conducted regularly in all camps to: quantify global and severe malnutrition among children aged six to 59 months; identify high risk groups; assess nutritional trends; evaluate the impact of selective feeding programmes and general food distribution; and evaluate immunization coverage for measles of children under five years. Nutritional survey results have been widely used in re-adjusting feeding programmes. In Kakuma, in particular, the validity of the surveys conducted in 1997 has been questioned by UNHCR, which felt that there were problems in the methodology. The 1997 mission recommended that UNHCR and implementing NGOs ensure that future nutrition surveys are carried out under close supervision by trained staff. For Kakuma, IRC will assign a trained staff member to implement, supervise and monitor nutrition programmes in order to ensure their effectiveness. In addition, UNHCR, in consultation with WFP, will render more effective the dissemination of routinely collected information provided by the surveillance systems for monitoring the health and nutritional status of the refugees.

41. As regards the School Nutrition Programme, in Kakuma, UNHCR and its health partner, IRC, will monitor it by: undertaking nutritional assessments; regularly reviewing school attendance; and analysing the use and sale of food commodities, especially by unaccompanied male minors. WFP will continue to monitor school enrolment and attendance, disaggregated by gender to identify trends related to the school nutrition programme and distribution of empty food containers (to girls).

42. Special studies have been undertaken, such as WFP/UNHCR's gender study in January and February 1998, which is aimed at developing a baseline from which priority interventions targeting women can be supported, and later assessed. Studies on environmental issues, impact of skills development and training activities, etc., are undertaken frequently by UNHCR and its NGO partners. The 1997 mission noted that evaluation surveys and special studies should be disseminated to all agencies for use by UNHCR.

43. WFP will continue to request UNHCR to monitor the distribution of food for repatriating refugees through the latter's cross-border operation.

44. In 1999, WFP will conduct a mid-term review to assess the effectiveness of the feeding operation. This exercise will focus on the progress achieved during the first year of implementation of this phase and will provide for the introduction of any desired modifications. UNHCR will participate in the review and donor representatives will also be invited to take part. The results of this review will be made available to the donor community. Funding for this exercise has been included in the direct support costs under the budget of this project (provided in Annexes I and II).

NUTRITIONAL CONSIDERATIONS AND FOOD BASKET

45. During 1996 and 1997, the international community was informed by health agencies in Kakuma about a high prevalence of malnutrition and anaemia among children under five and school-aged children, especially the Sudanese unaccompanied minors. During the 1997 mission, an assessment was carried out by a team of experts from UNHCR and IRC for children identified as eligible for SFP and TFP. The assessment's results indicated that the prevalence of malnutrition among children is much lower than stated in surveys and could be at or below five percent for children under 80 percent WFH. The mortality data are comparable to those of other normal refugee operations.

46. In Dadaab, a nutrition survey conducted in early January 1997 indicated a nutritional crisis with global acute malnutrition (less than 80 percent WFH median) of between 12.1 and 24.2 percent and severe malnutrition (less than 70 percent WFH median) of between 2.2 and 4.5 percent. The range denotes differences between the three axis camps in Dadaab. Increasing deficiencies of micronutrients including iron, and vitamins A, B and C were noted. Mortality rates had increased to an unacceptable level of 4.3/10,000/day in January 1997. It should be noted that much of eastern Kenya and southern Somalia was in the grip of a serious and prolonged drought at that time.

47. Under a blanket feeding intervention, MSF/B distributed blended foods, vegetable oil and sugar to 24,000 vulnerable persons for a period of five and a half months, while intensifying health care services. WFP provided blended food, reallocated from other operations, and UNHCR procured food commodities for this intervention. The latest nutrition survey, in August 1997, showed a significant reduction of global acute malnutrition to between 6.6 and 11.3 percent, and severe malnutrition to between 1.6 and 2.2 percent. The mortality rate also reduced to a more usual level of under 1/10,000/day for both children and adults.

48. The mission recommended the following per capita daily ration, inclusive of complementary food (indicated with an asterisk) to be supplied by UNHCR, for general, supplementary, therapeutic feeding, and for the school nutrition programme.

Commodity (grams)	General ration	Supplementary ration	Therapeutic ration	School nutrition ration
Wheat flour	220			
Whole maize	235			
Lentils/beans	60			
Vegetable oil (enriched with Vitamins A and D)	25	25	70	

Blended foods (fortified)	40	225	100	70
Iodized salt	5			
Sugar		25	50	
Fresh food items*	50			
Dried skim milk*		20		
Therapeutic milk*			300	

The general, supplementary and therapeutic rations are based on 365 days a year, whereas the school nutrition ration covers the school calendar, i.e. five days a week, 180 days a year.

49. All rations are well accepted by the refugees. The general ration provides 2,126 kilocalories (68 grams of protein)[1] per person per day or 2,032 kilocalories, excluding the milling supplement. The general ration takes account of the new FAO/WHO guidelines of 2,100 kilocalories per person per day. This increase is in the process of being adopted by WFP and UNHCR, updating the previously used guideline of 1,900 kilocalories per person per day.

50. Milling of whole cereals is to be performed at the camp level by the refugees prior to consumption. The general ration includes a supplement equivalent to 12.5 percent of the whole grain supplied to compensate refugees for milling costs and losses. In Kakuma, UNHCR will provide a limited number of hand grinders to vulnerable groups.

51. As regards selective feeding programmes, WFP-supplied foods will provide the following per capita nutritional values: for supplementary feeding—1,176 kilocalories and 40 grams of protein; for therapeutic feeding—1,199 kilocalories and 18 grams of protein; and for school nutrition—270 kilocalories and 13 grams of protein.

52. The total food requirements for the two-year expansion, in tons, are as follows:

Commodity	General ration	Supplementary feeding	Therapeutic feeding	School nutrition	Total
Wheat flour	27 937				27 937
Whole maize	31 445				31 445
Lentils/beans	7 796				7 796
Vegetable oil (enriched with Vitamins A and D)	3 249	37	46		3 332
Blended foods (fortified)	5 198	329	66	428	6 021
Iodized salt	650	0	0		650
Sugar		36	33		69
Total	76 275	402	145	428	77 250

53. The study conducted by SCF-UK noted that the general ration was deficient in micronutrients such as Vitamin A, B2, C, niacin and absorbable iron. With the introduction of fortified food, especially blended food, into the general ration, the following is the

[1] UNHCR complementary foods are not included in the computations for kilocalories and other data.

percentage of needs met, according to the FAO/WHO recommended daily requirements: iron (81 percent), Vitamins A (101 percent), B1 (89 percent), B2 (64 percent), C (43 percent) and niacin (112 percent). The mission recommended that UNHCR's operational health partners continue to provide every six months supplemental micronutrients such as Vitamin A when needed, to children under five and schoolchildren. In addition, iron and folic acid, together with Vitamin C, will be provided to all children and women, of child-bearing age, through the health care programmes. In view of the reported high incidence of anemia, UNHCR's health partners will carry out a survey on worm infestation prior to conducting mass deworming exercises.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

54. The project is recommended for approval.

ANNEX I

PROJECT COST BREAKDOWN

	Quantity *(tons)*	Average cost per ton *(dollars)*	Value *(dollars)*
WFP COSTS			
A. Direct operational costs			
Commodity[1]			
– Maize	31445	155	4 881 200
– Wheat flour	27937	245	6 884 565
– Corn-soya blend	6021	362	2 180 400
– Iodized salt	650	210	136 500
– Sugar	69	350	24 150
– Vegetable oil	3332	860	2 865 520
– Beans	3898	500	1 949 000
– Lentils	3898	400	1 559 200
Total commodities	77250		20 440 535
External transport			6 638 573
LTSH (a) or b))			
a) Landside transport			
b) ITSH	77 250		9 810 750
Subtotal direct operational costs			**36 889 858**
B. Direct support costs (see Annex II for details)			
Subtotal direct support costs			**2 056 200**
Total direct costs			**38 946 058**
C. Indirect support costs (7.1 percent of total direct costs)			
Subtotal indirect support costs			**2 765 170**
TOTAL PROJECT COSTS			**41 711 228**

[1] This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects may vary over time, depending on the availability of commodities to WFP and domestically within the recipient country.

ANNEX II

DIRECT SUPPORT REQUIREMENTS *(dollars)*	
Staff costs	
International	880 000
United Nations Volunteers	162 000
National officers	46 000
Local staff and temporaries	324 000
Subtotal	**1 412 000**
Technical support services	
Project appraisal/assessment	20 000
Project evaluation	20 000
Subtotal	40 000
Travel and DSA	
International (4 trips)	20 000
In-country	80 000
Subtotal	100 000
Office expenses	
Rental of facility	53 700
Construction of staff quarters (Dadaab)	9 900
Utilities	10 600
Communications	95 000
Office supplies	21 000
Equipment repair and maintenance	25 000
Subtotal	215 200
Vehicle operation	
Maintenance	86 000
Fuel	43 000
Subtotal	129 000
Equipment	
Communications equipment	15 000
Vehicles (3)	75 000
Computer equipment	35 000
Office Furniture/equipment	10 000
Subtotal	135 000
Non-food items	
Storage facilities/marking on empty sacks	15 000
Other/counterpart training	10 000
Subtotal	25 000
TOTAL	**2 056 200**