

COUNTRY OPERATION KENYA

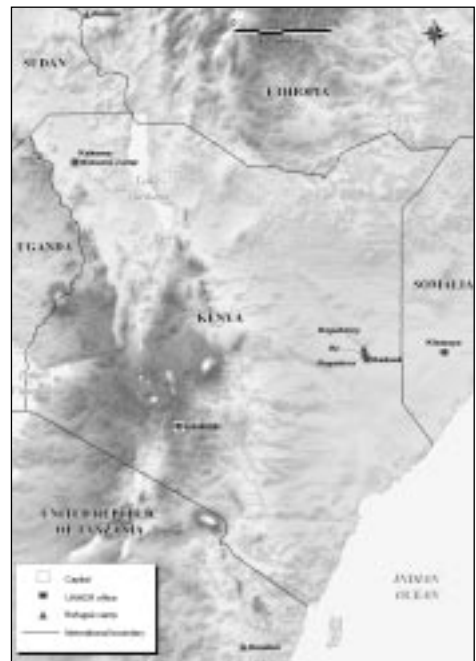
AT A GLANCE



Main Objectives and Activities

Protect and assist Somali and Sudanese refugees, paying special attention to the needs of women-at-risk and other vulnerable groups; seek lasting solutions for Somali refugees in the form of voluntary repatriation to areas of recovery as well as resettlement to third countries as appropriate; work with Sudanese non-political and non-ethnic organisations to curtail abuses of human rights within the southern Sudanese refugee community; promote resettlement of Sudanese refugees where appropriate; provide repatriation or resettlement options to Ethiopian and Ugandan refugees and support naturalisation of pre-1991 Ethiopian and pre-

1985 Ugandan refugees; attend to the individual needs of urban refugees by providing resettlement processing, education, medical assistance, counselling, employment advice and limited material assistance; review and consolidate arrangements with implementing partners to improve programme implementation.



Impact

- UNHCR, in co-operation with the Government of Kenya, provided protection and material assistance to refugees, while searching for durable solutions.
- UNHCR ensured that growing numbers of refugees had access to potable water, health services, food and non-food items, and basic education, despite the pressure on resources.
- The local population in refugee-affected areas had access to water and medical care in the camps. This helped reduce tension between locals and refugees.
- Closer monitoring of the capacities of implementing partners resulted in efficient implementation of multi-sectoral assistance.
- UNHCR helped 1,455 Ethiopian refugees repatriate to their home areas in Gode and Jijiga, and 404 other refugees returned to Sudan and Uganda. Repatriation of some 4,700 Kenyan refugees in Ethiopia was suspended for security reasons.
- A total of 1,024 urban refugees (630 males and 394 female) were supported by UNHCR and its partners to attain elementary, secondary, vocational and university education in the urban areas.

Persons of Concern

MAIN REFUGEE ORIGIN/ TYPE OF POPULATION	TOTAL IN COUNTRY	OF WHICH: UNHCR-ASSISTED	PER CENT FEMALE	PER CENT < 18
Burundi (Refugees)	210	160	29	28
Democratic Republic of the Congo (Refugees)	250	220	38	44
Ethiopia (Refugees)	8,190	4,630	35	30
Rwanda (Refugees)	2,860	340	34	30
Somalia (Refugees)	141,080	140,890	49	49
Sudan (Refugees)	64,250	64,100	40	49
Uganda (Refugees)	5,950	450	42	45
Other Refugees	610	610	44	-
Stateless	300	300	46	-
Asylum-seekers	5,800	5,800	-	-

Income and Expenditure - SP Activities (USD)

WORKING BUDGET	INCOME FROM CONTRIBUTIONS*	OTHER FUNDS AVAILABLE**	TOTAL FUNDS AVAILABLE	TOTAL EXPENDITURE
4,878,778	676,460	2,540,612	3,217,072	4,315,742

* Includes contributions earmarked for the Special Operation in East and Horn of Africa.

** Includes opening balance and adjustments.

The above figures do not include costs at Headquarters.

WORKING ENVIRONMENT

The Context

Due to on-going conflict in their countries of origin, large-scale repatriation of the Somali and Sudanese refugees, who constitute 95 per cent of the total camp population in Kenya, was not an option. On the contrary, the number of refugees hosted in Kenya increased over the course of the year. Even the temporary border closure between Kenya and Somalia did not interrupt the influx of Somali refugees.

Refugees in Kenya enjoyed the hospitality of the Government, which also agreed to register and issue identity cards. However, lasting solutions in the form of local integration were not considered a viable option by the authorities.

Constraints

Refugees in Kenya are confined to the Dadaab and Kakuma camp complexes, which are located in semi-arid areas in northern and eastern Kenya. The meagre natural resources available in these areas barely sustain the local nomadic population, and opportunities for trade or employment are very limited. This means refugees are unlikely to achieve economic self-reliance. The impossibility of local integration or gainful employment and limited freedom of movement necessitated the continued provision of material assistance to the refugees, and, in some cases, their resettlement in other countries.

Security conditions in Dadaab were particularly difficult, as armed robberies, cattle rustling and inter-clan clashes increased. The designated refugee areas were not safe for UNHCR staff despite strengthened security in and around the camps. Armed attacks along the Somali border led to its closure in August 1999. In the Kakuma camps, hostilities between and within refugee communities remained the prime source of insecurity. Unidentified gunmen within the vicinity of the UNHCR compound in Kakuma murdered an aid worker, and armed banditry escalated along roads connecting Kakuma to Lokichokio and Lodwar, which resulted in some travellers being killed.

Funding

Due to chronic funding shortfalls, even some of the basic needs of refugees in the camps could not be met. Shortfalls were felt with regard to the expansion of Kakuma camps to accommodate new arrivals, the need for vehicles for the police force in Kakuma and Dadaab, and requirements for educational, vocational training

and income generation activities in the camps. Consequently, very few students had access to secondary and vocational education.

ACHIEVEMENTS AND IMPACT

Protection and Solutions

UNHCR undertook promotional activities to deepen understanding of international humanitarian law amongst key government officials, and took a lead role in preparing a draft Refugee Act, which was finalised by the end of the year. In the meantime, however, the absence of a legal framework continued to prevent a clear government policy on refugee issues.

Starting in January, UNHCR administered an independent eligibility procedure, in order to ensure a sound and transparent refugee status determination process. In total, 200 cases were presented to the National Eligibility Committee for determination of refugee status, roughly 10,000 new applications were submitted to the UNHCR country office and about 10,800 cases were adjudicated by the UNHCR Eligibility Centre. The Government allowed individual refugees, who had been processed by the National Eligibility Committee, to apply for permission to reside in urban areas. UNHCR encountered problems with regard to data collection; a re-registration exercise in Dadaab planned for November, had to be postponed.

The very limited opportunities for local integration, coupled with continued conflict in Somalia and Sudan, led to increased demands for resettlement. As a result, UNHCR nominated a record number of 16,511 individuals for resettlement; 7,948 of them departed during the year out of 13,000 who were accepted. With UNHCR assistance, 1,455 Ethiopian refugees repatriated to their home areas in Gode and Jijiga, and 404 other refugees returned to Sudan and Uganda. The planned repatriation of about 4,700 Kenyan refugees in Ethiopia was suspended for security reasons. The expected repatriation of some 10,000 Somali refugees did not occur owing to a deteriorated security situation in southern Somalia.

Refugee women and girls continued to be particularly vulnerable, although measures were taken to combat rape and sexual violence. Activities in this area included the provision of firewood, live thorn hedges around residential quarters, legal assistance for victims and support for law enforcement authorities.

The presence of field-based protection staff at police briefings was institutionalised in 1999 and police officers received training in international refugee law and UNHCR's mandate and role. This increased their understanding of UNHCR's work and had a positive impact on the way they treated refugees in the camps. The establishment of a mobile court in Dadaab, which made prosecution of criminals more likely, is hoped to be replicated in Kakuma.

Although refugees and asylum-seekers in Nairobi continued to be subjected to harassment and extortion, UNHCR was able to negotiate the speedy release of those detained by the authorities.

In an effort to promote peace and reconciliation among the different ethnic groups of refugees in Dadaab and Kakuma, UNHCR held workshops for participants from UN and NGO participants, and organised public awareness events for refugees, including the Peace Day commemoration, tree-planting campaigns and theatre performances. Over 2,000 leaders from various communities were trained, leading to increased co-operation among the different ethnic groups to resolve conflicts.

Activities and Assistance

Community Services: A Community Self-Management (CSM) initiative effectively strengthened the refugee community's participation in various activities. Notable achievements included the construction of toilets in the community centres, efficient distribution of non-food items and conflict resolution. Women's support groups in Kakuma enjoyed greater decision-making powers. Community elders and bench court members were trained in international legal standards and Kenyan national law, resulting in fewer arbitrary judgments and a reduction of ethnic clashes. Children benefited from regular youth sports events.

Domestic Needs/Household Support: In the Dadaab camps, firewood distribution throughout the year covered 30 per cent of refugees' needs. The incidence of rape was reduced from 164 cases in 1998 to 71 in 1999, largely due to this firewood project. Repatriating refugees received grants and travel allowances.

Education: In Dadaab, 9,612 girls and 14,418 boys were enrolled in nursery, primary and secondary schools. Enrolment of girls aged 5-17 increased from 41.2 per cent in 1998 to 47.7 per cent by November 1999. In Kakuma, 25,000 students enrolled in 1999. This was 7.5 per cent more than the previous year. More peo-

ple also attended adult literacy classes, 60 per cent of them women.

Food: UNHCR covered the cost of several UNHCR/WFP food assessment studies, which were conducted by consultants.

Forestry/Crop Production: Under the so-called RES-CUE project, environmental management in both camps included the promotion of energy-efficient cooking practices, reforestation measures, rehabilitation of degraded areas through the establishment of 287 hectares of natural green belts, and the involvement of refugees and locals in camp-based environmental working groups. In Kakuma, the project took over the kitchen garden initiative, enabling refugees to use water collected from roofs during the rainy season or excess water from tap-stands to irrigate small vegetable gardens. Environmental activities were effectively integrated into mainstream projects and led refugees and the host community to value more prudent use of natural resources. An education project brought the environmental message into the primary school curriculum.

Health/Nutrition: Health care provided in the Dadaab camps met the objectives set in this sector. The crude mortality rate among refugees was at an acceptable level of 0.18/10,000 persons per day, and 0.52/10,000 per day for children under five. Repatriating refugees were medically screened.

Income Generation: Income generation skills training and the provision of small loans, especially for 325 refugee women, victims of sexual violence, helped to increase self-reliance among refugees and improved the health and living conditions of women and girls. A lower school drop-out rate among girls was only one of the beneficial effects of these activities.

Legal Assistance: Eight Kenyan lawyers were employed to deal with the increasing number of asylum-seekers. All lawyers received training in status determination and interviewing techniques. The Office helped refugees preparing for resettlement to a third country by providing cash allowances, covering the cost of medical examinations in Nairobi and providing administrative assistance. UNHCR conducted regular training sessions for refugees, implementing partners and UNHCR staff on refugee law, women and children's rights as well as general human rights. Training materials on gender and sexual violence were developed and

distributed. At UNHCR's request, the Government assigned a platoon of anti-banditry troops to the camps. UNHCR provided accommodation, transport and other incentives to security personnel, and undertook supporting measures, including the purchase of bullet-proof vests.

Operational Support (to Agencies): UNHCR provided administrative support to implementing partners and covered their expenses for office rental, building-maintenance, utility fees, office supplies, communication, fuel, etc. Moreover, UNHCR gave vehicles to its partners to ensure their mobility.

Sanitation: An acceptable level of sanitation was achieved in Dadaab through the increased participation of the refugee community in cleaning campaigns. In Kakuma, 1,902 new latrines were constructed, and 1,747 existing ones were improved. Nonetheless, the desired ratio of latrines to population was not attained, due to the growing refugee population.

Shelter/Other Infrastructure: The access route to Dadaab and Garissa remained in a state of disrepair throughout the year, making deliveries to Dadaab very difficult. Most of the communal facilities such as schools, health facilities, distribution centres, etc., were rehabilitated during the year, but shelter for refugee families continued to be a problem due to a shortage of plastic sheets. In Kakuma, a growing camp population and an inadequate supply of materials resulted in insufficient shelter. The Kakuma III camp-site was developed to ease congestion in the older camps. It necessitated the construction of eight kilometres of inter-camp roads, the opening of access roads, the preparation of culverts, extension of the water supply system, new sanitation facilities, and the construction/development of a field office and a police post. The use of sun dried bricks for building purposes was implemented on a trial basis in Kakuma III and gained universal acceptance by the refugees.

Transport/Logistics: UNHCR covered costs related to harbour clearance, inspection, transport, storage and distribution of food and non-food items. UNHCR covered the costs of plane tickets for repatriating refugees. Four vehicles were purchased for the police in the refugee camps.

Water: Refugees received 15 to 20 litres of potable water per person per day and the nutritional status of

the refugees remained largely satisfactory. In Kakuma, additional boreholes were dug to ensure adequate supplies of water.

ORGANISATION AND IMPLEMENTATION

Management

UNHCR Kenya operated one country office in Nairobi and two field offices in Kakuma and Dadaab. The offices were staffed with 42 internationals (including three JPOs, eight UNVs and three secondments from other agencies) and 105 nationals. Although the refugee population increased considerably during the year, no new posts were created.

Regional co-ordination meetings were held, including one on Somalia organised by the Regional Directorate in Nairobi, aimed at harmonising UNHCR strategies for the Somali refugee population. An important recommendation to come out of this meeting was the reestablishment of a unified UNHCR country office for Somalia based in Nairobi. The sexual violence project initiated in the Dadaab and Kakuma camps benefited from a joint strategic planning meeting between UNHCR Kenya and UNHCR Tanzania, while the Kenya country office provided support to other countries in the region through the services of the Regional Officers attached to it.

Working with Others

In the absence of a national legal framework and clear policy on refugee issues, the Government limited its role to maintaining security, law and order. UNHCR, together with its implementing partners, was responsible for the administration of the camps.

UNHCR participated in various UN Development Assistance Framework theme groups, which helped to draw the attention of other UN agencies to the need for development activities in areas affected by the presence of refugees. Monthly food co-ordination meetings with WFP led to effective food distribution, despite funding difficulties. UNICEF provided UNHCR with technical assistance in the water sector and drilled several boreholes for local communities in the vicinity of the refugee camps. This helped to ease tension between the refugees and locals. UNESCO supported the environmental education programme by producing various training materials. The UNHCR offices in Dadaab and Kakuma chaired weekly inter-agency secu-

rity meetings, monthly programme meetings and periodic central Environmental Working Group meetings involving all major stakeholders. As conditions in Somalia and southern Sudan remained unstable, the Contingency Plan for Kenya was updated with the involvement of UN agencies, implementing partners and local authorities.

UNHCR worked with seven international and three national implementing partners. NGOs received training in protection and programming work. UNHCR continuously reviewed the performance of partners and replaced partners where appropriate.

OVERALL ASSESSMENT

Despite occasional disputes in the camps, refugees of different nationalities continued to live together peacefully and benefited equally from UNHCR's assistance. This proved to be very cost-effective, as the proliferation of expensive camps for each separate group of refugees was avoided.

Operations benefited from the policy guidance of a well-prepared mission statement. Initially, planning focused on the active search for durable solutions while making every effort to improve the quality of assistance to the refugees. However, as prospects for repatriation

diminished, UNHCR made efforts to find other solutions, including resettlement to third countries.

Programmes implemented with a high level of refugee participation were more widely accepted and thus more successful. The CSM initiative in Dadaab for the management of common services provided a case in point. Moreover, programmes that integrated the needs of locals and refugees in a common approach (rather than having parallel structures for the two groups) proved more likely to succeed and generate long-term results.

The UN Office of Internal Oversight and UNHCR's internal audit section audited the programme, and appropriate mechanisms were put in place to implement their recommendations in 1999. The auditors commended the Office for the high level of professionalism observed in the Kenya operations.

Without durable solutions or opportunities for greater economic self-reliance, refugees in Kenya are likely to remain heavily dependent on relief assistance. A withdrawal of UNHCR and its partners is therefore not to be expected in the near future. Nevertheless, UNHCR will continue to pursue more viable solutions, emphasising skills training and income-generating activities to empower refugees and prepare them for repatriation or integration into new societies.



Offices

Nairobi
Dadaab
Kakuma
Mombasa (closed as of February 1999)

Partners

Government Agencies
Ministry of Home Affairs: National Refugee Secretariat

NGOs
Action Nord-Sud
Africa Refugee Education Programme Foundation
Africa Refugee Training and Employment Services
CARE International in Kenya
Deutsche Gesellschaft für Technische Zusammenarbeit
International Rescue Committee
Jesuit Refugee Services
Lutheran World Federation
Médecins Sans Frontières (Belgium)
National Council of Churches of Kenya

Other
UNICEF

Financial Report (USD)

Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	General Programmes	Special Programmes*	Total	General Programmes	Special Programmes	Total
Protection, Monitoring and Coordination	5,073,376	1,756,349	6,829,725	71,887	58,841	130,728
Community Services	211,825	14,218	226,043	279,463	0	279,463
Crop Production	3	0	3	3,406	49,113	52,519
Domestic Needs / Household Support	648,475	4,973	653,447	321,917	313,887	635,804
Education	736,067	33,337	769,405	622,422	0	622,422
Food	71,613	0	71,613	323,437	1,395	324,832
Forestry	4,329	92,727	97,055	19,214	127,926	147,140
Health / Nutrition	1,170,058	49,546	1,219,604	1,667,474	0	1,667,474
Income Generation	1,382	14,223	15,606	80,326	(433)	79,893
Legal Assistance	194,777	5,649	200,426	59,509	10,263	69,772
Livestock	0	0	0	0	36,851	36,851
Operational Support (to Agencies)	1,783,035	51,697	1,834,732	802,311	180,216	982,527
Sanitation	46,700	46	46,746	68,826	4,246	73,072
Shelter / Other Infrastructure	462,208	39,389	501,597	310,500	862	311,362
Transport / Logistics	836,021	24,464	860,485	398,456	643,587	1,042,043
Water	350,845	62,242	413,087	761,268	5,798	767,066
Instalments with Implementing Partners	3,999,179	257,751	4,256,930	(4,845,102)	(158,745)	(5,003,847)
Combined Projects	36,655	0	36,655	0	0	0
Sub - total Operational	15,626,549	2,406,609	18,033,158	945,314	1,273,807	2,219,121
Administrative Support	2,038,041	705,559	2,743,600	10,555	8,416	18,971
Sub - total Disbursements/Deliveries	17,664,590	3,112,169	20,776,758	955,869	1,282,223	2,238,092
Unliquidated Obligations	1,390,497	1,203,573	2,594,071	0	0	0
TOTAL	19,055,087	4,315,742	23,370,829	955,869	1,282,223	2,238,092
Instalments with Implementing Partners						
Payments Made	7,765,587	884,358	8,649,946	1,063,494	911,936	1,975,430
Reporting Received	3,766,408	626,608	4,393,016	5,908,596	1,070,680	6,979,276
Balance	3,999,179	257,751	4,256,930	(4,845,102)	(158,745)	(5,003,847)
Outstanding 1 January	0	0	0	4,652,732	1,108,076	5,760,808
Refunded to UNHCR	0	0	0	(871,523)	(25)	(871,547)
Currency Adjustment	0	0	0	475,163	(12,229)	462,934
Outstanding 31 December	3,999,179	257,751	4,256,930	1,154,315	937,127	2,091,442
Unliquidated Obligations						
Outstanding 1 January	0	0	0	1,132,291	2,076,536	3,208,827
New Obligations	19,055,087	4,315,742	23,370,829	0	0	0
Disbursements	17,664,590	3,112,169	20,776,758	955,869	1,282,223	2,238,092
Cancellations	0	0	0	176,422	794,312	970,734
Outstanding 31 December	1,390,497	1,203,573	2,594,071	0	0	0

* Expenditure reported under Special Programmes includes USD 1,619,625 for activities related to the Great Lakes Operation (also reported in the Regional Overview for the Great Lakes).