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Executive Board  
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## PROJECTS FOR EXECUTIVE BOARD APPROVAL

### Agenda item 6

***For approval***

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## PROTRACTED RELIEF AND RECOVERY OPERATION— KENYA 6226.00

### Food Assistance to Somali and Sudanese Refugees

Number of beneficiaries	224,000
Duration	Thirty-six months (1 October 2000 to 30 September 2003)

Cost (United States dollars)*	
Total cost to WFP	85,384,280
Total food cost	35,459,020

\*One United States dollar equalled 73 Kenyan shillings in March 2000.

### ABSTRACT

The proposed protracted relief and recovery operation (PRRO) for Kenya requests Executive Board approval for US\$85 million for 224,000 refugees (46 percent females and 54 percent males) for a period of 36 months. Two thirds of the refugees are Somali, and the rest are mainly Sudanese. The planning figure reflects: the current population, revalidation exercises, births, new influxes, and resettlement and repatriation for relatively few.

Studies conducted by Save the Children Fund (SCF-UK) over the past four years indicate that refugees meet almost all their food needs from the WFP-supplied food ration. The 1999 Joint Food Needs Assessment Mission and the WFP/UNHCR Evaluation Mission confirmed the total dependence of refugees on external assistance. Refugees reside in camps in remote and arid regions. The Government of Kenya restricts the movement of refugees outside the camps. Opportunities for petty trade or other income-generating activities, both within and outside the camps, are highly restricted.

The total food requirement is 159,959 tons for general distribution and selective feeding, and a contingency allocation. To improve direct access to and control over distributed food, most women will collect their household rations. UNHCR revalidation exercises will be undertaken on a regular basis to ensure the accuracy of the registered refugee population.

Several missions have noted the most impressive use of empty food containers in support of women's and girls' activities. Girls' enrolment at primary schools increased by an average of 23 percent over the past two years. WFP will supply empty containers to girls to support this increased enrolment. Likewise, similar support will be extended to women's groups for income-generating activities.

WFP will strengthen its staff capacity to enhance the setting of food aid priorities, joint monitoring and for promoting WFP's Commitments to Women. WFP and UNHCR will undertake monitoring of food distributions, market prices and food use at the household level. UNHCR and WFP, together with implementing partners, will coordinate training on key guidelines for staff and refugees.

## 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 point(s) indicated below, preferably well in advance of the Board's meeting.

Director, Africa Region      Mr M. Zejjari      tel.: 066513-2201  
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Africa Section I:

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2645).



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## LIST OF ACRONYMS USED IN THE DOCUMENT

AHFSI	Aggregate Household Food Security Index
CARE	Cooperative for Assistance and Relief Everywhere
CDC	Centre for Disease Control
DSM	Dried skimmed milk
EDP	Extended delivery point
EMOP	Emergency operation
ESD	Economic skills development
GDP	Gross domestic product
GTZ	German Technical Agency for Cooperation
IGAD	Inter-Governmental Authority on Development
IRC	International Rescue Committee
JFAM	Joint Food Needs Assessment Mission
LOU	Letter of Understanding
LTSH	Landside transport, storage and handling
LWF	Lutheran World Federation
MOHA	Ministry of Home Affairs and National Heritage
MSF	<i>Médecins sans frontières</i>
OLS	Operation Lifeline Sudan
PRO	Protracted refugee operation
PRRO	Protracted Relief and Recovery Operation
SCF	Save the Children Fund
WFH	Weight-for-height



## CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

1. Kenya is a low-income, food-deficit country<sup>1</sup> with a gross domestic product (GDP) per capita of US\$272 and ranking 136<sup>th</sup> out of 174 for both the Human Development and Gender-related Development Indices (UNDP, 1999). The total population is estimated at 30 million. The under-5 mortality rate has increased from 90 to 112 per 1,000 live births over the past five years. Almost half of the entire population lives in absolute poverty. Vulnerability to food insecurity and poverty are highest in the arid and semi-arid areas that have experienced successive droughts and devastating floods in recent years.
2. Life expectancy for the host population in Turkana District—bordering Sudan—where Kakuma refugee camps are located, is 45 years against a national average of 59.5 years. One third of children aged between 6 and 59 months are underweight. District average literacy rates stand at 29.1 percent. Female illiteracy is 82.7 percent, against a national average of 9.8 percent.<sup>2</sup> In Garissa District, bordering Somalia where Dadaab refugee camps are located, life expectancy is 55 years; 41 percent of children aged between 6 and 59 months are underweight; and the average literacy rate is 25 percent. The local population, estimated at around 25,000 at Kakuma and 17,000 at Dadaab, suffer from a high level of food insecurity resulting from recurrent droughts and floods, loss of livestock, conflict and accelerated degradation of the environment around the refugee camps.
3. Kenya provided asylum in 1991 and 1992 to about 420,000 refugees fleeing from civil unrest in neighbouring countries. The stabilization of the situation in Ethiopia and in some areas of Somalia led to a gradual return of 264,000 refugees and 32,000 refugees were resettled. Although the total population was quite stable in 1997 and 1998, persistent insecurity in Somalia and southern Sudan led to a steady influx of refugees throughout 1999.
4. The eastern Equatoria region of southern Sudan has been unstable for many years. In 1999, fighting between the Dinka and Didinga communities and banditry by various tribes rendered road transport too risky for humanitarian agencies to operate. In addition, the inability of Operation Lifeline Sudan (OLS) to undertake relief flights into eastern Equatoria, due to restrictions by the Government of Sudan, severely constrained the population's access to relief assistance. Consequently, an increased number of people fled to Kenya as refugees. In 1998 and 1999, conflict in southern Somalia resulted in refugees crossing the border and arriving at Dadaab camps in Kenya. Regional wars show no sign of abating, the forecast for large-scale repatriation is not promising and resettlement provides a solution for relatively few.

### WFP Assistance to Kenya

5. WFP is currently supporting the Government of Kenya through a Country Programme covering the period 1999 to 2003. The Country Programme, totalling US\$32.5 million, aims to alleviate poverty in arid and semi-arid areas through support to basic education and community nutrition. In response to a drought in northern and eastern Kenya, WFP is also supporting an emergency operation (EMOP 6203.00), valued at US\$43.4 million, from February to June 2000. It targets 2.7 million affected persons.

<sup>1</sup> Aggregate Household Food Security Index (AHFSI) of 71.1 (FAO) ranking Kenya 51<sup>st</sup> out of 61 countries.

<sup>2</sup> Kenya National Human Development Report, UNDP, 1999.



6. WFP has supported refugees hosted by the Government of Kenya since 1991. Since then, for the period going from 1991 to 30 September 2000 WFP has supplied or committed 440,334 tons of basic food commodities for refugees in Kenya<sup>3</sup> at a total cost of US\$246,233,858.
7. The Joint UNHCR/WFP Evaluation, conducted in September 1999, assessed the relevance, effectiveness and impact of the long-term assistance provided to refugees. The mission concluded that in the absence of durable solutions—and given the economic, political and environmental constraints of the camps—refugees in Kenya remain dependent on a full food aid ration for both consumption and exchange. Subsequent to the evaluation mission, in November 1999 UNHCR/WFP Joint Food Needs Assessment Mission (JFAM) appraised the needs for the planned operation. The JFAM team analysed the feasibility of the salient forward-looking recommendations of the evaluation mission and endorsed those considered to be most relevant for the planned phase. The main recommendations of the joint evaluation have been summarized in Annex III. The findings of both the evaluation and food needs missions have been incorporated in the relevant sections throughout this document.<sup>4</sup>
8. While a number of international agencies assist refugees, few target the local population. WFP, through its ongoing School Feeding Programme with the Government, provides hot meals to children enrolled in schools in several districts in Kenya. This includes the two districts where refugees reside. WFP plans to incorporate additional assistance to populations in the refugee-affected areas through its proposed EMOP and through the Disaster Mitigation Basic Activity under the Country Programme. For the host population, UNHCR plans to continue its support to local works, such as the construction of schools, police posts and water supply systems as well as support to health services.
9. The Ministry of Home Affairs and National Heritage (MOHA) coordinates the refugee operation in Kenya with support from the Ministries of Finance, Foreign Affairs, Health, Works, Environment and Natural Resources. MOHA liaises closely with the Office of the President for overall policy and security-related issues. UNHCR is responsible for protection and general care and maintenance of refugees in Kenya, including the provision of health, education, water supply, community services, complementary food and non-food items. UNHCR's budget is approximately US\$10 million per year. For its operations, UNHCR collaborates with WFP and UNICEF and five major non-governmental implementing partners.

### Situation Analysis

10. Of the 208,129 refugees in Kenya, 124,757 (60 percent) are located at Dadaab and 83,372 (40 percent) at Kakuma<sup>5</sup>. Two thirds of the refugees are Somali, and the rest are mainly Sudanese. A small proportion of other nationalities is represented. Women comprise 40.5 percent of the population in Kakuma camps. This results in a high proportion of males (59.5 percent) at the camp. In Dadaab, 49 percent are women and girls, reflecting a normal demographic breakdown.
11. In Kakuma, new arrivals from Sudan, recognized as *prima facie* refugees since 1999, are received and screened through a Transit and Reception Centre in Lokichoggio. Since the

<sup>3</sup> This was covered by four emergency operations and six protracted refugee operations (PROs).

<sup>4</sup> The JFNAM Report is available upon request.

<sup>5</sup> As a result of influxes and births, between October 1998 and November 1999, the registered population of refugees in Kenya increased by 18.5 percent—from 175,532 to 208,129.



beginning of 1999, an average of 300 to 400 new arrivals per week<sup>6</sup> were registered and accommodated in the camp. UNHCR collaborates with Kenyan immigration officials at border posts to prevent recyclers. In Dadaab, UNHCR began a new registration process at the camp level in January 1999. Eleven thousand refugees were registered in August 1999 as a result of conflict in Somalia.

12. Studies conducted in 1996, 1997 and 1999 by SCF-UK<sup>7</sup> indicate that almost all refugees access almost 90 percent of their food needs from the WFP-supplied food ration. A portion of the ration (usually maize or wheat flour) is sold or exchanged by around 40 percent of the refugee households. The proceeds are used to purchase firewood or charcoal, to grind the whole maize, and to buy very small amounts of other food, including milk and sugar, meat and vegetables to complement the basic rations.
13. Food security initiatives such as agriculture and livestock rearing and expanding petty trade face extreme obstacles. Livestock rearing is completely restricted in Kakuma camp, as the local communities prohibit it because of encroachment on limited grasslands. In Dadaab camps approximately one third of refugee households own livestock, mainly goats and poultry. Opportunities for trade are also restricted by the refugees' lack of mobility to travel within Kenya and the lack of a market for trade goods within the camps.
14. In the 1998 to 1999 period, the health and nutritional status of refugees has been satisfactory with acceptable morbidity and mortality levels. In Kakuma, a favourable trend in health and nutrition was noted among children under 5 years and those of school age, and among women. UNHCR requested the Centre for Disease Control (CDC) to investigate the prevalence of anaemia and assess the nutritional status of adolescents. The study concluded that the prevalence of anaemia is generally comparable with rates in other stable African populations. In Dadaab, three nutrition surveys of children under 5 indicate that the global malnutrition rate has remained stable and at acceptable levels of between 5 and 10 percent (less than 80 percent weight-for-height median). Mortality rates in Dadaab in 1998 and 1999 ranged from 0.15 to 0.31 per 1,000 per day. The malnutrition rate is higher among children 6 to 29 months. Seventy percent of refugee women breast-feed their babies, although some not for long enough.<sup>8</sup> Inappropriate weaning foods, like tea and water, are often introduced earlier than recommended.

## Gender Issues

15. Three quarters of refugee women are married; the rest are widows or single. Many are pregnant or nursing. The birth rate ranges from 3 percent at Kakuma to 3.3 percent at Dadaab, despite efforts by UNHCR and NGOs to encourage family planning. Most women (70 percent) have never been to school and cannot read. At the camps, women engage in traditional roles such as the collection of fuelwood and water, childcare and domestic activities, and engage in petty trades such as selling vegetables and clothes.

<sup>6</sup> During some weeks this figure reached a peak of 1,000.

<sup>7</sup> SCF-UK *Household Food Economy Assessment of Ifo, Dagahaley and Hagadera Camps*, October 1996, *Household Food Economy Assessment of Kakuma Camp*, October 1996, *Food Economy Update -- Kakuma Refugee Camp*, September 1997 and *Food Economy Update of Dadaab Refugee Camps*, September 1997, *Food Economy Updates of Kakuma I, II and III*, September 1999, *Food Economy Updates of Ifo, Dagahaley and Hagadera, Dadaab*, September 1999.

<sup>8</sup> CARE-Kenya, *Reproductive Health Knowledge, Attitudes, Practices and Service Coverage Study in Dadaab Refugee Camps*, July 1999.



16. Women are under-represented in decision-making at the camps. This reflects the traditional patriarchal societies they come from, where their status is dominated by male relatives, especially their husbands.
17. WFP, UNHCR and implementing partners are addressing the need for greater representation of refugee women on Food Advisory Committees by co-opting women to speak on behalf of their communities regarding food ration entitlements, firewood distribution and management of the distribution processes. In Kakuma, 30 women representatives (representing 45 percent of Food Advisory Committee meeting participants) have been especially active in advocating for the needs of their communities. Women from the Somali community have frequently taken a lead in discussions. In Dadaab, Food Advisory Committee meetings are attended by section leaders, comprising 12 women (34 percent) and 23 men, and by the community services management logistics team; the latter has only 20 women (18 percent) out of 109 members. Male representatives often suppress women's contributions, especially when controversial issues are discussed. Through attendance at these meetings, however, women representatives obtain useful information that they convey to their respective community members. This reflects a gradual change in the traditional structures.
18. Incidents of sexual and gender-based violence are prevalent in the camps, especially in Dadaab. When women gather firewood they risk sexual violence perpetrated by bandits. The number of cases of alleged rape declined from 106 in 1998 to 50 in 1999 after UNHCR introduced firewood distribution (approximately one third of monthly needs), and other security measures in Dadaab. Firewood distribution is planned to continue.
19. Girls' enrolment at primary schools has increased in the camps, with increases ranging from 22 to 25 percent over the past two years.<sup>9</sup> Despite this achievement, the proportion of girls at upper primary and secondary levels is minimal. This is attributed to cultural constraints, household chores and a lack of female sanitary materials that compel older girls to drop out or to attend school irregularly.
20. The joint evaluation mission noted the most impressive use of empty containers as an incentive programme for girls' education, construction of classrooms, walls and latrines, and the generation of funds. Empty sacks were given directly to girls newly enrolled in schools and to those with good attendance and performance records. WFP gave 125,000 empty sacks to CARE to generate Ksh 2.52 million. These funds were utilized to construct 33 classrooms for girls. Empty vegetable oil containers (91,456 tins) were flattened and used as sheets for classroom walls and latrines, thereby reducing construction costs. Also, in Kakuma, unaccompanied minors used empty tins for the construction of shelters.

## Environmental Issues

21. Environmental degradation is a concern for aid agencies, local communities and the Government. The large sedentary refugee population causes damage to the fragile arid environment by consuming large amounts of locally-available wood for fuel and construction. UNHCR supports the refugee population with camp-based afforestation,

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<sup>9</sup> In Kakuma, in October 1997, 3,870 girls were enrolled in primary school; by August 1999 this figure increased by 22 percent to 4,974 girls. Similarly in Dadaab, girls' enrolment at the primary level has increased by 25 percent from 5,512 in 1997 to 7,401 in October 1999.



regeneration of vegetation cover, fuel-saving technologies, and formal and non-formal environmental education.

## Government Recovery Policies and Programmes

22. The National Refugee Secretariat of MOHA coordinates the refugee operation in Kenya. One of the major changes that will be effected through the proposed Refugees' Act is the establishment of a National Council for Refugees.<sup>10</sup> The Government of Kenya's policy is to have the refugees reside in areas adjoining the entry points, which are in remote, arid regions. The Government restricts the movement of refugees outside the camps. Work permits are not issued to camp-based refugees. Paid employment of US\$33 to US\$53 per month is limited to teachers in refugee schools and health workers in hospitals.

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## IMPLEMENTATION STRATEGY

### Beneficiary Needs

23. The camp environment, socio-economic conditions and government policy together prevent any real opportunity for alternative sustainable solutions for the self-reliance of refugees. Food aid is, and always has been, essential to refugee survival, both for consumption and as a commodity of exchange. In addition, complementary foods are required to diversify the diet and to augment the micronutrient contents. The WFP/UNHCR/Donor JFAMs<sup>11</sup> and the SCF-commissioned household food economy studies confirm the need to continue with full general rations.<sup>12</sup>
24. Expectant and nursing mothers and children under 5 require supplementary foods based on the criteria established jointly by UNHCR and WFP. The nutritional surveys indicate that children between 6 and 29 months are more vulnerable to severe malnutrition and require treatment and therapeutic feeding under medical supervision.
25. Kakuma camp's population is predominately male (60 percent), because of the number of male minors and teenagers fleeing war-affected areas. Especially from the ages 10 to 25 years, there are more males than would be found in a normal developing country profile or in other refugee situations. The energy requirement for 20,100 school-going children is not fully met through the general ration of 2,032 kcal. They require an additional 270 kcal to boost their energy levels.
26. While in 1998 and 1999 there was a higher number of girls attending primary school, there is a continuing need to encourage increased girls' enrolment and attendance in view of the high influx of refugees and the lower proportion of girls compared to boys in the school system. In Kakuma, 26 percent of primary schoolchildren are girls, and in Dadaab 38 percent.

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<sup>10</sup> The absence of a national refugee law has not prevented Kenya from welcoming a large number of asylum-seekers and facilitating the work of UN agencies and NGO partners. UNHCR is working with the Government to promote passage of national legislation which will incorporate refugee law and principles consistent with the 1951 Convention, 1967 Protocol and the 1969 OAU Convention, to which Kenya has acceded. To this end, "The Refugees Bill, 1999" has been drafted and initial discussions with stakeholders held.

<sup>11</sup> JFAMs were conducted in 1996, 1997 and 1999.

<sup>12</sup> This conclusion was further confirmed by the Joint UNHCR/WFP Evaluation in 1999.



## The Role of Food Aid

27. A standard general ration will continue to be distributed to all refugees, through a centralized system, to meet their basic food needs. Fortified blended food has been included to provide suitable foods for young children and to increase the micronutrients in the general ration. In addition, through selective feeding programmes, food aid will enhance the nutritional status of malnourished women and children. Food aid will also meet the immediate food needs of newly arrived asylum seekers in the camps.

## Programme Approaches

28. WFP will assist refugees in camps in Kenya through general food distribution (inclusive of additional rations provided through schools in Kakuma) and through selective feeding programmes.

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## RISK ASSESSMENT

29. Armed conflict in neighbouring countries may increase, causing more instability and insecurity and resulting in more asylum seekers crossing into Kenya. This insecurity will also prevent the repatriation of existing refugees. At the camps, outbreaks of conflict between the local population and refugees and fighting between refugees of different nationalities or different social groups could occur. Banditry, around the camps and on the major access roads may continue to pose security problems for movement of staff, foodstuffs and other cargo. Additionally, refugees, especially women, will continue to risk possible violent physical attacks and rapes both within and outside the camps.
30. If timely and adequate assistance from donors, governments and other partners, both directly to WFP and indirectly to UNHCR and partners, is not forthcoming it could lead to malnutrition levels exceeding acceptable standards. To ensure that adequate resources are available, efforts need to be made to ensure that the number of refugees at each camp is kept as accurately as possible.
31. Natural disasters such as drought and floods could affect the refugees by decreasing the availability of local milk, livestock and wild food products or by increasing their cost excessively. Floods and even seasonal rains create havoc with humanitarian supply lines, thereby increasing the costs of food transport and reducing coping mechanisms available to refugees.

## Objectives and Goals

32. The objectives of WFP's assistance are to:
- provide refugees with access to a basic ration through general ration distribution, and ensure that the energy needs of schoolchildren (Kakuma) are met through the school feeding programme; and
  - maintain or improve the health and nutritional status of malnourished children under 5 and expectant and nursing mothers, through selective feeding programmes.



## IMPLEMENTATION PLAN

### Key Programme Components

33. The key programme components envisage support to:
- a) registered refugees in camps through general ration distribution (in Kakuma also through a school feeding programme);
  - b) supplementary and therapeutic feeding programmes.

### Beneficiaries, Needs and Food Basket

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

34. The planning figure averaging 224,000 refugees reflects: the current population (208,129), planned revalidation exercises, natural growth of the population, projected influxes from Somalia and southern Sudan, and a small number of refugees being resettled or repatriated. The proposed population will comprise 103,100 females (46 percent) and 120,900 (54 percent) males, reflecting the larger proportion of males in Kakuma camps. The school feeding programme in Kakuma will cover an average of 20,100 children—7,100 girls (35 percent) and 13,000 boys (65 percent)—reflecting the demographic profile in the camp.
35. The joint evaluation mission noted that registration problems have occurred throughout the history of the programme and continue to be of central concern to WFP and UNHCR. In order to address the need for accuracy regarding the registered refugee populations, UNHCR-led exercises have been undertaken. In Dadaab, the total population dropped by 16.1 percent, from 125,114 to 106,222, following a head count and revalidation of cards conducted in May 1998. UNHCR experimented with the Biometric Enrolment System in Kakuma during 1998 and 1999. However, the electronic equipment malfunctioned repeatedly in the harsh camp environment and subsequently UNHCR planned to adopt another registration method with the Government of Kenya. In the event that the UNHCR/Government registration does not occur as planned, a card revalidation exercise will be undertaken. In addition, as agreed by the joint UNHCR/WFP task force on refugees, should the population in either Kakuma or Dadaab camps increase by 30 percent, a revalidation exercise will be undertaken.

#### **Activity 2: Selective feeding programmes**

36. The selective feeding programme coverage includes 2,425 females (60 percent) and 1,575 males (40 percent) totalling 4,000 beneficiaries. The selection criteria, based on the “UNHCR/WFP Guidelines for Selective Feeding Programmes”, will include moderately malnourished children under 5 (between 70 percent and 80 percent of the median weight-for-height) and expectant and nursing mothers. Expectant and nursing mothers will be selected on the basis of middle upper-arm circumference of less than 22 cm.

#### **Population planning figures for October 2000 to September 2003**

37. The following table outlines the populations disaggregated by gender to be included in Activities 1 and 2, based on camp-level statistics. The planning figures for registered refugees are further disaggregated by year, showing gradual increases in the population as well as the three-year average.



Year	Planning figures Kakuma			Planning figures Dadaab			Total		
	F	M	Total	F	M	Total	F	M	Total
<b>Registered Refugees</b>									
2000/2001	30 000	45 000	75 000	62 500	62 500	125 0	92 5	107 5	200 000
2001/2002	35 600	53 400	89 000	67 500	67 500	135 0	103 1	120 9	224 000
2002/2003	41 200	61 800	103 000	72 500	72 500	145 0	113 7	134 3	248 000
<b>Average</b>	<b>35 600</b>	<b>53 400</b>	<b>89 000</b>	<b>67 500</b>	<b>67 500</b>	<b>135 0</b>	<b>103 1</b>	<b>120 9</b>	<b>224 000</b>
Supp. Feeding	875	525	1 400	1 250	750	2 0	2 1	1 2	3 4
Ther. Feeding	100	100	200	200	200	400	300	300	600
<b>Total Selective Feeding</b>	<b>975</b>	<b>625</b>	<b>1 600</b>	<b>1 450</b>	<b>950</b>	<b>2 4</b>	<b>2 4</b>	<b>1 5</b>	<b>4 0</b>
School Feeding	7 100	13000	20 100	0	0	0	7 1	13 0	20 1

## Food Basket Ration Scale and Distribution

### *General food distribution in the refugee camps*

38. The general food ration totals 585 grams; it contains 2,126 kcal and 68 grams of protein per person per day. Exclusive of the milling loss, the consumable ration totals 2,032 kcal per person per day.<sup>13</sup> Whenever feasible, vitamin-enriched vegetable oil and wheat flour will be supplied. UNHCR will provide complementary food items to the refugees or, whenever feasible, cash to the poorer groups of refugees for purchasing their own foods in the camps. In Kakuma, the school feeding ration will provide 270 kcal and 13 grams of protein per child per day and cover a period of 180 schooldays per year.

### *Implementation*

39. Prior to 1995, camp leaders received food in bulk for distribution. This system, however, was found to result in food diversions and the imposition of a levy on the refugee population. Food distribution on a bimonthly basis to family heads has promoted food security at the household level. The joint evaluation mission noted that with bimonthly distribution, implementing partners utilize staff and resources for distribution, to the detriment of other programmes. It recommended moving to a once-a-month distribution cycle. Upon revisiting this issue, the 1999 JFAM concluded that monthly distribution would contribute to food losses at the household level, due to theft and pest infestation, as a result of the longer storage period required. Refugees, especially women, noted that monthly distribution entails a higher security risk for them because of the potential violence related to food thefts. Consequently, bimonthly food distribution will be

<sup>13</sup> The following is the percentage of needs met by the general ration: iron—81 percent, Vitamin A—101 percent, B1—89 percent, B2—64 percent, C—43 percent and niacin—112 percent. In addition, UNHCR will provide iron and folic acid, together with Vitamin C, to all children and women, of child-bearing age, through the health care programmes.



maintained. UNHCR and partner NGOs will increase the capacity of the distribution centres and strengthen their staff and transport facilities so as to expedite distribution to accommodate the needs arising from refugee influxes.

40. Refugees will be screened at the entry point to the distribution centre for card verification against UNHCR's data. Food rations for all commodities will be issued in pre-measured scoops and verified, using scales, at the exit point. Non-food items, such as firewood, when available, will be distributed fortnightly. In Dadaab, UNHCR's implementing partner CARE will continue to distribute food using a method of "community self-management" whereby refugees themselves undertake all distribution functions on a voluntary basis. In Kakuma, Lutheran World Federation (LWF) will supervise refugee workers charged with food distribution tasks. Refugee women, in addition to their role on the Advisory Committees, also will take part in the food distribution process, primarily through ration scooping (approximately half of the scoopers are women) and monitoring entitlements at the exit points. Women currently collect two thirds of the household rations. To improve direct access and control over distributed food, women will be encouraged to collect their household rations through separate queues at distribution centres.
41. LWF, UNHCR's implementing partner for primary education, will provide fortified blends for wet feeding to primary schoolchildren as a mid-morning meal. Parents and locally-engaged cooks will prepare the porridge at the school kitchens and serve it to all schoolchildren in attendance.

### **Selective feeding programmes**

42. While global malnutrition rates are within acceptable standards, there is a continuing requirement for therapeutic and supplementary feeding programmes to address the needs of expectant and nursing mothers, affected children, and other medical referrals. Rations for WFP's selective feeding programmes are outlined in the table below. For supplementary feeding the rations provide 1,176 kcal and 40 grams of protein per person per day; and, for therapeutic feeding, 1,199 kcal and 18 grams of protein. The supplementary and therapeutic rations are calculated for 365 days per annum.

### **Implementation**

43. Selective feeding programmes will be administered by health implementing partners on a daily or weekly basis to selected refugees, mainly women and children, through hospitals and clinics. Dry rations of fortified blends, oil and sugar will be distributed for supplementary feeding. Therapeutic feeding rations will be provided on an in-patient basis. UNHCR will provide dried skimmed milk (DSM) for supplementary feeding and therapeutic milk for severely malnourished hospital in-patients.

### **Per capita daily rations, for general, supplementary, therapeutic and school feeding programmes**

44. The following table outlines the WFP ration scale and includes UNHCR's planned rations for complementary foods.

Commodity (grams)	General	Supplementary	Therapeutic	School feeding
Wheat flour (enriched with Vitamins)	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			
DSM		20		
Therapeutic milk			300	

### Approval Mechanism

45. The WFP Country Director/Regional Manager and the Government will sign a Letter of Understanding (LOU) covering the planned PRRO. The LOU will provide for monitoring by both WFP and UNCHR.

### Institutional Arrangements and Selection of Partners

46. The Government's main agency will be MOHA for refugee-related issues. Together with UNHCR, MOHA is responsible for the screening and registration of refugees and for coordinating matters related to security. MOHA also forwards requests for duty waivers for food and other assistance to relevant government departments, notably the Ministry of Finance, on WFP's behalf. At the camp level, the Police Department and the local administration are in charge of management of the police stations and posts, and are responsible for overall security in the region, including the refugee operation.
47. In addition to the Government, WFP's main partners are UNHCR and its implementing partners at the country and camp levels. The main operational partners, responsible for camp management, logistics, distribution of food and non-food items, education, social services, water and sanitation and vocational training, are CARE (Kenya) in Dadaab and LWF in Kakuma. In both camps, *Deutsche Gesellschaft für Technische Zusammenarbeit* (German Agency for Technical Cooperation-GTZ) implements the "RESCUE" project dealing with reforestation, domestic fuel conservation and energy saving. On a bimonthly basis, GTZ distributes firewood to refugees, covering approximately one third of their needs. UNICEF established the water supply systems in both camps and continues to maintain the water supply infrastructure.
48. Inter-agency coordination among the various implementing partners will be pursued on two levels. At the country office level, regular UNHCR/WFP Heads of Agency meetings will be held to resolve issues of mutual concern. In addition, WFP will organize monthly Food Aid Coordination meetings with UNHCR, partner NGOs and occasionally donor representatives. At the camp level, UNHCR will hold regular Heads of Agencies meetings of all partners to exchange information and review progress and development. WFP, together with UNHCR, will hold bimonthly Food Advisory Committee meetings with refugee leaders to share information on the food pipeline, constraints, if any, ration availability and other food-related issues.
49. The main implementing partner for the school feeding programme in Kakuma is LWF. Both LWF and CARE (in Dadaab) collaborate with WFP and UNHCR to support girls' education. Classrooms and latrines will be constructed using empty oil tins (for walls) and empty bags will be used as incentives for girls' enrolment and attendance. Girls will use



the bags to augment household storage and to raise funds for purchasing personal items such as soap and sanitary towels.

50. The main implementing partners for selective feeding in the camps will be *Médecins sans frontières*-Belgium (MSF-B) in Dadaab and IRC in Kakuma. These agencies will manage the day-to-day running of the hospitals and health posts and will undertake nutritional surveys on behalf of UNHCR.

### Capacity-building

51. Building upon previous training, skills development will be actively pursued by WFP and UNHCR staff assigned to the refugee operation, implementing partners and refugees. General training sessions will be held on pertinent guidance materials. Examples include the following:

- Overall policy documents: WFP/UNHCR Memorandum of Understanding, Commodity Distribution Guidelines, Registration, especially the proposed identity cards and fingerprinting system;
- Gender frameworks: People-oriented Planning, WFP Commitments to Women and related gender consultant studies;
- Monitoring tools: Food Economy Analysis methodologies, post-distribution monitoring techniques, Health and Nutrition Guidelines/Studies;
- Environmental Guidelines/Studies;
- Logistics: warehouse management, commodity tracking systems; and
- Contingency planning.

52. WFP will continue to seek increased women's participation in food planning, management and distribution. Specific follow-up training will be undertaken by WFP and UNHCR with implementing partners and refugees, aimed at encouraging women's participation in various leadership capacities, especially those related to food issues. UNHCR, WFP and implementing partners will address women's skills development in the areas of small business management, technical skills development and group formation. In Kakuma, through a micro-enterprise project, savings and credit services will be provided to entrepreneurial women refugees.<sup>14</sup> In Dadaab, the economic skills development (ESD) programme will comprise skills training and a community revolving loan fund targeting refugees involved in petty trade. Since 1999, 203 women (of a total of 268) attended business skills training. The credit programme, mainly benefiting women, expanded from 110 to 121 loans from 1998 to the third quarter of 1999; the re-payment rate was 94 percent. WFP will continue to provide empty food containers in support of these programmes.

### Food Commodity Requirements

53. The total food requirement for the proposed operation is 159,959 tons. This includes 143,489 tons for Activity 1, 1,929 tons for Activity 2 and a contingency allocation of 14,417 tons. The average requirement for a 12-month period, excluding the contingency, is

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<sup>14</sup> Group savings has increased by more than 76 percent from the last half of 1998 to the first half of 1999 and the demand for credit has grown. A total of 100 clients (65 female and 35 male) were trained in loan procedures. Most loans are for small restaurants and shops. The programme employs refugee staff; 60 percent are women.



48,472.3 tons. The following table indicates total tonnage by commodity for each different ration scale.

Commodity (tons)	General ration	Supplementary feeding	Therapeutic feeding	School feeding	Subtotal	Contingency plan (10 percent)	Total
Wheat flour	53 962	0	0	0	53 962	5 396	59 358
Whole maize	57 641	0	0	0	57 641	5 764	63 405
Lentils/Beans	14 717	0	0	0	14 717	1 471	16 189
Vegetable oil (enriched with Vitamins A and D)	6 132	93	46	0	6 271	627	6 898
Blended foods (Fortified)	9 810	838	66	760	11 474	1 148	12 622
Iodized salt	1 226	0	0	0	1 226	123	1 349
Sugar	0	93	33	0	126	12	138
<b>Total</b>	<b>143 489</b>	<b>1 024</b>	<b>145</b>	<b>759</b>	<b>145 418</b>	<b>14 542</b>	<b>159 959</b>

## Logistics Arrangements

54. The landside transport, storage and handling (LTSH) rate decreased from US\$127 per ton in 1997 to US\$122 in 2000. This decrease reflects the depressed transport market, the strengthening of the United States dollar *vis-à-vis* the Kenyan shilling and the maintenance of low transport rates through WFP's regular tendering practices. Losses in transit will be minimized by WFP deducting the full value of transit losses from transporters' invoices. WFP Logistics will continue to directly manage the EDP in Kakuma. The cost of operating this EDP has increased from Ksh 500 per ton in 1997 to Ksh 650 in 1999 due to casual labour costs for the refugee and local population workers. CARE manages the Dadaab EDP on behalf of WFP. Costs related to LTSH and EDP management will be monitored closely throughout the implementation period and adjusted as required.

## Local Procurement of Food Commodities

55. During the period October 1998 to September 1999, 7,018<sup>15</sup> tons of maize, blended food, salt and sugar were purchased in Kenya. Based on this and previous experience, similar quantities will continue to be procured in Kenya, and in other African countries such as Uganda, South Africa and Zimbabwe, when appropriate procurement conditions prevail.

## Monitoring and Evaluation

56. The joint evaluation mission noted that the 1997 UNHCR/WFP Memorandum of Understanding indicates increased responsibility for WFP, particularly in respect of joint monitoring, programme design and the setting of food aid priorities. This, combined with the Commitments to Women, implies a need for a qualitative upgrading and an increase in WFP's staff numbers. The evaluation mission recognized that global financial constraints have determined staffing and resource levels not only at the camp level, but also throughout the operation. This has implications for security, vehicle allocations and training. These shortcomings notwithstanding, the mission further recognized that,

<sup>15</sup> Equivalent to 16 percent of the 42,944 tons of foodstuff distributed in the same period.



measured purely in terms of commodity delivery and staffing, the operation is more cost-effective than similar WFP operations not only in the region, but also worldwide. The 1999 evaluation and JFAM missions both recommended the strengthening of WFP staff capacity for the refugee operation. Increased staff capacity, therefore, has been incorporated in this operation.

57. As recommended by the joint evaluation mission, a Joint Plan of Action will be prepared by UNHCR, WFP and implementing partners. It will include the following items: a) the delivery and distribution of food and non-food items for the forthcoming 12 months; b) a set of monitoring indicators; and c) a matrix of agency activities within the camps. The Joint Plan of Action will be prepared with an emphasis on projected outcomes and mutually agreed upon agency roles. It will be re-negotiated and redrafted every 12 months.
58. WFP and UNHCR will jointly monitor food distribution and the progress regarding the Commitments to Women. WFP's Food Monitors and UNHCR's Field Monitors will supervise the food distribution at the camp level and follow up food uses at the household level. LWF and MSF will undertake the food basket monitoring in Kakuma and Dadaab, respectively. LWF and IRC will undertake monitoring of the school feeding programme in Kakuma.
59. WFP will strengthen its automated Commodity Tracking System. It will provide a comprehensive view of commodity movement throughout the country in support of shipment arrivals, clearances, WFP pipeline management, quality control and commodity movements.
60. Nutritional surveys will continue to be undertaken by the health agencies on an annual basis. Health agencies will use the emergency indicator of weight-for-height in measuring malnutrition. Given the present state, where the majority of this population is no longer in an acute emergency situation, other indicators may be included for monitoring the nutritional status of refugees.
61. Consistent with the recommendations of the 1999 JFAM, WFP/UNHCR and partners will continue to use key monitoring indicators such as food basket monitoring, nutritional surveys, market price surveys and household-level monitoring to ensure the overall quality of programming. Following the recommendation of the 1999 joint evaluation, UNHCR and WFP will establish a regular household food security surveillance system, on a sample basis, in order to monitor consumption patterns, diet diversification, intra-family food distribution, etc.
62. It is planned that a JFAM, including donors as in the past, will be undertaken in 2002 for reviewing progress and planning for the subsequent period.

### Security Measures

63. In recognition of the level of insecurity in Dadaab, the International Civil Service Commission approved the extension of "hazard pay" for United Nations common system staff assigned there. A similar proposal for Kakuma is under review. The Security Management Team represented by the United Nations Resident Coordinator, WFP Representative, UNICEF Representative and UNHCR undertook field visits in January 2000 to assess the security situation.
64. UNHCR and WFP, implementing partners or refugees will undertake the following security measures:



- Ensure that the Police have adequate means to conduct continual patrols within the camps, both day and night, and to provide escorts for humanitarian personnel for movement within and to the camps;
- Conduct capacity-building workshops on personnel security, community awareness, clan relations and domestic violence in each camp;
- Procure specific items for WFP staff located in the field, including radios and other security equipment; and
- Plant more “live” shrub fencing around refugee shelters and increase security patrols and lighting within the camps.

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## EXIT STRATEGY

65. Despite long-running peace negotiations under the Inter-Governmental Authority on Development (IGAD), and a joint initiative by Egypt and Libya, the parties to the conflict in southern Sudan have not yet ceased hostilities. Similarly, in Somalia, over the last few years, economic and political interests have converged to create conditions of relative stability in the northern regions (Somaliland and Puntland), but the areas further south are characterized by continuing fluidity and a diffuse patchwork of local authorities and fragmented power. In August 1999, the United Nations Secretary-General stated that the re-establishment of a “functioning state in Somalia will require not only an enormous effort of political will on the part of the Somali people and their leaders” but also “a massive rebuilding operation” as an “accompaniment of any peace process.”<sup>16</sup>
66. A definitive exit strategy is premature as peaceful conditions do not exist. There is little rehabilitation of the economy and social infrastructure that could provide for the returnees in most parts of southern Sudan and Somalia. Given past trends, these conditions are not expected to change significantly in the course of the next few years. However, UNHCR and WFP will continue to monitor the situation. Should a durable solution to this refugee problem occur (i.e. repatriation or settlement), the duration of the present PRRO will be adjusted accordingly.

## Contingency

67. UNHCR, together with WFP and implementing partners, will update as required the plan entitled “Contingency Plan and Early Warning for Possible Influx into Kenya”. This includes a situation analysis and planning scenario, registration and status determination, multi-agency assessment and intervention strategy, operational objectives, description of assistance such as food aid, transport and logistics, domestic needs/household support, water supply, sanitation, health care and nutrition, infrastructure and site development, agency operational support and emergency assistance phase-out.
68. Current scenarios estimate the flow of asylum seekers, coming from Sudan to Kakuma and from Somalia to Dadaab, at about 20,000 per year. For planning purposes, 10 percent of the 36-month food commitment is included to cover unforeseen influxes of asylum seekers into Kenya.

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<sup>16</sup> United Nations, *United Nations Consolidated Inter-Agency Appeal for Somalia, January to December 2000*, November 1999.



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## RECOMMENDATION

69. The PRRO is recommended for approval by the Executive Board within the budget provided in Annexes I and II.



**ANNEX I**

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Wheat flour	59 358	204.47	12 137 280
– Whole maize	63 405	127.69	8 096 700
– Lentils/beans	16 188	361.86	5 857 800
– Vegetable oil	6 898	767.02	5 290 959
– Blended foods	12 622	307.92	3 886 602
– Sugar	139	200	27 800
– Salt	1 349	120	161 880
<b>Total commodities</b>	<b>159 959</b>		<b>35 459 020</b>
External transport			17 677 679
<b>Total LTSH</b>		<b>122</b>	<b>19 514 998</b>
<b>Other direct operational costs</b>			<b>196 800</b>
<b>Total direct operational costs</b>			<b>72 848 497</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>6 357 100</b>
<b>Total direct costs</b>			<b>79 205 597</b>
<b>C. Indirect support costs (7.8 percent of total direct costs)</b>			
<b>Total indirect support costs</b>			<b>6 178 037</b>
<b>TOTAL WFP COSTS</b>			<b>85 384 280</b>

<sup>1</sup> 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*)

<b>Staff costs</b>	
International	3 494 550*
United Nations Volunteers	174 000
National professional officers	69 000
Local staff and temporaries	899 000**
Overtime (in USD only)	14 400
<b>Subtotal</b>	<b>4 650 950</b>
<b>Technical support services and training</b>	
Project appraisal/assessment	25 000
Technical Advisory Services	20 000
Project Monitoring and Evaluation	40 000
Training	45 000
Other (Specify): Gender Initiatives	30 000
VAM/Household Food Economy	30 000
<b>Subtotal</b>	<b>190 000</b>
<b>Travel and DSA</b>	
Blanket	30 000
In-country	180 000
<b>Subtotal</b>	<b>210 000</b>
<b>Office expenses</b>	
Rental of facility	90 000
Utilities	34 900
Communications	175 000
Office supplies	36 000
Equipment repair and maintenance	190 000
<b>Subtotal</b>	<b>525 900</b>
<b>Vehicle operations</b>	
Fuel and maintenance	180 000
<b>Subtotal</b>	<b>180 000</b>
<b>Equipment</b>	
Vehicles	107 000
Communications equipment	40 000
Computer equipment	22 500
Furniture and equipment	30 000
<b>Subtotal</b>	<b>199 500</b>
<b>Other</b>	
Security/Equipment/etc.	150 000
Public Info/Advocacy	47 250
Construction (Offices and Camp Accommodation)	180 000
Miscellaneous/Contingency	15 000
Bagging and marking	8 500
<b>Subtotal</b>	<b>400 750</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>6 357 100</b>

\* Includes US\$152,500 as partial payment for Logistics staff servicing the Refugee Operation.

\*\* Includes US\$272,000 as partial payment for local staff in the support units (Logistics and Commodity tracking) servicing the Refugee Operation.



## ANNEX III

**SUMMARY OF RECOMMENDATIONS  
OF THE  
JOINT WFP/UNHCR EVALUATION MISSION OF  
PRO KENYA 4961.04**

Below is an abbreviated version of the most salient recommendations of the evaluation. A full version of the recommendations can be found in the EB Evaluation document submitted to the second session of the Executive Board in May 2000. Also included are actions taken by the country office to respond to the recommendations.

1. **A full general food ration of 2100 kcal/person/day should be maintained for all refugees in both settlements.** This recommendation was endorsed by the Joint Food Needs Assessment Mission (JFAM) in November 1999 and is fully incorporated in the PRRO.
2. **In Kakuma in particular, UNHCR, WFP and implementing partners should revisit the whole issue of the food distribution, bearing in mind security concerns.** This recommendation was reviewed by the JFAM and was not considered feasible in view of the volatile security situation. Details are given in the Food Basket Ration Scale and Distribution section of the PRRO.
3. **In line with the requirements of the UNHCR/WFP MOU, a regular household food security surveillance system should be established on sample basis in order to monitor consumption patterns, diet diversification, intra-family food distribution, etc.** This recommendation was reviewed by the JFAM and was endorsed in full. Details are given in the section on Monitoring and Evaluation.
4. **UNHCR, WFP and implementing partners should review the objectives of the school feeding programme, measure, if possible, the impact of the original specific nutritional intervention, and, in the light of this evidence, assess options available for its continuance or otherwise.** The Nutritionist on the JFAM in November 1999 reviewed the demographic profile of the refugee population at Kakuma camp. Based on her analysis, she recommended that the school feeding programme should be continued with the objective of meeting the additional energy requirements of children aged between eight and 18 years not acquired through the general ration.
5. **UNHCR/WFP should undertake a regular monitoring of trading relations between refugees, 'middlemen' and Kenyan suppliers/purchasers. This should include an analysis of (a) the relative importance of food aid as an exchange commodity, and (b) whether the amount of food (and non-food) aid 'exported' from the camps is consistent with anecdotal evidence of acceptable levels of exchange (and if not, why not).** This recommendation was reviewed by the JFAM. The mission concluded that for UNHCR/WFP to undertake regular monitoring of trade relations as envisaged above would pose a tremendous security risk for the staff. Should security risks be minimized there is an additional risks of collecting highly unreliable information as the refugees, middlemen and Kenyan suppliers/purchasers are reticent about divulging such sensitive market intelligence. Therefore, it was not considered to be feasible recommendation.
6. **A feasibility study should be undertaken for a pilot food-for-work scheme in Kakuma based on water catchment (from seasonal floods) and the extension of vegetable growing along the river bank. This should include a cost/benefit analysis, including an assessment of community participation in monitoring and management and resource**



**implications for WFP and UNHCR.** The JFAM mission was informed that UNHCR had completed feasibility studies on constructing water catchments in the Kakuma camp area and it was not considered acceptable because of the high cost.

**7. The findings and recommendations of the UNHCR/WFP Gender Study undertaken in 1997-98 should be revised, updated and made available to all partner agencies.** The recommendation is accepted and UNHCR/WFP Country Offices have already made plans to update the study and to disseminate the information to partners.

**8. A Joint Plan of Action should be prepared (or updated in the case of Dadaab) by UNHCR, WFP and implementing partners with specific deadlines. The Joint Plan of Action should be prepared with an emphasis on projected outcomes and mutually agreed agency roles. It should be re-negotiated and redrafted every twelve months.** This recommendation was accepted.

**9. WFP should review in particular its camp staffing capacity in terms of numbers, training and seniority so as to adequately meet the demands of the MOU.** This recommendation is accepted and plans are incorporated in the PRRO. Details are given in Monitoring and Evaluation section.



ANNEX IV

# LOCATION OF REFUGEE CAMPS IN KENYA

