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**Executive Board  
First Regular Session**

**Rome, 9–10 February 2015**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 7

*For approval*



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**WFP/EB.1/2015/7-B/3\***

**(English and Arabic only)**

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\* Reissued for technical reasons

## PROTRACTED RELIEF AND RECOVERY OPERATIONS – KENYA 200737

### Food Assistance for Refugees

Number of beneficiaries	536,000
Duration of project	3 years (1 April 2015–31 March 2018)
Gender marker code*	2A
WFP food tonnage	298,321
<b>Cost (United States dollars)</b>	
Food and related costs	254,679,040
Cash and vouchers and related costs	37,921,800
Total cost to WFP	366,904,080

\* <http://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

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

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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

## EXECUTIVE SUMMARY

Kenya hosts one of the largest refugee populations in Africa, and the Government relies on support from the United Nations and the international community. WFP has provided food assistance since 1991.

Some refugees have repatriated in recent years, but political and security situations in most countries of origin remain fragile, and many refugees remain in Kenya. The refugee population is expected to remain stable in the near future, with repatriations to Somalia being offset by arrivals from South Sudan.

Design of this protracted relief and recovery operation was informed by evaluations, assessments, analytical studies, pilot testing and consultations with refugees, host communities, cooperating partners, the Government, United Nations partners and donors. WFP is part of the Kenya Comprehensive Refugee Programme, led by the Office of the United Nations High Commissioner for Refugees.

WFP will assist refugees in camps through general food distributions, complementary feeding for the first 1,000 days after conception, treatment of acute and chronic malnutrition, nutrition support to people living with chronic diseases, institutional feeding, school meals, and food for training for young people. As the camps are located in fragile environments, host communities will receive food assistance-for-asset activities to improve food security and maintain community cohesion, and will have access to some nutrition and training programmes. To mitigate protection risks, WFP will continue consulting beneficiaries and protection workers.

Food assistance will be delivered through food and voucher transfers; pilot testing found that vouchers enhanced dietary diversity, local markets and livelihood opportunities. The biometrics system has improved targeting and controls, bringing substantial cost savings.

The operation is aligned to WFP Strategic Objectives 1 and 2.

## DRAFT DECISION\*

The Board approves the proposed protracted relief and recovery operation Kenya 200737 “Food Assistance for Refugees” (WFP/EB.1/2015/7-B/3\*).

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

## SITUATION ANALYSIS

### Context

1. Kenya's economy was reclassified from low-income to lower-middle-income in 2014. However, its ranking on the 2014 human development index is a low 147<sup>th</sup> of 187 countries.
2. Kenya has protected and assisted refugees since the 1960s. Following major arrivals from Ethiopia, Somalia and the Sudan in the 1990s, the country now hosts one of the largest refugee populations in Africa; the Government relies on support from the United Nations and the international community. There have been repatriations when situations improve in places of origin, but many refugees remain in Kenya.
3. Since 1991, WFP has provided food assistance to refugees in camps at Dadaab, near the border with Somalia, and Kakuma, near the border with South Sudan (see Annex III). Refugee numbers have fluctuated because of conflicts, insecurity and drought. Kenya now hosts 500,000 registered refugees – 51 percent of whom are women and girls – including 44,000 new arrivals from South Sudan in 2014. This population is 75 percent Somali, 15 percent South Sudanese, 5 percent Ethiopian, and 5 percent from the Democratic Republic of the Congo, the Sudan and elsewhere; 57 percent of refugees are under 18 years of age, and 41 percent are of school age.<sup>1</sup> The total camp population is expected to remain stable for the next three years, with Kakuma's population reaching 200,000 following further arrivals from South Sudan, while Dadaab's declines to 300,000 through spontaneous returns and voluntary repatriation to Somalia. The 50,000 registered refugees in urban areas, mainly Nairobi, are not entitled to food assistance.
4. Kenya's encampment policy prevents refugees from engaging in economic activities outside the camps, leaving them dependent on international assistance. In the camps, men and women earn some income as casual labourers, petty traders and food retailers.
5. The high concentration of refugees places a heavy burden on natural resources around the camps. Host communities are especially concerned about deforestation for fuelwood and building materials, reduced aquifer recharge, and competition for building plots and grazing land.
6. Insecurity in Dadaab includes incidents against police, humanitarian staff and refugee leaders, requiring rigorous security measures and limiting the movement of humanitarian workers in the camps. Sexual and gender-based violence is common and affects primarily women and girls, who are particularly vulnerable when collecting fuelwood outside the camps.
7. In November 2013, the Office of the United Nations High Commissioner for Refugees (UNHCR) signed a tripartite agreement with the governments of Kenya and Somalia for the voluntary repatriation of Somali refugees. A phased approach is planned, but repatriation is slow and is expected to remain insignificant.

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<sup>1</sup> Primary school enrolments in camps are 53 percent boys and 47 percent girls. Factors affecting access to education include: i) lack of sanitary infrastructure and non-food items, including sanitary pads/hygiene kits, with girls missing school during menstrual periods; ii) involvement in child labour; iii) low teacher/student ratios; and iv) preference for religious education.

## The Food Security and Nutrition Situation

8. Dadaab and Kakuma are in the arid counties of Garissa and Turkana respectively, where livelihoods are fragile, typically pastoralist and prone to climate shocks. The food security situation is usually “stressed” or “in crisis” according to the Integrated Food Security Phase Classification. Wasting prevalence is often “critical”, at more than 15 percent of children under 5.
9. Livestock products – meat, milk, and fish in Turkana – are the main foods produced. Camel milk is popular with refugees; almost all camel milk producers and retailers are women. Both Dadaab and Kakuma are on transport corridors and are major urban settlements with steady supplies of non-livestock products from Kenya’s central highlands, Ethiopia and Somalia.<sup>2</sup>
10. WFP’s food security outcome monitoring (FSOM) concludes that households in Dadaab have acceptable food consumption through food assistance supplemented by their own resources. In Kakuma, 41 percent of households have poor or borderline food consumption. Dietary diversity is challenged by limited access to fresh foods, and is poor in Kakuma (3), but better in Dadaab (5).<sup>3</sup> To diversify their diets and purchase other items and services, refugees sell part of their rations – especially cereals – at poor terms of trade.<sup>2</sup> Women have the main responsibility for the nutrition and health of children in the household.
11. In Dadaab, the prevalence of wasting declined from 30 percent in 2011, to 15 percent in 2012, 10 percent in 2013, and 9 percent in 2014.<sup>4</sup> In Kakuma, wasting has stabilized since 2010, measuring 8 percent in 2013; however, wasting among South Sudanese refugees arriving in 2014 was “critical”, affecting more than 15 percent of children under 5.<sup>5</sup> Recent recipients of treatment for moderate malnutrition were 54 percent girls and 46 percent boys. The prevalence of stunting – chronic malnutrition – declined from 33 percent of children under 5 in 2008 to 22 percent in 2013 in Dadaab, and from 29 percent in 2010 to 18 percent in 2013 in Kakuma. Anaemia affects 44 percent of children aged 6–59 months in Dadaab and 46 percent in Kakuma – Kenya’s average prevalence is 46 percent,<sup>6</sup> and rates of more than 40 percent are “high”. The main cause of anaemia is iron deficiency from poor dietary diversity; anaemia is exacerbated by malaria in Kakuma.<sup>7</sup>

<sup>2</sup> WFP. 2014. Dadaab and Kakuma refugee camp market assessments.

<sup>3</sup> WFP FSOM, May 2014. Daily dietary diversity of less than 4.5 is “poor”, and of more than 6 is “good”. Lisa Smith and Ali Subandoro. 2007. *Measuring Food Security Using Household Expenditure Surveys*. Washington DC, International Food Policy Research Institute.

<sup>4</sup> Preliminary 2014 survey findings.

<sup>5</sup> International Rescue Committee screening data, 2014.

<sup>6</sup> Kenya malaria indicator survey 2010.

<sup>7</sup> Kenya Medical Research Institute, 2008.

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### The Government

12. Kenya's development aspirations are articulated in Vision 2030 and the Second Medium Term Plan (2013–2017). The 2010 Constitution devolved responsibilities and resources to county governments. The 2014–2018 United Nations Development Assistance Framework supports these decentralized structures in coordinating, managing and overseeing interventions in county integrated development plans.
13. The Government's Department of Refugee Affairs oversees the registration and protection of refugees, and camp management. The 2006 Refugee Act restricts the movement of refugees to the gazetted camps of Dadaab and Kakuma, and prohibits them from engaging in economic activities outside the camps. In 2014, another directive ordered all refugees in urban areas to relocate to the camps.<sup>8</sup>

### Other Major Actors

14. The WFP/UNHCR partnership is guided by a global Memorandum of Understanding (2011). WFP's activities are under UNHCR's Kenya Comprehensive Refugee Programme (KCRP), which is updated annually. Food constitutes 41 percent of KCRP's total requirements in 2014. UNHCR's mandate includes providing asylum and protection for asylum seekers and refugees; delivering life-saving services safely and securely; providing housing, primary health care – including deworming – water, sanitation and hygiene; and maintaining basic infrastructure in camps. UNHCR complements the response capacity of local and national institutions, and jointly pursues durable solutions for refugees, including voluntary repatriation to their home countries. UNHCR works in partnership with about 30 national and international non-governmental organizations (NGOs).

### Coordination

15. UNHCR has the primary responsibility for coordinating refugee assistance. National-level coordination is through: i) monthly meetings with UNHCR donors; ii) quarterly meetings with WFP donors; iii) monthly meetings with technical partners; and iv) regular KCRP task force meetings. WFP and UNHCR coordinate joint assessment missions, joint plans of action, annual nutrition surveys and other processes to review and address the food, nutrition and related needs of refugees.
16. At the camp level, coordination work focuses on security, camp management, and sectoral and technical areas such as nutrition, health and education. Food distributions are coordinated through committees of refugee leaders and NGOs.

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<sup>8</sup> However, it is unlikely that many urban refugees will move to camps.

## OBJECTIVES

17. Protracted relief and recovery operation (PRRO) 200737 will focus on meeting the food and nutrition security needs of refugees. Its objectives are to:
- facilitate acceptable food consumption for refugees (Strategic Objective 1);
  - treat moderate acute malnutrition in children, pregnant and lactating women and other vulnerable refugees with special nutrition needs (Strategic Objective 1);
  - prevent and reduce the prevalence of undernutrition in children, pregnant and lactating women and other vulnerable refugees with special nutrition needs (Strategic Objective 2);
  - improve learning and access to education for girls and boys in WFP-assisted schools (Strategic Objective 2);
  - increase livelihood opportunities for refugees and host communities (Strategic Objective 2); and
  - strengthen local food value chains and markets (Strategic Objective 2).<sup>9</sup>

## RESPONSE STRATEGY

### Assistance to Date

18. Design of this PRRO was informed by evaluations, joint assessment missions, pilot tests, market assessments, FSOM and consultations with refugees, host communities, cooperating partners, the Kenyan Government, United Nations partners and donors.<sup>10</sup> The 2014 evaluation of PRRO 200174 found the operation to have been relevant, coherent and appropriate; recommendations included using vouchers for part of the general ration, stopping take-home rations for girls attending school, and carrying out a vulnerability assessment.
19. In 2013, WFP and UNHCR developed biometric controls for ensuring that only registered refugees and asylum seekers residing in camps can collect food. This fingerprint identification system has reduced food requirements by 20 percent. The estimated population of Dadaab camps was reduced further in 2013 by UNHCR's verification exercise.
20. WFP's 2014 market assessments in Dadaab and Kakuma found that refugees sell part of their food ration to diversify their diets. Refugees spend an average of 60–70 percent of their incomes on meat, milk, vegetables, sugar and other foods not provided by WFP. The poor terms of trade they receive are detrimental to refugees' food consumption, particularly in Kakuma. Increasing voucher transfers will enhance dietary diversity.
21. WFP's 2013/2014 voucher pilot project in Dadaab examined whether camp markets could provide refugees with reliable supplies of fresh food. The pilot, which targeted pregnant and lactating women and their families, was found to have improved dietary diversity, strengthened local markets, and provided more livelihood and employment opportunities for refugees and host communities. A protection study on potential risks and benefits found that

<sup>9</sup> WFP Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings following emergencies.

<sup>10</sup> Evaluation of Kenya PRRO 200174, 2014; WFP/UNHCR Joint Assessment Mission, 2014; WFP Dadaab and Kakuma refugee camp market assessments, 2014; evaluation of the fresh food voucher pilot project in Dadaab, 2014; and FSOM three times a year.

women controlled the use of vouchers, with most of the food obtained being utilized by targeted households – some was shared with relatives. Women appreciated choosing from a larger variety of foods, and indicated that vouchers did not leave them vulnerable to theft.

22. The WFP country office also piloted tools for mainstreaming protection, including a complaints and feedback mechanism, which proved highly effective in Dadaab, where insecurity restricts access; protocols and systems for protecting refugees' personal data in the biometrics system; referral mechanisms for child protection and cases of gender-based violence; gender and protection training for WFP, partner and government staff, including police officers; standard operating procedures for protection from sexual exploitation and abuse; and the Safe Access to Firewood and Alternative Energy initiative.<sup>11</sup>

## Strategy

23. WFP will provide food assistance through general food distribution (GFD), complementary feeding and school meals<sup>12</sup> for refugees; food assistance for assets (FFA) for host communities; and food for training (FFT), targeted supplementary feeding (TSF), institutional feeding, and support to people living with HIV (PLHIV), tuberculosis (TB) and other chronic diseases are accessed by refugees and – to some extent – by host communities.
24. *General food distributions.* A full ration for refugees in camps will be distributed fortnightly as a combination of food and vouchers. Resources permitting, the proportion delivered through vouchers will gradually increase. WFP and UNHCR will continue to use biometric data to ensure that only eligible refugees and asylum seekers – those residing in camps – collect food or vouchers.<sup>13</sup>
25. *Complementary feeding.* An intervention to meet the additional nutrition requirements of children aged 6–23 months and pregnant and lactating women during the 1,000 days from conception will prevent acute and chronic malnutrition and iron deficiency for the most vulnerable groups in camps. Health partners in the camps sensitize women and men on nutrition and infant feeding practices, including through mother-to-mother groups.
26. *Targeted supplementary feeding.* Moderately malnourished children aged 6–59 months and pregnant and lactating women will receive supplementary rations based on standard admission and discharge criteria.<sup>14</sup>
27. *Institutional feeding.* Rations will be provided to patients staying in hospitals and to the caregivers of hospital patients and children in stabilization centres. Rations are adjusted to be palatable to the critically ill while meeting their daily calorie needs.
28. *Support to people living with HIV, TB and other chronic diseases.* Chronically ill people will receive supplementary rations that provide appropriate nutrients and improve adherence to treatment.

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<sup>11</sup> WFP/EB.A/2014/5-F

<sup>12</sup> WFP has discontinued its take-home rations for girls, as UNHCR and NGOs provide sanitary wear, hygiene kits and other incentives for girls' education.

<sup>13</sup> While the voucher pilot targeted only pregnant and lactating women, GFD vouchers will be for all refugees in the camps.

<sup>14</sup> Kenya's Integrated Management of Acute Malnutrition guidelines: weight-for-height from -3 to -2 z-score; mid-upper arm circumference 11.5–12.5 cm for children under 5 and < 23 cm for pregnant and lactating women.



29. *School meals.* Porridge will be provided to refugee girls and boys attending primary schools to support their access to education and improve their learning ability, at a cost of USD 27.81/child/year.<sup>15</sup>
30. *Food for training.* Lunches will be provided in training centres where young women and men in camps and host communities gain vocational skills – in carpentry, masonry, information technology, tailoring, etc. – that are relevant locally or for repatriation. Training mitigates the security risks associated with having large numbers of disenfranchised young people in and around the camps.
31. *Food assistance for assets.* Women and men in the host communities will receive a family ration for participating in FFA activities that enhance resilience to shocks and encourage harmony between refugees and hosts. Asset design takes into account the preferences of women and men and aims to avoid placing undue burden on women. WFP support is included in the county integrated development plans of Garissa and Turkana. Community-based resilience-building activities will improve access to food, productivity and livelihood diversification, and focus on soil and water conservation and increasing water sources.

## Hand-Over

32. Repatriation remains the main solution for refugees, as the host Government's policies do not allow local integration. Phased repatriation of Somali refugees is expected during the PRRO, starting with a pilot phase supporting the voluntary return of 10,000 people. Most refugees are expected to remain in Kenya and will require food assistance in the near future. UNHCR and partners aim to enhance livelihood support to reduce refugees' dependence on humanitarian assistance.

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## BENEFICIARIES AND TARGETING

33. Projected WFP beneficiary numbers for 2015–2018 are based on current numbers in camps, plus anticipated population changes resulting from new arrivals, births, deaths, repatriations and verifications.<sup>16</sup> Unexpected arrivals or repatriations will be responded to through budget revisions.
34. The biometrics system improves targeting. Procedures for checking fingerprints ensure that vulnerable groups such as elderly and physically challenged people and unaccompanied minors are not disadvantaged by the new controls.
35. Beneficiary numbers and the duration of FFA activities are based on recent assessments and the time needed to build resilience. Members of host communities select the most vulnerable households and elect project committees to manage day-to-day work at project sites. Guided by WFP's partners, the committees ensure compliance with standards and management mechanisms for sustainable assets.
36. WFP, UNHCR, the Government and development partners will undertake a comprehensive assessment to improve understanding of vulnerability among refugee households and the socio-economic dynamics in camps and surrounding areas, and to evaluate the feasibility of targeted assistance for refugees in 2015.

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<sup>15</sup> WFP is using a trust fund for a two-year pilot project in Kakuma on linking school meals in refugee camps to local food production and processing.

<sup>16</sup> WFP/UNHCR Joint Assessment Mission, 2014.

<b>Activity</b>	<b>Boys/men</b>	<b>Girls/women</b>	<b>Total</b>
GFD – refugees	254 000	246 000	<b>500 000</b>
Complementary feeding children 6–23 months – refugees	12 000	13 000	<b>25 000</b>
Complementary feeding PLW – refugees	–	25 000	<b>25 000</b>
TSF children 6–59 months* – refugees and hosts	15 000	15 000	<b>30 000</b>
TSF PLW – refugees and hosts	–	1 000	<b>1 000</b>
Institutional feeding** – refugees and hosts	9 100	10 900	<b>20 000</b>
PLHIV, TB, chronically ill people – refugees and hosts	700	800	<b>1 500</b>
School meals – refugees	68 000	62 000	<b>130 000</b>
FFT – refugees and hosts	1 100	500	<b>1 600</b>
FFA – hosts	18 000	18 000	<b>36 000</b>
<b>TOTAL***</b>	<b>272 000</b>	<b>264 000</b>	<b>536 000</b>

PLW = pregnant and lactating women.

\* Estimated 10,000 beneficiaries per month with treatment for four months: 20,000 in 2015; 30,000 in 2016 and 2017; and 10,000 in 2018.

\*\* Includes caregivers of children and hospital patients.

\*\*\* Total adjusted to avoid double counting. Totals may be slightly understated, as a small number of people in the host populations living in the immediate vicinity of the camps can access some nutrition programmes.

## **NUTRITION CONSIDERATIONS AND RATIONS/ VALUES OF VOUCHER TRANSFERS**

37. The GFD ration includes fortified foods to increase refugees' micronutrient intake and maintain improvements in nutrition status.
38. Part of the ration will be in the form of an open food voucher<sup>17</sup> equivalent to 20 percent of the GFD cereal ration – about USD 2/person/month – enabling refugees to buy a more diverse range of foods to meet energy and nutrient requirements.
39. The following rations will improve health and nutrition outcomes:
  - SuperCereal Plus for children aged 6–23 months and SuperCereal with vegetable oil for pregnant and lactating women to promote growth during the first 1,000 days, improve micronutrient intake and prevent undernutrition;
  - ready-to-use supplementary food (RUSF) to treat moderately malnourished children aged 6–59 months;
  - SuperCereal and vegetable oil to treat moderately malnourished pregnant and lactating women;
  - a daily ration adjusted for palatability and the nutrition needs of chronically ill patients;

<sup>17</sup> With open food vouchers beneficiaries can choose any food products from selected vendors.

- SuperCereal and vegetable oil to meet the calorie and micronutrient requirements of PLHIV, TB or other chronic diseases;<sup>18</sup> and
- SuperCereal for schoolchildren.

**TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)**

	GFD	Complementary feeding children 6–23 months	Complementary feeding PLW	TSF children 6–59 months	TSF PLW	Institutional feeding	PLHIV, TB and chronic diseases	School meals	FFT	FFA
Cereals	420	–	–	–	–	250	–	–	130	345
Pulses	60	–	–	–	–	60	–	–	30	60
Vegetable oil	35	–	15	–	25	35	15	–	10	30
SuperCereal	40	–	80	–	250	150	125	80	–	–
SuperCereal Plus	–	215	–	–	–	–	–	–	–	–
Salt	5	–	–	–	–	5	–	–	5	5
Sugar	–	–	–	–	–	20	–	5	–	–
RUSF	–	–	–	92	–	–	–	–	–	–
<b>TOTAL</b>	<b>560</b>	<b>215</b>	<b>95</b>	<b>92</b>	<b>275</b>	<b>520</b>	<b>140</b>	<b>85</b>	<b>175</b>	<b>440</b>
Voucher (USD)	0.07	–	–	–	–	–	–	–	–	–
Total kcal/day	2 131	846	433	500	1 160	2 054	602	321	667	1 733
% kcal fat	13	–	–	–	–	10	–	–	–	–
% kcal protein	20	–	–	–	–	22	–	–	–	–
Feeding days per year	365	365	365	120	365	10	365	195	195	120

<sup>18</sup> The ration complies with Kenya's national guidelines on nutrition for PLHIV: 260–780 kcal/day and increased micronutrient intake.

**TABLE 3: FOOD AND VOUCHER REQUIREMENTS BY ACTIVITY (mt)**

	GFD	Complementary feeding children 6–23 months	Complementary PLW	TSF children 6–59 months	TSF PLW	Institutional feeding	PLHIV, TB and chronic diseases	School meals	FFT	FFA	Total (mt)
Cereals	183 254	–	–	–	–	411	–	–	228	13 600	197 493
Pulses	32 850	–	–	–	–	99	–	–	53	2 365	35 367
Vegetable oil	19 163	–	18	–	411	57	15	1 424	18	1 183	22 289
SuperCereal	21 900	–	178	–	2 190	246	127	11 388	–	–	36 029
SuperCereal Plus	–	2 072	–	–	–	–	–	–	–	–	2 072
RUSF	–	–	–	846	–	–	–	–	–	–	846
Salt	2 738	–	–	–	–	8	–	–	9	197	2 952
Sugar	–	–	–	–	–	33	–	–	–	–	33
Dates	1 240	–	–	–	–	–	–	–	–	–	1 240
<b>TOTAL</b>	<b>261 145</b>	<b>2 072</b>	<b>196</b>	<b>846</b>	<b>2 601</b>	<b>854</b>	<b>142</b>	<b>12 812</b>	<b>308</b>	<b>17 345</b>	<b>298 321</b>
<b>Voucher (USD)</b>	<b>33 120 000</b>	–	–	–	–	–	–	–	–	–	<b>33 120 000</b>

## IMPLEMENTATION

### Participation

40. Refugees and their leaders provided essential information during assessments and evaluations. Refugee leaders are already involved in all stages of food distribution through food advisory committees with gender parity at the leadership level. WFP and partners share information on the food basket and distribution dates. Committees oversee distributions, respond to complaints, manage expectations, and ensure separate queues for women, with priority for pregnant women, women with small children, and elderly, disabled and other vulnerable people. Waiting areas, gates and ramps allow separation of men and women and access for disabled people. Through WFP's telephone helpline, refugees can help improve programme delivery; more than 80 percent of callers are women. Discussions with women and vulnerable people during assessments and monitoring cover access to distribution points and markets, safety and security, and other issues.

### Partners and Capacities

41. WFP has well-established sub-offices in Dadaab and Kakuma and strong partnerships with 11 international and two national NGOs implementing activities in the camps. WFP reviews partners' performance annually.
42. WFP will engage private sector and government partners in delivering and redeeming vouchers. Financial service providers will equip refugees and retailers to use electronic vouchers. WFP will work with local food producers, traders, retailers and public health officers to ensure supplies of safe and healthy food to the camps, and will select and

supervise the food retailers who redeem vouchers. WFP will build traders' capacity in stock management to ensure that food meets quality standards. Analysis of retail supply chains will identify ways of enhancing efficiency, and WFP will engage the Government in resolving bottlenecks that hinder food supplies to markets.

43. WFP will continue to implement FFA activities with the Garissa and Turkana rehabilitation programmes, which are part of the State Ministry of Water, Environment and Natural Resources and have capacity to design and implement quality projects in arid lands.
44. WFP and partners will ensure safety, dignity and accountability by ensuring that protection issues are incorporated into programme design, assessments, implementation and monitoring.<sup>19</sup> WFP field staff and partners receive gender and protection training. A gender and protection baseline and follow-up study will inform the design, adaptation and evaluation of the voucher scale-up.

### Procurement and Logistics

45. Most food is procured from WFP's forward purchase facility in Mombasa, but some is purchased locally, regionally or internationally; in-kind contributions are expected. The financial service providers delivering electronic vouchers in the camps will be contracted through WFP's normal procurement process. Food retailers in the camps will be engaged through small-business-friendly tendering and contracting procedures developed by WFP during the voucher pilot.
46. Food received at Mombasa port or local suppliers' warehouses is transported by road to WFP's extended delivery points and final delivery points in the camps. WFP uses many logistics service providers to encourage competitiveness, but is directly responsible for logistics at the Dadaab and Kakuma extended delivery points, including warehouse and commodity management and the Commodity Movement Processing and Analysis System. Subject to resourcing, WFP will pre-position stocks before rainy seasons, when roads to the camps can become impassable. Continued capacity development of WFP's cooperating partners will help reduce losses and enhance accountability.

### Transfer Modalities

47. Food distributions will remain the main transfer modality and will use well-established mechanisms. The inclusion of vouchers in GFD rations in Dadaab and Kakuma will increase efficiency by reducing the economic loss that refugees incur when selling rations to diversify their diets. Voucher use will cost WFP the same as food distribution.<sup>20</sup>
48. Refugees have not expressed a strong preference between cash or vouchers; both offer flexibility. Government representatives prefer vouchers because they perceive a risk of cash transfers being diverted. By guaranteeing a steady demand for food from retailers, vouchers help small traders invest in their businesses, establish relationships with wholesalers and producers, obtain credit and take advantage of economies of scale, ultimately lowering prices in camp markets. Vouchers are likely to have a significant multiplier effect on local economies and will be introduced gradually, giving retailers time to adjust and avoiding market shocks. Contingency stocks of cereals will enable WFP to

<sup>19</sup> In line with WFP's humanitarian protection policy (WFP/EB.1/2012/5-B/Rev.1).

<sup>20</sup> With an alpha value of 1.00, the hybrid food and voucher basket will not increase WFP costs; this is considered positive given the expected multipliers.

revert to food transfers if market prices increase excessively or contributions are insufficient to implement vouchers as planned.

49. In Kenya, open food vouchers can be delivered through bankcards or mobile money platforms – such as SIM cards in mobile telephones – with electronic “wallets” for use at selected retailers only. Electronic voucher mechanisms can be integrated into the biometrics system to ensure tight controls, and could be used by other partners to deliver non-food assistance. WFP has tested these mechanisms in non-refugee settings in Kenya for two years, and will use this experience when engaging refugees and camp retailers in decision-making on which mechanisms to use.
50. The protection baseline and monitoring tools developed during the voucher pilot project will help identify, monitor and mitigate protection risks related to voucher use in the camps. The helpline will cover both camps.

### **Non-Food Inputs**

51. Kakuma camps were overcrowded before the 2014 arrival of South Sudanese refugees. Agreement has not yet been reached on the site for a new camp, which will require considerable investments in infrastructure, including an extended delivery point, a food distribution point, a new office block and staff accommodation.
52. To receive electronic vouchers, each beneficiary household will need either a bank smartcard or a simple mobile telephone, which does not cost substantially more than a smartcard in Kenya. Retailers and beneficiaries will require electricity for point-of-sale machines and mobile telephones as the camps are not connected to the national grid. Based on tests, WFP will supply solar panels to provide low-cost power for retailers and for charging beneficiaries’ mobile telephones.
53. A communication campaign on how to use complementary feeding rations and the growth monitoring services available at clinics will boost caregivers’ awareness and knowledge. Video screens in queuing areas will convey important messages.

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## **PERFORMANCE MONITORING**

54. The logical framework (Annex II) is aligned with outcomes and indicators of WFP’s Strategic Results Framework. Monitoring of GFD and nutrition activities during each distribution cycle is complemented by beneficiary contact monitoring and qualitative data from group discussions with refugees, especially women and other vulnerable groups. School meals, FFT and FFA activities are monitored monthly. Broader food assistance outcomes, including retail food prices in the camps and the cost of a minimum healthy diet, are assessed through the FSOM three times per year. Data collection and databases use an online platform enabling easy access to review progress and extract datasets for analysis. Monitoring and evaluation staff in Nairobi support and oversee monitoring activities in Dadaab and Kakuma.
55. Health and nutrition indicators are obtained from the UNHCR health information system and joint nutrition surveys. Cooperating partners submit monthly commodity distribution reports for each activity. Cooperating partners and WFP field monitors collect monthly output data, disaggregated by beneficiary category, gender and age.
56. Baselines for the new PRRO will be derived from performance data collected during monitoring of PRRO 200174 in late-2014 and will be reviewed in early 2015. A WFP/UNHCR joint assessment mission will be carried out in 2016.

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## RISK MANAGEMENT

57. Deteriorating security or famine in South Sudan or Somalia could significantly increase refugee numbers in Kenya, requiring timely resources from the international community and possibly additional camp facilities.
58. Security incidents in Kenya have been perceived to be linked to refugees, increasing domestic pressure for repatriation of Somalis. However, the governments of Kenya and other countries in the region have renewed their commitment to ensuring protection of Somali refugees.<sup>21</sup>
59. WFP's operation requires adequate and timely donor contributions to avoid ration cuts and support expansion of vouchers. WFP engages with local donor representatives through information-sharing and site visits.

## Security

60. Dadaab is classified as Level 4 – substantial – in the United Nations security management system.<sup>22</sup> The most prominent threats are improvised explosive devices, attacks and hostage-taking inside the camps. Attacks usually target security forces; hostage-taking usually targets international humanitarian workers, but also endangers national staff. WFP uses armoured vehicles in Dadaab. Kakuma is classified as Level 3 – moderate.
61. United Nations staff in the camps receive security training in safe and secure approaches to field environments. WFP offices comply with minimum security telecommunications standards and minimum operating safety standards. United Nations and most NGO staff live and work on a shared compound.
62. A security partnership project between UNHCR and the Government reinforces law and order in camps and areas hosting refugees by providing capacity development for police forces and support to community policing.

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<sup>21</sup> Addis Ababa Commitment towards Somali Refugees adopted at the ministerial meeting of the UNHCR Global Initiative for Somali Refugees, 20 August 2014, Addis Ababa.

<sup>22</sup> Levels are from 1 (minimal) to 6 (extreme).

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity ( <i>mt</i> )	Value ( <i>USD</i> )	Value ( <i>USD</i> )
<b>Food</b>			
Cereals	197 493	88 486 822	
Pulses	35 367	19 821 609	
Oil and fats	22 289	18 321 254	
Mixed and blended food	38 947	22 537 747	
Others	4 225	2 093 256	
<b>Total food</b>	<b>298 321</b>	<b>151 260 687</b>	
External transport		39 748 123	
Landside transport, storage and handling		48 998 306	
Other direct operational costs: food		14 671 923	
<b>Food and related costs<sup>1</sup></b>		<b>254 679 040</b>	<b>254 679 040</b>
Cash and vouchers		33 120 000	
Related costs		4 801 800	
<b>Cash and vouchers and related costs</b>		<b>37 921 800</b>	<b>37 921 800</b>
Direct operational costs			292 600 840
Direct support costs (see Annex I-B) <sup>2</sup>			50 300 170
<b>Total direct project costs</b>			<b>342 901 009</b>
Indirect support costs (7.0 percent) <sup>3</sup>			24 003 071
<b>TOTAL WFP COSTS</b>			<b>366 904 080</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.



**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (USD)</b>	
<b>Staff and staff-related</b>	
Professional staff	14 849 184
General service staff	17 011 676
Danger pay and local allowances	1 274 760
<b>Subtotal</b>	<b>33 135 620</b>
<b>Recurring and other</b>	<b>3 486 824</b>
<b>Capital equipment</b>	<b>5 348 005</b>
<b>Security</b>	<b>2 116 284</b>
<b>Travel and transportation</b>	<b>5 282 837</b>
<b>Assessments, evaluations and monitoring<sup>1</sup></b>	<b>930 600</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>50 300 170</b>

<sup>1</sup> Reflects estimated costs when these activities are carried out by third parties. If the activities are carried out by country office staff, the costs are included in the staff and staff-related and travel and transportation categories.



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<b>Cross-cutting</b>		
<b>Gender</b> Gender equality and empowerment improved	Proportion of households where women make decisions over the use of cash, voucher or food Proportion of households where men make decisions over the use of cash, voucher or food Proportion of women beneficiaries in leadership positions of project management committees Proportion of households where women and men together make decisions over the use of cash, voucher or food Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	
<b>Protection and accountability to affected populations</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)	
<b>Partnership</b> Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks) Number of partner organizations that provide complementary inputs and services	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1.1</b> Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women	Moderate acute malnutrition (MAM) treatment mortality rate (%) MAM treatment recovery rate (%) MAM treatment non-response rate (%) MAM treatment default rate (%) Proportion of eligible population who participate in programme (coverage)	Partners continue to reduce malnutrition, by providing complementary foods among other approaches. Issues related to sanitation needs, care practices and disease are addressed. Partners' non-food pipelines are maintained.
<b>Outcome 1.2</b> Stabilized or improved food consumption over assistance period for targeted households and/or individuals	Food Consumption Score (FCS): percentage of households with poor FCS (male-headed) FCS: percentage of households with poor FCS (female-headed) Diet Diversity Score Coping Strategy Index (CSI): Percentage of households with reduced/stabilized CSI	Distribution targets are met, even when large numbers of new refugees arrive.
<b>Output 1.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Number of institutional sites assisted (e.g. schools, health centres), as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned	There are adequate resources for WFP's food and non-food pipelines. UNHCR provides accurate population statistics.
<b>Output 1.2</b> Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively	Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned	



<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<p><b>Output 1.3</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>There are adequate resources for WFP's food and non-food pipelines.</p> <p>UNHCR provides accurate population statistics.</p>
<p><b>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</b></p>		
<p><b>Outcome 2.1</b> Adequate food consumption reached or maintained over assistance period for targeted households</p>	<p>Coping Strategy Index (CSI): Percentage of households with reduced/stabilized CSI</p> <p>Food Consumption Score (FCS): percentage of households with borderline FCS</p> <p>FCS: percentage of households with poor FCS</p> <p>Diet Diversity Score</p>	<p>Distribution targets are met, even when large numbers of new refugees arrive.</p>
<p><b>Outcome 2.2</b> Improved access to assets and/or basic services, including community and market infrastructure</p>	<p>Attendance rate (girls) in WFP-assisted primary schools</p> <p>Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted primary schools</p> <p>Community Asset Score (CAS): percentage of communities with an increased CAS</p> <p>Gender ratio: ratio of girls to boys enrolled in WFP-assisted primary schools</p>	<p>The host community is committed to the FFA approach.</p> <p>Drought or floods do not erode gains made by FFA outputs.</p>
<p><b>Outcome 2.3</b> Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children</p>	<p>Proportion of children who consume a minimum acceptable diet</p> <p>Proportion of target population who participate in an adequate number of distributions</p> <p>Proportion of eligible population who participate in programme (coverage)</p>	<p>There are no breaks in WFP's food pipeline.</p>

<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<p><b>Output 2.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	
<p><b>Output 2.2</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p>	<p>There are no breaks in WFP's food and non-food pipelines.</p> <p>Partners' non-food pipelines are maintained.</p>
<p><b>Output 2.3</b> Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	
<p><b>Output 2.4</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>There are no breaks in WFP's food and non-food pipelines.</p>

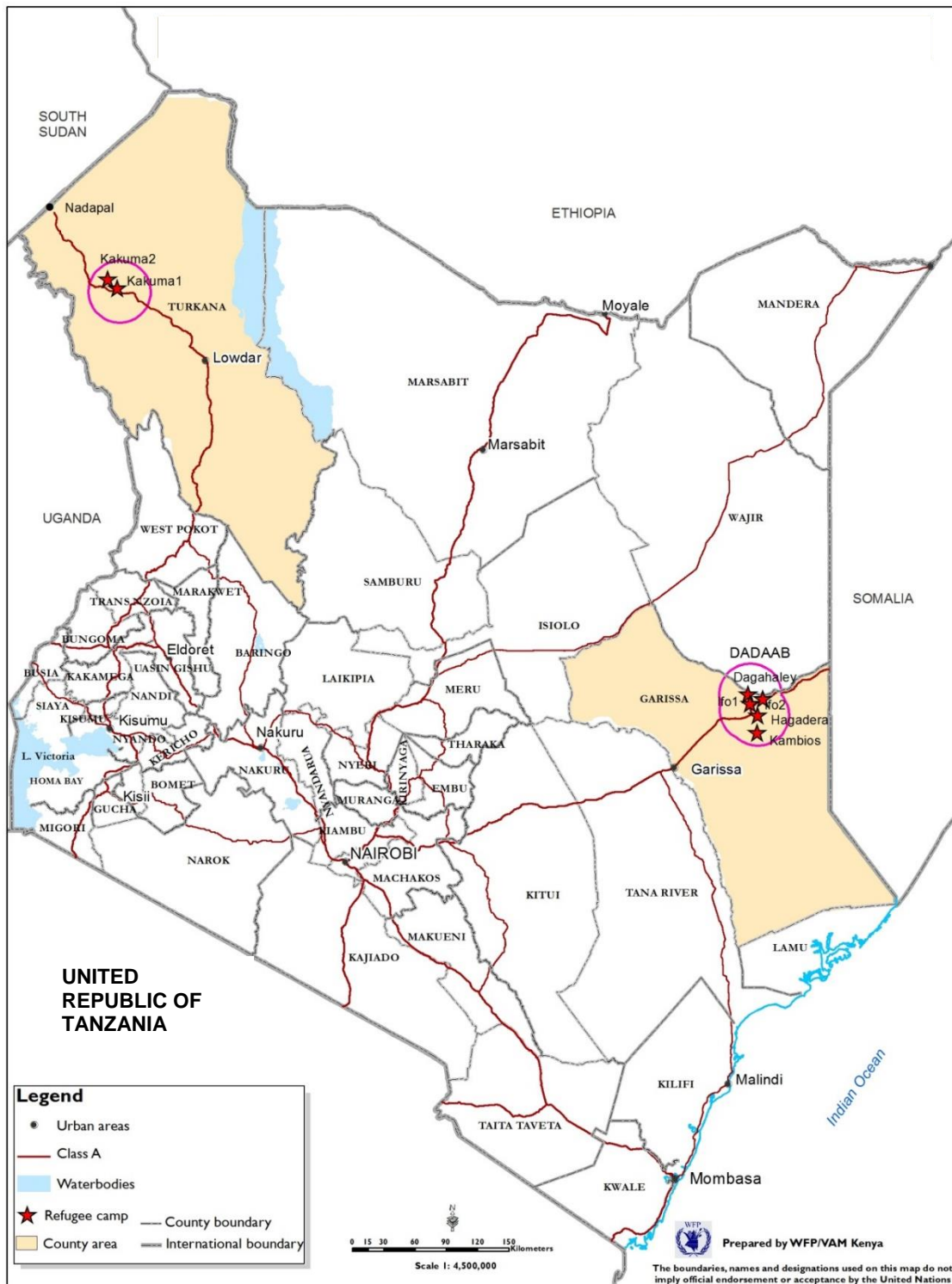




<b>ANNEX II: LOGICAL FRAMEWORK</b>		
<b>Results</b>	<b>Performance indicators</b>	<b>Assumptions</b>
<p><b>Output 2.5</b>            Messaging and counselling on specialized nutritious foods and infant and IYCF practices implemented effectively</p>	<p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p> <p>Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned</p> <p>Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned</p>	

**ANNEX III**

**KENYA PRRO 200737: REFUGEE CAMPS**



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

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## ACRONYMS USED IN THE DOCUMENT

CAS	Community Asset Score
CSI	Coping Strategy Index
FCS	Food Consumption Score
FFA	food assistance for assets
FFT	food for training
FSOM	food security outcome monitoring
GFD	general food distribution
IYCF	infant and young child feeding
KCRP	Kenya Comprehensive Refugee Programme
MAM	moderate acute malnutrition
NGO	non-governmental organization
PLHIV	people living with HIV/AIDS
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
RUSF	ready-to-use supplementary food
TB	tuberculosis
TSF	targeted supplementary feeding
UNHCR	Office of the United Nations High Commissioner for Refugees