

BUDGET INCREASE TO PROTRACTED RELIEF AND RECOVERY OPERATION: KENYA 200174

Food Assistance for Refugees in Kenya.

Start date: 01/11/2011

End date: 30/09/2014

Extension/Reduction period: 6 Months **New end date:** 31/03/2015

Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food and Related Costs	364,996,525	51,681,599	416,678,124
Cash and Vouchers and Related Costs	2,120,385	-	2,120,385
Capacity Development & Augmentation	-	-	-
DSC	37,846,907	8,717,425	46,564,332
ISC	28,347,467	4,227,932	32,575,399
Total cost to WFP	433, 311,284	64,626,956	497,938,240

Cost (United States dollars)			
	Current Budget	Increase	Revised Budget
Food Transfers	230,950,361	32,297,215	263,247,576
C&V Transfers	2,120,385	-	2,120,385

NOTE TO THE EXECUTIVE BOARD (to be prepared by ERBT) Specify clearly name of person responsible for the document.

Draft decision

The Board approves the proposed budget increase of **US\$64,626,956** for Kenya protracted relief and recovery operation 200174 “Food assistance to refugees” with a six-month extension from 1 October 2014 to 31 March 2015 (WFP/EB.A/2014/).

NATURE OF THE INCREASE

1. This budget revision to protracted relief and recovery operation (PRRO) 200174 “Food Assistance to Refugees” is proposed to:
 - Extend the project duration for a period of six months, changing the end-date of the PRRO from 30 September 2014 to 31 March 2015.
 - Increase the food and related costs for the extension period, estimated to be US\$51.7 million.
 - Revise direct support costs to include cost for a proposed new WFP field office and facilities in Turkana at a refugee camp that is being established to accommodate new influxes of South Sudanese refugees. The cost of these new facilities is estimated at US\$2 million, exclusive of staff costs.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

2. WFP has been providing food assistance to refugees in Kenya since 1991 mainly for Somali and South Sudanese refugees. The current operation (PRRO 200174) runs from 1st October 2011 until 30th September 2014. WFP's operation in Dadaab and Kakuma camps and surrounding host communities provides relief and ensures that the special nutritional requirements of vulnerable groups are met.
3. Activities under this PRRO include:
 - General food distribution to meet the minimum nutritional requirements of refugees.
 - Preventive mother-and-child health and nutrition (MCHN) interventions for pregnant and lactating women (PLW) and children aged 6-23 months, ensuring adequate nutritional support during the "first 1,000 days" (from conception to the age of two).
 - Targeted supplementary feeding for malnourished children under 5 and for PLW.
 - Blanket supplementary feeding for malnourished HIV and tuberculosis clients on antiretroviral therapy and directly observed treatment.
 - Institutional feeding for: (i) people who have been hospitalized; and (ii) caregivers of severely malnourished children in therapeutic feeding centres.
 - School meals to improve enrolment and attendance, with take-home rations as an incentive for girls who attain 80 percent school attendance.
 - Food assistance for-training activities as an incentive for disenfranchised youth to gain life skills.
 - Food assistance-for-assets activities to improve food security in host communities and mitigate tensions with refugees.
 - A pilot using vouchers for fresh food, targeting PLW and their households in the Dadaab refugee camps.
4. The beneficiary planning figures for this PRRO were adjusted for the period January-September through a previous budget revision. It projected the refugee beneficiary planning figures as a result of the following:
 - An additional influx of refugees since fighting erupted in South Sudan in mid-December 2013 is increasing the refugee population by 50,000 in 2014 (estimate by the Office of the High Commissioner for Refugees - UNHCR).¹ In the first three months of 2014, Kenya received over 30,000 South Sudanese at the Kakuma camps, which have been expanded to cope with the additional refugees. WFP has installed additional food distribution infrastructure in Kakuma.
 - A verification exercise by UNHCR in 2013 in the Dadaab camps reduced the refugee population estimate by 40,000.
 - The introduction of a biometric identification system for general food distribution in October 2013 further reduced the refugee beneficiaries of food assistance in camps by 70,000.²

¹ Inter-Agency Appeal for the South Sudanese Refugee Emergency (January-December 2014), Geneva, March 2014.

² The system checks fingerprints of people collecting food against records in UNHCR's registration database. People whose fingerprints do not match are referred to UNHCR: if identity can be verified through other means (e.g. a photograph or an interview) they can collect food; if not, they are refused. Before the system was introduced, there was

Thus, despite the refugee influx from South Sudan, there is a net decrease of 60,000 in the planning figures for refugees for 2014 compared with 2012-2013.

5. The PRRO has already been aligned with the strategic plan (2014-2017) and the corresponding strategic results framework.

Conclusion and Recommendations of the Re-Assessment

6. This PRRO (200174) was selected by WFP for a corporate operational evaluation, for which field work was undertaken in January 2014 and the final report by the evaluation team is expected in May 2014. A new PRRO for refugees, which will be submitted to the Executive Board in February 2015, will be informed by the findings and recommendations of this evaluation. Furthermore, a 2014 Joint Assessment Mission (JAM) by WFP, UNHCR and the Government's Department for Refugee Affairs (DRA) will explore the key issues from the evaluation. The new PRRO will also take into account the Food Security Outcome Monitoring exercises, which take place three times each year. Thus, the existing PRRO needs to be extended in time by six months, from 1 October 2014 to 31 March 2015, to continue support to refugees until the follow-on PRRO is reviewed and approved.
7. The refugee camps at Kakuma, north-west Kenya, were considered overcrowded even before the recent influxes of refugees from South Sudan followed outbreaks of violence there in December 2013. Despite recent efforts to expand the camp capacity at Kakuma, with a flow of South Sudanese refugees into Kenya of around 10,000 people per month between January-March 2014, there is a pressing need to develop a new camp site. UNHCR, the DRA and the Turkana County Government have identified a site for an additional refugee camp to ease congestion at Kakuma. The new site will require considerable investment in the camp infrastructure, including facilities for food distributions.
8. The number of people in refugee camps in need of food assistance for the period 1 October 2014 to 31 March 2015 is forecast at the same level as September 2014, at 520,000 (see table 1). There may be new arrivals from South Sudan in the October 2014 - March 2015 period; it is also possible that there could be a reduction in the population in the Dadaab camps due to voluntary repatriation to Somalia. However, at the time of preparing this revision, it is too early to predict refugee populations beyond the planning figures to September 2014. WFP will continue its assistance to host populations.
9. The pilot using vouchers for fresh food, targeting PLW and their households in the Dadaab refugee camps will be evaluated by May 2014. These fresh food vouchers, which are provided to targeted beneficiaries as a "top up" to food distributions, are expected to improve dietary diversity among PLWs by increasing access to fruit, vegetables and meat products. Voucher distributions are scheduled until August, with voucher reconciliation in September. Subject to the findings of the evaluation, the updated market surveys, and consultations with partners, WFP expects to pursue further voucher or cash transfers for refugees.

Purpose of Extension and Budget Increase

10. This ninth revision of the WFP Kenya refugee operation 200174 will:

- Extend WFP support to refugees from 1 October 2014 to 31 March 2015.
- Increase food and related costs to cover the six-month extension of the operation.
- Increase direct support costs by US\$8.7 million, including US\$2 million for the new refugee camp in Turkana to cover the costs of the construction of an extended delivery point, a food distribution point, a new office block and staff accommodation.

TABLE 1: BENEFICIARIES BY ACTIVITY				
(NO CHANGES FROM CURRENT, JANUARY–SEPTEMBER 2014, PLANNING FIGURES)				
Activity	Category of beneficiaries	Male	Female	Beneficiaries
General Food Distributions	Refugees	265,200	254,800	520,000
Preventive mother-and-child health and nutrition (MCHN) Children 6-23 months	Refugees and host community	17,000	18,000	35,000
Preventive MCHN Pregnant and Lactating Women	Refugees and host community		26,000	26,000
Moderate Acute Malnutrition (MAM) treatment Children <5	Refugees and host community	700	800	1,500
MAM Treatment Pregnant and Lactating Women	Refugees and host community		200	200
Hospital Feeding and Caregivers	Refugees and host community	750	950	1,700
People Living with HIV & TB	Refugees and host community	800	1,000	1,800
School Meals	School children: refugees and host community	70,000	50,000	120,000
School Take-Home Rations	School children: refugees and host community		42,500	42,500
Food Assistance for Assets	Host community	17,300	18,700	36,000
Food Assistance for Training	Refugees and host community	1,000	600	1,600
TOTAL (avoiding double-counting)	Refugees and host community			556,000

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

	GFD	MCHN 6-23 mths ³	MCHN PLW	MAM <5s	MAM PLW	Hospital feeding & care givers	PLHIV, TB & chronic diseases	School meals	Take-home rations	FFA	FFT
Cereals (milled)	420					420				345	130
Pulses	60					60				60	30
Vegetable oil	35		10		25	35	15	10		30	10
Supercereal	40		105		250	40	125	80			
Supercereal+		215									
Iodized salt	5					5				5	5
Sugar									20		
Dried skim milk								10			
Ready-to-use supplementary food				92							
TOTAL (g)	560	215	115	92	275	560	140	100	20	440	175
Total kcal/day	2,178	880	445	500	1,221	2,178	633	445	80	1,733	667
Feeding days	365	365	365	120	365	30	PLHIV - 365 TB - 180	195	195	195	120

FOOD REQUIREMENTS

11. The additional food for the extension period and the total food quantity needed for refugees and the host community is shown in table 3:

TABLE 3: FOOD REQUIREMENTS (MT)

Activity	Current	Increase	Revised total
General Food Distributions	352,544	49,907	402,451
Preventive Mother-and-Child Health and Nutrition (MCHN), Children 6-23 months	2,538	1,370	3,908
Preventive MCHN (PLWs)	5,209	544	5,753
MAM Treatment, Children <5	3,569	284	3,853
MAM Treatment (PLWs)	150	(23)	127
Hospital Feeding and Caregivers	1,344	122	1,466
People Living with HIV & TB	392	25	417
School Meals	4,349	2,635	6,984

³ The ration for PLW provides 455 calories/day, which, together with the GFD ration of 2178 kcal, meets the additional recommended needs/day for PLW. Supercereal Plus is pre-packed into 1.5 kg sealed bags: divided over the week, this is 215g/day.

School Take-Home Rations	289	187	476
Food Assistance for Assets	17,266	2,883	20,149
Food Assistance for Training	381	60	441
TOTAL	388,031	57,995	446,026

Hazard / Risk Assessment and Preparedness Planning

12. There continues to be insecurity in the refugee camps, especially in the Dadaab camps which are at United Nations security level 4 (“Substantial”), while the Kakuma camps are at security level 3 (“Moderate”).⁴ There have been some improvements in Dadaab following the introduction of a community-policing approach under the Kenya Security Partnership Project. WFP has improved security measures at food distribution centres when setting-up the biometrics system. However, the overall security situation in the refugee camps remains precarious and presents a dangerous working environment: WFP uses armoured vehicles in Dadaab. The insecurity affects the access and mobility within and around the camps for humanitarian workers, as well as their ability to undertake assessments at household level.
13. The security situation in South Sudan remains uncertain, and there is a possibility of heavy influxes of refugees into Kenya during the remainder of 2014 and early 2015.
14. The Government of Kenya, the Government of Somalia and UNHCR signed a Tripartite Agreement in 2013 to guide the repatriation process of Somali refugees. The Agreement has provisions to support voluntary return of Somali refugees, so that people going back to their places of origin will be supported with a return package and reintegration assistance package. Considering that prevailing conditions (security, basic services and livelihoods opportunities) in Somalia are not conducive for a mass return at this time, UNHCR is working on a pilot phase targeting 10,000 refugees and three potential areas of return in Somalia. The pilot repatriation has not yet started and may be delayed by military operations of African Union Mission to Somalia in districts of south and central Somalia. Military operations could also create further internal or external displacements of people.
15. If population movements of South Sudanese refugees or Somali refugees differ substantially from the planning figures used in this budget revision, the beneficiary planning figures for this operation would be revised.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

The proposed six-month extension as well as the additional commitment of food, resulting in the revised budget for project PRRO 200174 is recommended to the Executive Board for approval.

⁴ The United Nations security level system has six levels, from 1 (least dangerous environment) to 6 (most dangerous environment). Each level has a specific name as follows: 1 – Minimal, 2 – Low, 3 – Moderate, 4 – Substantial, 5 – High, and 6 – Extreme.

.....
Ertharin Cousin
Executive Director

.....
Date

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>	-	-	
Cereals	39,829	18,267,351	
Pulses	5,763	3,738,192	
Oil and fats	3,635	3,516,094	
Mixed and blended food	7,836	5,941,714	
Others	932	833,864	
Total Food Transfers	57,995	32,297,215	
External Transport		5,582,234	
LTSH		11,510,274	
ODOC Food		2,291,875	
Food and Related Costs		51,681,599	51,681,599
C&V Transfers		-	
C&V Related costs		-	
Cash and Vouchers and Related Costs		-	
Capacity Development & Augmentation		-	
<i>Direct Operational Costs</i>			51,681,599
Direct support costs (see Annex I-B)			8,717,425
Total Direct Project Costs			60,339,024
Indirect support costs (7,0 percent) ⁵			4,227,932
TOTAL WFP COSTS			64,626,956

⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
WFP Staff and Staff-Related	
Professional staff	1,895,292
General service staff	1,932,596
Danger pay and local allowances	199,480
Subtotal	4,028,368
Recurring and Other	1,001,951
Capital Equipment	2,219,286
Security	675,089
Travel and transportation	732,732
Assessments, Evaluations and Monitoring	60,000
TOTAL DIRECT SUPPORT COSTS	8,717,425

ANNEX II: Summary of Logical Framework KENYA PRRO No. 200174

Cross-cutting results and indicators

Result	Indicator	
Gender Gender equality and empowerment improved	<ul style="list-style-type: none"> ➤ Proportion of assisted women, men or both women and men who make decisions over the use of cash, vouchers or food within the household. <i>Target: TBD</i> ➤ Proportion of women beneficiaries in leadership positions of project management committees. <i>Target: >50%</i> ➤ Proportion of women project management committee members trained on modalities of food, cash or voucher distribution. <i>Target>60%</i> 	
Protection and accountability to affected populations WFP assistance delivered and utilized in safe, accountable and dignified conditions	<ul style="list-style-type: none"> ➤ Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme sites. <i>Target: 90%</i> ➤ Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain). <i>Target: 90%</i> 	
Partnerships Food assistance interventions coordinated and partnerships developed and maintained	<ul style="list-style-type: none"> ➤ Proportion of project activities implemented with the engagement of complementary partners. <i>Target: TBD</i> ➤ Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks). ; <i>Target: TBD</i> ➤ Number of partner organizations that provide complementary inputs and services. <i>Target: TBD</i> 	
Outcome	Indicator	Assumption
WFP Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1: Stabilized or reduced under-nutrition among children aged 6–59 months and pregnant and lactating women	<ul style="list-style-type: none"> ➤ Moderate acute malnutrition (MAM) treatment performance: Mortality rate: <i>Baseline:0.03%; Target < 3%;</i> Recovery rate: <i>Baseline:88.5%; Target > 75%;</i> Non-response rate: <i>Baseline: TBD; Target < 15%;</i> Default rate: <i>Baseline:3.5; Target < 15%</i> ➤ Proportion of eligible population who participate in programme (coverage) <i>Baseline: 90%; Target>90%</i> 	<p>Assumption: Partners sustain efforts to reduce malnutrition including through complimentary foods</p> <p>Sanitation, care practices and disease are addressed</p>

ANNEX II: Summary of Logical Framework KENYA PRRO No. 200174		
Outcome 1.2: Stabilized or improved food consumption over assistance period for targeted households and/or individuals	<ul style="list-style-type: none"> ➤ Food consumption score, disaggregated by sex of household head (<i>Percent of households with poor food consumption</i>) <i>Baseline: 32%; 6.4% points reduction.</i> ➤ Diet diversity score, disaggregated by sex of household head; <i>Baseline: TBD; Target: Increased diet diversity score of targeted households</i> ➤ Coping strategy index, disaggregated by sex of household head. <i>Baseline: 13; Target: 80% of households with stabilised Coping Strategy Index</i> 	Assumption: Distribution targets met, even during heavy influxes of refugees
Output 1.1.1: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	<ul style="list-style-type: none"> ➤ 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 ➤ Quantity of food assistance distributed, disaggregated by type, as % of planned ➤ Number of institutional sites assisted (health centers), as % of planned 	
Output 1.1.2: Messaging and counseling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively ⁶	<ul style="list-style-type: none"> ➤ Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned ➤ Proportion of women/men receiving nutrition counseling supported by WFP, against proportion planned 	
Output 1.2.1: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	<ul style="list-style-type: none"> ➤ 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 ➤ Quantity of food assistance distributed, disaggregated by type, as % of planned 	Assumptions Accurate population statistics provided by UNHCR Partners' non-food pipeline maintained
WFP Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies		

⁶ While this output in the SRF has 3 indicators, we have not picked K.3 because we do not have any guidelines on how it would be measured.

ANNEX II: Summary of Logical Framework KENYA PRRO No. 200174

<p>Outcome 2.1: Adequate food consumption reached or maintained over assistance period for targeted households</p>	<ul style="list-style-type: none"> ➤ Food consumption score, disaggregated by sex of household head (<i>Percent of households with poor or borderline food consumption</i>) <i>Baseline: 52%; Target: 10% points reduction</i> ➤ Diet diversity score, disaggregated by sex of household head <i>Baseline: TBD; Target: Increased diet diversity score of targeted households</i> ➤ Coping strategy index, disaggregated by sex of household head <i>Baseline: TBD; Target: Coping strategy index of 80% of targeted households is reduced or stabilized</i> 	
<p>Outcome 2.2: Improved access to assets and/or basic services, including community and market infrastructure</p>	<ul style="list-style-type: none"> ➤ Community asset score <i>Baseline: TBD; Target: 80% of targeted communities have increased community assets over baseline</i> ➤ Enrolment rate of girls and boys: <i>Baseline: 65%⁷; Target: 6%</i> ➤ Attendance rate.⁸ <i>Baseline: 84%; Target: 90%.</i> ➤ Gender ratio: ratio of girls to boys enrolled. <i>Baseline: 0.66; Target: 0.75</i> 	<p>Assumptions Host community accepts FFA approach</p> <p>Droughts or floods do not erode gains made by FFA outputs</p>
<p>Outcome 2.3: Stabilized or reduced under-nutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women.</p>	<ul style="list-style-type: none"> ➤ Proportion of target population who participate in an adequate number of distributions. <i>Baseline: TBD; Target > 66%</i> ➤ Proportion of eligible population who participate in programme (coverage). <i>Baseline: TBD; Target > 70%</i> ➤ Prevalence of acute malnutrition among <5s (weight-for-height).⁹ <i>Baseline: range of 7-23% depending on camp; Target: < 15%</i> ➤ Proportion of children who consume a minimum acceptable diet. <i>Target > 70%</i> 	<p>Assumption Partners contribute to good infant and young child feeding practices.</p>
<p>Output 2.1.1: 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>	<ul style="list-style-type: none"> ➤ Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, as % of planned ➤ Quantity of food assistance distributed, disaggregated by type, as % of planned 	
<p>Output 2.2.1 Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<ul style="list-style-type: none"> ➤ Number of assets built restored or maintained by targeted households and communities, by type and unit of measure 	

⁷ Due to increased improvements in school infrastructure and opening of new schools, there was a sizeable increase in enrolment. However it is expected to stabilize, thus the target of 6%,

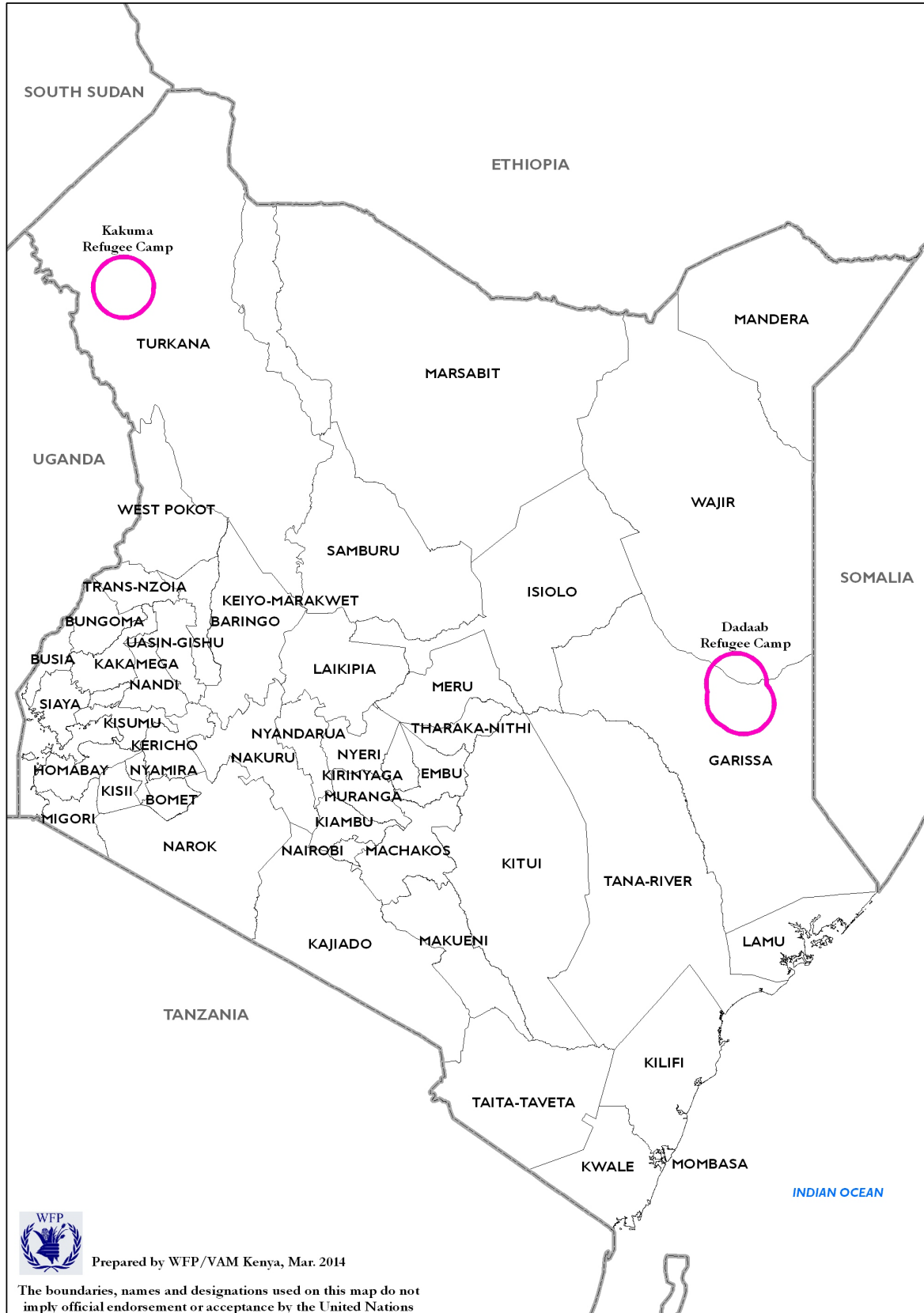
⁸ Attendance rate and gender ratio are project specific indicators that are currently easy to measure and inform on the achievement of WFP objective if keeping children in school.

⁹ Project specific.

ANNEX II: Summary of Logical Framework KENYA PRRO No. 200174

<p>Output 2.3.1: 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>	<ul style="list-style-type: none"> ➤ Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, as % of planned ➤ Quantity of food assistance distributed, disaggregated by type, as % of planned ➤ Number of institutional sites assisted (health centers), as % of planned 	
<p>Output 2.3.2: Messaging and counseling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<ul style="list-style-type: none"> ➤ Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned ➤ Proportion of women/men receiving nutrition counseling supported by WFP, against proportion planned 	

MAP - REFUGEE CAMPS LOCATIONS (WITH COUNTY BORDERS)



....

ACRONYMS USED IN THE DOCUMENT

DRA	Department of Refugee Affairs
FFA	food for assets
FFT	food for training
HIV	human immunodeficiency virus
JAM	Joint Assessment Mission
MAM	moderate acute malnutrition
MCHN	mother-and-child health nutrition
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
TB	tuberculosis
TBD	to be determined
UNHCR	Office of the United Nations High Commissioner for Refugees
WFP	United Nations World Food Programme