

# Country Portfolio Evaluation

## **Somalia: An Evaluation of WFP's Portfolio**

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*Measuring Results, Sharing Lessons*

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# Annex 1: Terms of Reference

## Somalia: an Evaluation of WFP's Portfolio 2006-2010

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## **Background**

1. The purpose of these terms of reference (TOR) is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations during the various phases of the evaluation. The TOR are structured as follows: Section 1 provides information on the context; Section 2 presents the rationale, objectives, stakeholders and main users of the evaluation; Section 3 presents the WFP portfolio and defines the scope of the evaluation; Section 4 identifies the key issues; Section 5 spells out the evaluation approach; and Section 6 indicates how the evaluation will be organized. The annexes provide additional information as indicated in the relevant sections.

### **1.1. Introduction**

2. Country Portfolio Evaluations (CPE) encompass the entirety of WFP activities during a specific period. They evaluate the performance and results of the portfolio as a whole and provide evaluative insights to make evidence-based decisions about positioning WFP in a country and about strategic partnerships, programme design, and implementation. CPEs help Country Offices in the preparation of Country Strategies and provide lessons that can be used in the design of new operations.

3. For the CPE in Somalia the typical parameters of a CPE must be adjusted to reflect the lack of a functioning, fully recognized government and the different approaches to humanitarian operations in the distinct, semi-autonomous regions of the country. Typical questions of alignment with government strategies and policies, etc. must thus be adjusted to fit the context. WFP in Somalia works with many other humanitarian actors (United Nations agencies, donors, NGOs, etc.) and, in the absence of government functions, these actors alone make significant strategic decisions about activities in Somalia. Additionally, there are a number of armed non-state actors, e.g. Al-Shabaab, other clan or ethnic groups, with whom WFP must cooperate in order to implement activities. Finally, in Somaliland and Puntland, the semi-autonomous governments are not officially recognized by the United Nations but are informally supported by donors and humanitarian agencies.

### **1.2. Country Context**

4. Somalia has not had a fully functioning government since 1991 and, prior to the collapse of the Biarre government in January 1991, went through a prolonged period of civil war that resulted in the breakdown of the entire administrative system throughout most of the country. Since 1991, Somaliland, in the north-west<sup>1</sup>, has declared itself an independent entity (the Somaliland Republic) and has established governance and administrative structures within its boundaries. Puntland, in northern Somalia, similarly is more stable than other regions to the south and has established political and administrative systems based in Garowe. Puntland, by contrast to Somaliland, has not declared its independence from Somalia<sup>2</sup>.

5. A transitional federal government (TFG) was formed in 2005 after a multi-year process of negotiation and accord signing between key clan leaders. Since then, several key agreements have been signed with the objective of ending the cycle of violence in the country, particularly in the south-central regions, and establishing a stable government

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<sup>1</sup> See Somalia map Annex 1.

<sup>2</sup> Recently the government of Puntland declared a break from Somalia's transitional government until a legitimate federal authority was established in Mogadishu. This could be partially in reaction to recent donor interest and commitment in northern Somalia. The Puntland statement reads, 'welcomes, supports and endorses the new US dual-track policy which is based on realities on the ground in Somalia'. (AFP 2011).

based in Mogadishu. The Djibouti agreement of 2008 resulted in the withdrawal of Ethiopian troops from the country and establishment of a United Nations peacekeeping force (Amisom). The Djibouti peace process also led to the formation of a new and expanded parliament, extending the mandate of the TFG for an additional period<sup>3</sup>. Despite this on-going process of reconciliation and peace building, the situation in Somalia remains very fragile and there is not yet effective administration or institutional structures throughout most of the country.

6. The recent commitment of 4000 extra troops to the Amisom mission may assist the TFG to maintain control over the capital, Mogadishu, and nearby areas. However, al-Shabaab, and other rebel groups, are likely to maintain control over much of the territory. This results in the need for very complex negotiations to access vulnerable communities in humanitarian relief efforts<sup>4</sup>. The accepted consensus in the international community is that the TFG must be supported<sup>5</sup> to deal with lawlessness, insecurity, refugees and IDPs, piracy, and humanitarian and economic crises, but the TFG currently is operating only in some parts of Mogadishu. Additionally, foreign governments are increasingly also engaging with the regional administrations in Somaliland and Puntland<sup>6</sup> in a two-track process that is seen to be more practical given the situation on the ground.

7. Within the Somali region, private trade and businesses are quite active. It is estimated the private remittances are over one billion dollars annually<sup>7</sup> and contribute to a large number of commercial enterprises in transport, telecommunications, education, health, hotels, etc. The export of live animals is also a significant economic activity, particularly with Kenya and the Gulf states. The dollarization of the economy has happened in reaction to the non-function of public banking, counterfeiting of currency, and inflation. Essentially, most transactions in Somalia are cash-based and there is little regulation or tax collection. The distribution of economic gains is also highly inequitable, although very little data is reliable enough to make accurate analyses.

8. Somalia is a food-deficit country and is among the poorest and most food insecure countries in the world. High levels of cereal imports are a fixture of the economy and cereal prices, especially in urban and poor pastoral areas, are very high. Good harvests, when available, provide only 40–50 percent of per capita cereal needs<sup>8</sup> and approximately 25 percent of the population are regularly in need of emergency food assistance<sup>9</sup>. It is estimated that 2.4 million people are facing food crises after the short rain (Deyr) period of 2010/11. The regional breakdown illustrates the extent of the crisis caused by the combined effects of drought and conflict; 57 percent of the population in southern Somalia and 30 percent in the central regions are considered to be in acute food and livelihood crisis (AFLC) or humanitarian emergency (HE) situations compared

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<sup>3</sup> See African Development Bank (2010). Somalia Country Brief. accessible at <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/SOMALIA%20-%20Country%20Brief.pdf>

<sup>4</sup> Humanitarian agencies face severe access constraints throughout Somalia. The major factor is interference by armed groups, both in terms of posing a security threat and through informal taxation of all implementing partners. Access to the al-Shabaab controlled regions must be negotiated with al-Shabaab and this carries many risks for international organizations. Access is very restricted for southern and parts of central Somalia and Mogadishu. See <http://ochaonline.un.org/Default.aspx?alias=ochaonline.un.org/somalia> for more information.

<sup>5</sup> The position of the African Union and most foreign governments supports a single Somali state (EIU 2011).

<sup>6</sup> In February 2011, the United Kingdom's government announced a tripling of aid to Somalia, with 40 percent allocated to Somaliland. France and Denmark have discussed cooperation with Somaliland and United States policy shifts are favourable to Somaliland and the Puntland region as part of anti-piracy efforts (EIU 2011).

<sup>7</sup> ABD 2010.

<sup>8</sup> WFP Standard Project Report 108120 2010.

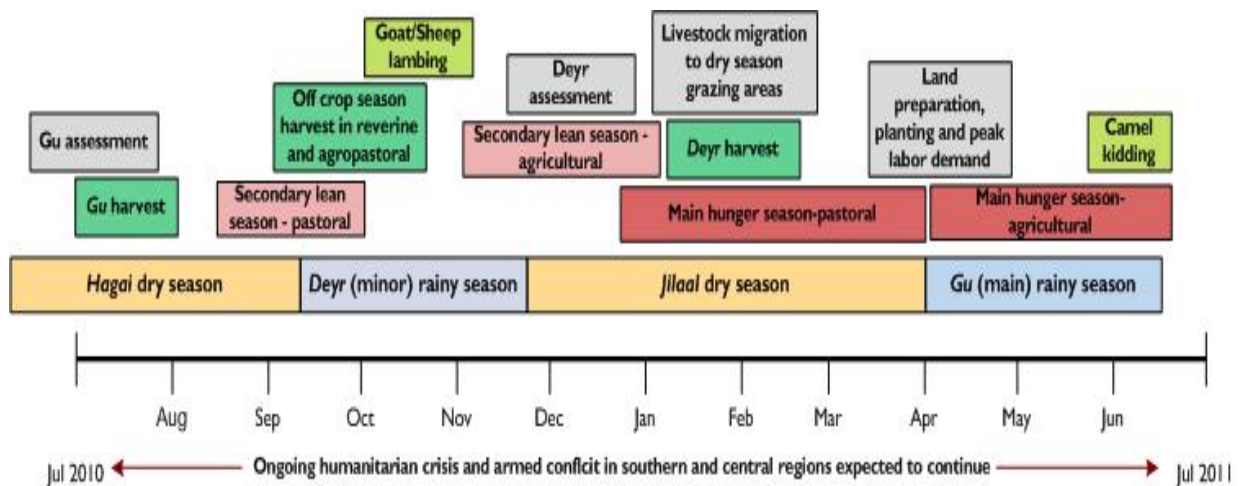
<sup>9</sup> A large percentage of this population are internally displaced people with disrupted livelihoods and who are reliant on external assistance.

to just 7 percent in the north-east and 6 percent in the north-west<sup>10</sup>. Additionally, prices of locally produced cereals have increased, since 2010, 23–33 percent across the main markets of all regions apart from Lower Juba. Over the past year, it is estimated that food costs for the average household have increased from 21–27 percent throughout the country, with a peak of 37 percent in the south<sup>11</sup>.

9. Reliable statistics on a range of social and demographic indicators are difficult to obtain in Somalia<sup>12</sup>. Conducting household surveys for basic demographic information is not feasible in most regions and population projections, essential to further analysis, are problematic, with the last survey done in 1989<sup>13</sup>. Likely the best source of data is collected and compiled by the United Nations agencies and through the jointly funded Food Security and Nutrition Analysis Unit (FSNAU). Through these efforts there are significant data on the nutrition and food security situations over time. A wide network of enumerators and supervisors collect different data on a regular basis. The FSNAU produces integrated food security phase classification (IPC)<sup>14</sup> and nutrition situation<sup>15</sup> data and maps on a regular basis and this is central to humanitarian decision-making.

10. The livelihoods for the majority of people in Somalia revolve around agriculture; from agri-pastoral to pastoral with a mixture of livestock and cereal and vegetable crops. A small percentage of people are involved in fishing. The seasonality of agriculture is important in Somalia. The Gu and Deyr rains are the major seasonal events and good predictors of food security and associated hunger periods. Figure 1 shows the associated seasonal events in Somalia. Table 1 shows a summary of natural disasters, including these seasonal droughts and floods that have affected people in Somalia over the past 7 years.

**Figure 1: Seasonal calendar and critical events calendar - Somalia<sup>16</sup>**



<sup>10</sup> EIU 2011. See also FSNAU website at [www.fsnau.org](http://www.fsnau.org) for current reports.

<sup>11</sup> Somalia Humanitarian Overview May 2011.

<sup>12</sup> See CAP 2011 for an overview of basic humanitarian and development indicators for Somalia.

<sup>13</sup> Population estimates vary from 7.5 million people (CAP 2011) to 9.1 million (EIU 2011). Generally a figure of 7.5 million is used in current United Nations agency documents.

<sup>14</sup> See Annex 2.

<sup>15</sup> See Annex 3.

<sup>16</sup> Source: FEWSNET. <http://www.fews.net/pages/timelineview.aspx?gb=so&tln=en&l=en>

**Table 1: Natural disasters in Somalia 2004–2010****Main natural disasters in Somalia and estimation of people affected**

Year	Natural disasters	People affected
2004	Drought	200,000
2004	Earthquake (seismic activity)	105,083
2006	Flood	30,000
2006	Flood	155,500
2006	Flood	299,000
2007	Epidemic	35,687
2008	Drought	3,300,000
2008	Flood	52,000
2010	Flood	16,000
2010	Drought	2,400,000

Source: EM-DAT: The OFDA/CRED international disaster database

11. A significant amount of humanitarian funding has gone into Somalia since 2006. The annual Consolidated Appeal (CAP) prioritizes funding across the humanitarian sectors and is complemented by the Central Emergency Response Fund (CERF), the Humanitarian Response Fund (HRF) and the new Common Humanitarian Fund (CHF). According to the UNOCHA financial tracking service<sup>17</sup>, funding requests under the CAP peaked in 2009 averaging about US\$500,000,000 per year between 2006–2010, with anywhere from 30 to 110 different humanitarian agencies requesting funding each year. Table 2 shows these data.

**Table 2: Somalia Consolidated Appeal (CAP) 2006–2011**

	Total required under CAP \$USD	WFP required \$USD	WFP % of total	total # agencies
2011	529,520,029	210,207,307	39.7	105
2010	689,008,615	364,669,268	52.9	87
2009	918,844,550	449,541,386	48.9	109
2008	406,235,651	152,000,000	37.4	77
2007	237,112,824	65,549,561	27.6	54
2006	174,116,815	33,390,000	19.2	31

12. As shown in Table 2, WFP is a major recipient of humanitarian funding in Somalia (indeed is the largest single recipient) concomitant with the scale of need for food aid throughout the country. Since 2003 WFP itself has budgeted over US\$1 billion and expenditures are over US\$850 million, with funding coming from a variety of multilateral, bilateral, and private donors as well as United Nations common funds. WFP is a leading agency in the overall humanitarian response in Somalia.

## Reasons for the Evaluation

### 2.1. Rationale

13. In Somalia, the WFP provides vital humanitarian assistance for over 2 million people each year and, in terms of size and scale, is a major part of WFP's global humanitarian efforts. General food distribution remains the major component of this

<sup>17</sup> <http://fts.unocha.org>

effort and the WFP Country Office and cooperating partners face considerable risks in implementing operations, targeted at those populations most in need, throughout the country. Since the last WFP Office of Evaluation (OE)-led evaluation in 2005/6, the WFP Somalia operations have increased substantially in scale. The complementary increase in partnerships, logistics, coordination and security, has come with an increased demand for risk management, strategic decision-making, and engagement with transitional government and non-government actors. This CPE thus comes at an important and relevant time in the evolution of WFP operations in Somalia.

14. The rationale for this country portfolio evaluation (CPE) is to review the comparative advantage and positioning of the WFP Somalia operations vis-à-vis the situation on the ground, good practices in humanitarian response, and in view of the long-term stability and governance of Somalia. In addition, the CPE will evaluate the internal/external factors driving strategic decision-making and the relative performance of the operations against expectations to determine lessons learned over the 2006–2010 period. Importantly, this CPE is timed to provide results and recommendations for the design of a new WFP Somalia operation (EMOP or PRRO) in late 2012.

## **2.2. Objectives**

15. This evaluation serves the dual objectives of accountability and learning. As such, the evaluation will:

- assess and report on the performance and results of the country portfolio in line with the WFP mandate and in response to humanitarian challenges in Somalia (accountability); and
- determine the reasons for observed success/failure and draw lessons from experience to produce evidence-based findings to allow the CO to make informed strategic decisions about positioning itself in Somalia, form strategic partnerships, and improve operations design and implementation whenever possible (learning).

16. The major emphasis of this evaluation will be upon the learning objectives<sup>18</sup>. In addition, the evaluation design (see section 5) and security access issues are such that the evaluation of results against objectives will likely rely on secondary data and key informant interviews. There is indeed a wealth of data on certain operational indicators (see section 5), which will contribute to evaluating results. The evaluation will particularly add value in its assessment of risk management, due diligence, contribution to governance, stability and institutional development, where there have been limited data.

## **2.3. Stakeholders and Users**

17. WFP works with a large number of cooperating partners (CP) on the ground in Somalia. WFP also funds several international NGOs operating within Somalia and these in turn have their own cooperating partners. Additionally, at community level, there are many community based organizations with different affiliations that are engaged in activity implementation. Given the scale and scope of humanitarian operations, there is a necessary degree of cooperation and coordination at all levels; the degree to which this is successful and can be improved is a subject of this evaluation.

18. There are also many bilateral and multilateral donors with a high degree of involvement in Somalia, not only in humanitarian issues but also geo-political aspects. *It will be important for the evaluation team to conduct a thorough stakeholder analysis*

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<sup>18</sup> There have been a number of assessments and audits over the past five years, generally for the purposes of accountability; the CPE is different both methodologically and in its purpose.



*at the initial stages of the evaluation<sup>19</sup>. Understanding the key strategic and operational partners, the priority issues, and the various interests at stake will be of fundamental importance to answering the evaluation questions and indeed for planning the fieldwork.*

## **Subject of the Evaluation**

### **3.1. WFP's Portfolio in Somalia**

19. The evaluation will cover WFP operations over the 2006–2010 period. Table 3 graphically shows these operations, their timeframes, budgets and expenditures.

20. Since 2003, there have been three large operations (aside from the supporting special operations, which are large investments themselves) that cover a range of humanitarian activities<sup>20</sup>. The first major operation (PRRO 10191.0) covered the 2003–2006 period and was focused on saving lives and improving the nutritional status of vulnerable populations. As a protracted relief and recovery operation, emphasis was put upon creating productive assets for vulnerable populations in a more stable livelihood context. The subsequent operation (PRRO 10191.1) continued many of these activities, albeit scaled up considerably. Despite the recovery and transition objectives of these operations, a significant percentage of the expenditures were focused upon emergency general food distribution. The third major operation (EMOP 10182) was designed to reflect the increasingly insecure context and fragile humanitarian situation and again scaled up the planned budget and number of beneficiaries from the previous operation. Table 4 summarizes the distribution of portfolio activities by operation. Table 5 summarizes the planned versus actual expenditures from 2006–2010.

21. An operational evaluation was conducted in 2006 and covered the first of the three large operations (PRRO 10191.0). The conclusions and recommendations were used in part to design the subsequent operation (PRRO 10191.1). This CPE thus will cover the portfolio of operations since the last evaluation was completed. Within the 2006–2010 period, there are two large humanitarian operations (PRRO 10191.1 and EMOP 10812), one of which is on-going, and four supporting special operations, two of which are on-going.

22. The operational activities covered by the evaluation link to WFP's current Strategic Plan objectives (see Annex 1.E). The majority of WFP activities are focused on saving lives (Strategic Objective 1) and rebuilding livelihoods (Strategic Objective 3). This is done through emergency general food distributions, emergency school feeding, targeted nutrition interventions in emergency-affected populations. Rebuilding livelihood activities include institutional feeding programmes, and food-for-assets or food-for-training interventions. The special operations (SOs) generally support Strategic Objective 1.

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<sup>19</sup> WFP will provide details for the various partners with whom it works. This includes over 30 international agencies and over 500 cooperating partners on the ground throughout Somalia. However, the evaluation team will have to use their expertise and the process of stakeholder analysis to identify other partners with whom there may not be a specific partnership agreement but are nonetheless key stakeholders to the humanitarian response in Somalia.

<sup>20</sup> See Annex 4 for more details of these operations.

**Table 3: Timeline and funding of Somalia portfolio 2006-2010**

Operation	Title	Time Frame	2006	2007	2008	2009	2010					
PRRO 101910	Food Aid for Relief and Recovery in Somalia	Jan 03 Mar 07	2003 Req: \$122.0 Contrib: \$101.6									
PRRO 10191.1	Food Aid for Relief and Protection of Livelihoods	Aug 06 Mar 09	Req: \$507.9 Contrib: \$367.4									
EMOP 10812	Food Aid for Emergency Relief and Protection of Livelihoods	Apr 09 Jun 11				Req: \$638.1 Contrib: \$338.3	2011					
SO 10801	Targeted Augmentation of Security Requirements in Somalia	Dec 08 Apr 09			Req: \$2.9 Contrib: \$2.9							
SO 10681	Humanitarian Air Service Support Relief Operations in Somalia	Aug 07 Jul 11		Req: \$56.1 Contrib: \$46.1				2011				
SO 10619	Somalia Inter-Agency Security Telecommunications	Jun 07 Jan 08		Req: \$0.9 Contrib: \$0.4								
SO 10578	Emergency Rehabilitation Works Logistics Infrastructure Somalia	Feb 07 Dec 11		Req: \$32.6 Contrib: \$16.7				2011				
Food Distributed (MT)			78,089	93,952	217,539	334,569	106,726					
Direct Expenses (US\$ millions)			53.5	67.7	178.8	267.9	n.a.					
% Direct Expenses: Somalia vs. World			2%	2%	5%	7%	n.a.					
Beneficiaries (actual)			M	F	M	F	M	F				
Total of Beneficiaries (actual, thousands)			673,000	798,000	724,850	801,150	1,267,815	1,516,715	1,570,410	1,634,510	988,421	1,039,551
			1,471,000	1,526,000	2,784,530	3,204,920	2,027,972					

Source: last SPR available, Resource Situation (29 March 2011), APR 2007 - 2009  
Requirements (Req.) and Contributions (Contrib.) are US\$ millions

**Table 4: Distribution of portfolio activities by operation**

	Education	Nutrition	GFD	Cash	FFW/FFA/FFT	HIV
PRRO 10191.1	X	X	X		X	X
PRRO 101910	X	X	X		X	X
EMOP 10812	X	X	X		X	X
SO 10801	—	—	—	—	—	—
SO 10681	—	—	—	—	—	—
SO 10619	—	—	—	—	—	—
SO 10578	—	—	—	—	—	—
<b>Planned % of beneficiaries</b>	6%	15%	74%		4%	1%
<b>Actual % of beneficiaries</b>	5%	8%	82%		4%	1%

Source: WFP Dacota

**Table 5: Planned vs. actual expenditures 2006–2010**

Requirements vs. Direct Expenses - Somalia (USD, millions)					
	2006	2007	2008	2009	2010
Gross Requirements	138.6	109.8	285.0	498.5	117.2
Direct Expenses*	53.4	67.7	178.8	276.8	n.a.
Gap	85.2	42.1	106.2	221.7	n.a.
D. Exp. Vs. Requirements (%)	39%	62%	63%	56%	

Source: WFP ODXR Unit (2010 figures from ODXR PoW 13 March 2011); APR 2009 and 2007 (\*).  
Gross Requirements: Needs (USD, millions); Direct Expenses (USD, millions): Excludes PSA costs.  
\*2008 & 2009 expenses are according to IPSAS and not comparable to 2007 & previous years' values based on UNSAS.

### 3.2. Scope of the evaluation

23. The country portfolio evaluation covers the 2006–2010 period of WFP operations in Somalia, picking up where the prior 2006 evaluation finished, and all relevant operational and analytic work therein. In light of the strategic nature of the evaluation, it is not the intent to evaluate each operation individually but to focus broadly on the portfolio as a whole. The evaluation thus focuses on questions of alignment with humanitarian needs, priorities and good practices, strategic and operational decision-making, and overall results and performance.

24. The evaluation will cover all operational activities within the two food assistance operations (PRRO 101911; EMOP 10812) and the special operations (SO 10801; SO 10681; SO 10619; SO 10578), insofar as they contribute to the implementation of the food assistance operations. The main technical areas of the evaluation focus will be food security, nutrition, humanitarian relief and response, monitoring and evaluation, and conflict/fragile state assistance. The food security and nutrition objectives are the major focus of all activities within these two operations, with a minor focus on targeted feeding for health and education objectives.

25. The management of the humanitarian response operations, including such issues as coordination, IASC cluster leadership, building/re-building infrastructure, and managing the security, reputational and partnership risks are an important component of the overall portfolio and will be a focus of the evaluation. Monitoring and evaluation systems, insofar as they contribute to operational implementation, strategic decision-making, and partnership cooperation are an additional focus. Finally, the extent to which the operations support state actors, including the TFG, according to international good practices for non-state providers (NSP) working in conflict and fragile states, is a cross-cutting aspect of the evaluation. Table 6 cross-references the technical areas of the evaluation with the operations and operational activities.

**Table 6: Main technical areas of focus for Somalia CPE**

Technical area	Relevant operations	Relevant operational activities
<b>Food security</b>	PRRO 10191.1; EMOP 10812	General food distribution, Food for work/assets/training, School feeding
<b>Nutrition</b>	PRRO 10191.1; EMOP 10812	General food distribution, Food for work/assets/training, School feeding, Maternal & child health, supplementary and therapeutic feeding, feeding for HIV and AIDS and TB patients
<b>Management of humanitarian response</b>	PRRO 10191.1; EMOP 10812; SO 10801; SO 10681; SO 10619; SO 10578	Emergency logistics /cluster-lead, rebuilding essential infrastructure, reestablishing community-level food infrastructure, managing risks
<b>M&amp;E</b>	PRRO 10191.1; EMOP 10812; SO 10801; SO 10681; SO 10619; SO 10578	Emergency needs assessments/analytic work, vulnerability analysis and mapping,
<b>Conflict/fragile state support</b>	PRRO 10191.1; EMOP 10812; SO 10801; SO 10681; SO 10619; SO 10578	Policy and programme advisement, capacity-building, advocacy, building infrastructure

26. WFP's work is guided, corporately, by its strategic plan. The current 2008–2013 Strategic Plan organizes all WFP activities according to five strategic objectives. The strategic plan provides an important window into the organization of WFP's work and prioritization for funding, activities, etc<sup>21</sup>. The operations covered by this evaluation were designed both prior and since the current strategic plan was developed; however, the activities and operational modalities remain mostly consistent from one strategic plan period to another.

27. The analytic work done by WFP during the time period is also covered under the evaluation. Within Somalia there are a number of agencies that contribute to collecting situational data (see paragraphs 41 and 42 below). In addition, WFP collects a significant amount of operational data that assist in targeting interventions, making decisions, etc. The quality, use and systems for collection of this data are subject to this evaluation, especially as contributing factors to the various results. WFP's collaboration with other agencies to implement, maintain and use joint data collection systems will also be a focus of the evaluation.

28. The geographic scope of the evaluation will cover all 2006–2010 operations and their implementation areas (northeast, north, central and southern Somalia), but not all areas will be visited. Access to southern and central Somalia is quite limited and it is unlikely the evaluation will cover these areas for field visits. Throughout the rest of the country, security remains a priority and access is as per the designated United Nations security regulations. It is anticipated that multiple field site visits will be possible in the north-east (Somaliland), north (Puntland), part of central Somalia and perhaps Mogadishu. Secondary data will be used to fill in the gaps for areas that cannot be visited.

#### 4. Key Questions

29. The CPE will be addressing the following three key questions, which will be further detailed in the evaluation matrix to be developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons from the WFP country presence and performance, which will inform future strategic and operational decisions. It should be noted that question three will constitute the largest part of the inquiry and evaluation report.

30. **Question one:** What has been the *strategic alignment* of the WFP portfolio, including the extent to which:

- its main objectives and related activities have been in line with Somalia's humanitarian and developmental needs;
- its objectives and strategies have been aligned with international good practice in humanitarian response;
- its objectives and strategies have been aligned with and supportive of those of the TFG, other state actors, and international good practices for non-state providers (NSP) working in conflict and fragile states;
- its objectives and strategies have been coherent with those of relevant humanitarian partners operating in Somalia?

31. **Question two:** What have been the *factors driving strategic decision-making*, including the extent to which WFP:

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<sup>21</sup> Annex 5 provides further details on the specific goals and main tools under each strategic objective.

- has analysed the national hunger, food security and nutrition issues, or used existing analyses to understand the key hunger challenges in the country;
- has developed and implemented appropriate monitoring and evaluation systems with which to make evidence-based and strategic decisions;
- has made appropriate risk management decisions<sup>22</sup> in responding to the scale of humanitarian need and the security and partnership risks;
- has been driven by external factors to make operational decisions, and to what extent this has affected the overall performance and results?

32. **Question three:** What have been the performance and results of the WFP portfolio including:

- the performance and results of the food security and nutrition activities against the standard Development Assistance Committee (DAC) evaluation criteria<sup>23</sup> (relevance, efficiency, effectiveness, impact, and sustainability)<sup>24</sup>;
- the performance and results of the food security and nutrition activities against two expanded DAC evaluation criteria<sup>25</sup> in humanitarian operations (connectedness and coverage<sup>26,27</sup>)?

## 5. Evaluation Approach

### 5.1. Evaluability assessment

***Evaluability** is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. It necessitates that a policy, intervention or operation provides: a) a clear description of the situation before or at its start that can be used as reference point to determine or measure change; b) a clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; c) a set of clearly defined and appropriate indicators with which to measure changes; and d) a defined timeframe by which outcomes should be occurring.*

33. The EMOP and PRRO operations in Somalia implemented between 2006–2010 have both life-saving and early recovery outcomes. These outcomes are detailed in the planning and reporting documents for each operation and utilize indicators from WFP’s strategic results framework. To this extent, these operations are evaluable against stated outcomes. The special operations (SOs) are generally supportive of the outcomes from the EMOP and PRRO and are evaluable at the output level.

34. The CPE will build upon the range of secondary data available on the humanitarian situation and operations in Somalia. The WFP Somalia, through its M&E and VAM units collects regular data on operational indicators and maintains a village database that provides significant information on WFP interventions and beneficiaries.

<sup>22</sup> A substantial part of M&E is de facto risk management and thus these two sub-questions overlap.

<sup>23</sup> See Beck 2006, pgs. 20–62, and OECD DAC 2010, pgs 13–14, for a more detailed description of these criteria.

<sup>24</sup> The focus of this evaluation is upon the portfolio as a whole, rather than the individual operations or sub-components of the operations. The challenge in this exercise is to move beyond a review of outputs (for which there is usually relatively good data) to their contribution to outcomes and impacts. (See Proudlock, Ramalingam, and Sandison 2009 for more discussion on how to emphasize outcomes in humanitarian evaluations).

<sup>25</sup> See Beck 2006, pgs. 20–62, for a more detailed description of these expanded criteria.

<sup>26</sup> These two criteria cover issues of synergy between humanitarian partnerships and institutional structures, the link between short- and long-term strategies, and coverage of humanitarian needs.

<sup>27</sup> The final DAC criterion, ‘coherence’, is largely covered by the first two evaluation questions and thus not addressed here.

WFP has also implemented a number of assessments<sup>28</sup> over the past five years that complement its operational activities. WFP, with other United Nations and donor agencies, supports the Food Security and Nutrition Analysis Unit (FSNAU), which regularly collects data on a range of nutrition and food security indicators. The FSNAU analyses these data and produces regular reports for use by all agencies. In Somaliland and Puntland a UNICEF-led household survey<sup>29</sup> has been recently done.

35. A constraint in Somalia is a lack of population based social and demographic data. Most of the information available is focused on food security and nutrition indicators, reflecting the humanitarian focus of operations in the country. Thus, it is difficult to make inferences on contribution to outcomes in the broader areas of health, education, migration and settlement patterns, local economies, etc. However, a significant quantity of data does exist in the areas of most concern to this evaluation; in addition, there are a large number of stakeholders who have detailed tacit knowledge on the past and present situation in different regions of Somalia. *A key preparatory task for the evaluation team is to review and analyse the existing secondary data and determine the data and information gaps that need to be addressed in order to fully answer the evaluation questions.*

36. A second constraint in this evaluation is the shifting and seasonal nature of the humanitarian situation on both an annual and multi-year basis. While the evaluation covers a five year period of time, the ‘results’ of the WFP operations in the initial years will be difficult to evaluate in any quantitative manner. It is thus hard to reconcile the WFP contribution to improved outcomes over time in such a context. Implementing a retrospective evaluation (covering five years) is also challenging in this humanitarian context because most of the activities, partners, data, staff and results come from the more recent period rather than the early period. There is an inherent temporal bias in this respect.<sup>30</sup>

37. The security and access issues, especially for expatriate consultants, will mitigate the extent to which the evaluation team can observe or assess relevant operational issues over an extended period of time<sup>31</sup>. Thus field visits will be limited to selected sites and indeed at these locations there may also be limited access to food assistance recipient communities. It will not be possible to do surveys. Given these realities, it is anticipated that much of the evaluation data will be gathered in the form of qualitative methods from key stakeholders. That is the intent of this evaluation and most appropriate for evaluation questions 1 and 2. Regarding evaluation question 3, the secondary data will greatly assist in establishing a clear picture of the changing humanitarian situation over time and allow for the team to make informed conclusions on the WFP contribution to those changes. *It may be possible to use local partners or local researchers already present in Somalia to collect data that may not be already available.*

38. Finally, the framing of the WFP suite of operations as a ‘portfolio’ does not necessarily reflect how the WFP and partners view the WFP operations, nor is it a term commonly used. Generally, each operation is managed relatively independently; however, within the 2005–2010 timeframe in Somalia, the large food assistance operations have run consecutively, with only one operation being the focus of the offices

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<sup>28</sup> These assessments include food commodity acceptability studies, usage and post-distribution follow-up, school feeding attendance, etc.

<sup>29</sup> A fourth round multiple indicators cluster survey (MICS).

<sup>30</sup> It is important for the evaluation team to make efforts to understand the early, e.g. 2005–2008, period and associated operational strategies, activities, decision-making, etc. This may necessitate talking to former staff and especially to national staff who may have longer tenure with the offices.

<sup>31</sup> Indeed, these same security restrictions have mitigated the extent to which operational M&E can collect data during the portfolio period.

at any one time, along with the supporting special operations. Within that large operation, several sub-components are managed and coordinated under the general operational objectives; thus, for the evaluation purposes, the concept of a 'portfolio' is close to reality.

## **5.2. Methodology**

39. The evaluation will employ relevant internationally agreed evaluation criteria including those of relevance, coherence, efficiency, effectiveness, impact, sustainability, connectedness, and coverage. The standards for these criteria should be familiar to the evaluation team and used to guide the methodology and data analysis.

40. During the inception phase, the evaluation team will design the evaluation methodology to be presented in the inception report. The methodology should:

- build on the logic of the portfolio<sup>32</sup> and on the common objectives arising across operations;
- be geared towards addressing the evaluation questions/sub-questions with a limited number of well-focused key questions and methodological tools;
- take into account the limitations to evaluability pointed out in 5.1 as well as budget and timing constraints.

41. The methodology should demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and focus on relevant options for triangulation (data triangulation, source triangulation, evaluator triangulation, etc). The technique to impartially select field sites to be visited and stakeholders to be interviewed should be specified.

## **5.3. Quality assurance**

42. WFP's evaluation quality assurance system (EQAS) is based on the UNEG norms and standards and good practice of the international evaluation community. It sets out processes with steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardized checklists. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team. The evaluation manager will conduct the first level quality assurance, while the OE Director will conduct the second level review. This quality assurance process does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

43. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the evaluation report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis.

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<sup>32</sup> A logic model shall be designed by the evaluation team. The logic model should build upon the common objectives, activities/outputs and inputs of the different operations. Specific attention should be paid to the food security and nutrition objectives and the assumptions therein.

## 6. Organization of the evaluation

### 6.1. Phases and deliverables

44. The evaluation is structured into four separate phases of relevance to the evaluation team. Annex 1.F provides a detailed breakdown of the proposed timeline for each phase over the full 8 month timeframe, including the preparation and management response activities that are the responsibility of the evaluation manager.

45. Phase 1 – Preparation: The key components of the preparation phase are the selection of an evaluation team with the expertise sufficient for the evaluation, contract signing, agreement of timelines and deadlines and finalization of the TOR. The evaluation manager has had preparatory consultations with the WFP Somalia office and established agreement on key details for the evaluation.

46. Phase 2 – Inception phase: The inception phase follows WFP's EQAS quality assurance system and consists of an evaluation team briefing in WFP Rome, followed by a document review and writing of the inception report. An inception mission to the WFP Somalia office with the evaluation team leader and the evaluation manager will establish key contacts, gather relevant secondary data, and finalize a detailed timeline for the fieldwork. An inception report will be delivered by the evaluation team, following agreed standards and templates. The purpose of the inception report is to finalize the detailed evaluation matrix<sup>33</sup>, evaluation sub-questions (including any changes to those in the TOR), data collection tools, data sources, secondary literature review, etc. The inception report is then formally approved by the Office of Evaluation before field work begins.

47. Phase 3 – Fieldwork and data collection phase: The fieldwork will take place over a 3–4 week period and follow the methodology and detailed timeline developed by the evaluation team. An internal (WFP) informal debriefing session will be held at the end of the fieldwork and supported by an aide-memoire providing initial findings and highlighting key issues. A second debriefing workshop with external partners will also be held at the end of the fieldwork, using the same aide-memoire and a presentation. Both debriefing sessions should be used by the evaluation team to gather further input and feedback for the final reporting.

48. Phase 4 – Reporting: The reporting will take place over a two month period. The evaluation team leader is responsible for drafting the evaluation report and for ensuring quality control of the data, analysis, and presentation. The evaluation team is responsible analyzing all data collected and presenting this in the evaluation report. The Office of Evaluation will gather feedback on the draft report from internal and external stakeholders and provide final approval. In addition, the Office of Evaluation will ensure a management response is provided to key recommendations.

49. The evaluation team are responsible for the deliverables in Table 8. The detail of each expected deliverable is available in the EQAS system and it is *required* that the reporting follow the relevant EQAS templates and guidance.

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<sup>33</sup> The evaluation matrix is considered a key detail in the inception report. Guidance and assistance on developing the evaluation matrix according is available from the Office of Evaluation.



**Table 8: Timetable of key evaluation team deliverables**

<b>Deliverables</b>	<b>Date (tentative)</b>
Draft inception report	November 2011
Final inception report <sup>34</sup>	December 2011
Aide memoire and presentation <sup>35</sup>	February 2011
Draft evaluation report	April 2012
Final evaluation report <sup>36</sup>	May 2012

## 6.2. Evaluation team

50. The evaluation will be conducted by a team of independent consultants with relevant experience and expertise for the WFP Somalia country portfolio. The evaluation team will consist of a team leader who has technical expertise in one area and overall team leadership and management duties. The team leader will be responsible for the deliverables, including organizing the team such that sufficient data and contribution to those deliverables is made. In addition to the team leader, 3–4 technical specialists will be required to address all relevant areas of the evaluation<sup>37</sup>. Table 6 summarizes the main technical areas of this evaluation.

51. Some familiarity and experience with the Somalia context will be important for this evaluation. It is not necessary, nor necessarily desired<sup>38</sup>, for *all* members of the team to be familiar with the various stakeholders and operating context in Somalia, but all team members should be familiar with emergency humanitarian contexts. The following specific skill sets are required:

### 52. Team leader

- Post-graduate degree in a relevant area with preferred specialty knowledge and experience in either humanitarian/relief operations or food security or nutrition.
- At least 10 years experience managing research and evaluations, either as an independent consultant or within an organization.
- At least 10 years (consecutive with above) leading teams of people in a multi-stakeholder, multi-cultural environment and a track record of producing results therein.
- Demonstrable skills (through prior work and professional education or accreditation) in evaluation methodology and design relevant to food security and development country contexts.

<sup>34</sup> A template for the inception report is available from WFP.

<sup>35</sup> The aide memoire may be a short narrative summary (2–3 pages) of initial findings/key issues, etc. The presentation is intended to be a summary of major findings and an opportunity for discussion and thus should be limited to 10-15 slides maximum.

<sup>36</sup> A template for the final report is available from WFP. This includes an executive summary that is presented to WFP's Executive Board.

<sup>37</sup> It is expected that the technical specialists may bring experience and expertise in more than one area. Particularly in the area of humanitarian response and conflict/fragile state governance, it is feasible that one individual may have the knowledge and experience to cover both areas. In addition, technical skills in monitoring and evaluation may be complementary to the expertise/experience of either the team leader or another technical specialist.

<sup>38</sup> It is preferred that some members of the team have not worked in Somalia in the past but are familiar with fragile state and conflict situations from other countries. This broader perspective will be valuable to the overall analysis of the results and recommendations in the WFP Somalia portfolio.

- A track record of publication and excellent English language writing and presentation skills.
- Ability to work in difficult and insecure conditions.

53. Subject specialists

- Significant (at least 5 years) demonstrable expertise (through work experience and education) in at least one of the areas of food security, nutrition, humanitarian response, conflict/fragile state governance, and monitoring and evaluation.
- at least 5 years experience in research and or evaluation, either as an independent consultant or as part of this function in an organization.
- A track record of written work on similar assignments.
- Ability to work in difficult and insecure conditions.

54. In addition to the core evaluation team, it may be possible to utilize Somali-based researchers or local institutions that have access to local communities in order to gather specific information not readily accessible to expatriate consultants and given the security issues. The WFP OE would be interested to see potential options in this regard.

### **6.3. Roles and responsibilities**

55. This evaluation is managed by WFP's Office of Evaluation with Mr Ross Smith as the evaluation manager. The evaluation manager (EM) is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; organizing the team briefing in Headquarters; assisting in the preparation of the field missions; conducting the first level quality assurance of the evaluation products and consolidating comments from stakeholders on the various evaluation products. The EM will also be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth implementation process.

56. WFP stakeholders at CO, RB and Headquarters levels are expected to provide information necessary to the evaluation; be available to the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with stakeholders in Kenya and Somalia; set up meetings and field visits, organize for interpretation if required and provide logistic support during the fieldwork. A detailed consultation schedule will be presented by the evaluation team in the Inception Report.

57. To ensure the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings where their presence could bias the responses of the stakeholders.

### **6.4. Communication**

58. In order for this evaluation process to be an effective learning process, the evaluation team will emphasize transparent and open communication with evaluation stakeholders. The evaluation terms of reference and relevant research tools will be summarized to better inform stakeholders about the process of the evaluation and the expectations of them. The Office of Evaluation will assist in translation of summary documents as needed, including the terms of reference, aide-memoire, etc. in order to facilitate dissemination to stakeholders.

59. The Office of Evaluation will make use of data sharing software to assist in communication and file transfer with the evaluation team and the WFP country office. In addition, regular tele-conference and one-on-one telephone communication between

the evaluation team, the evaluation manager, and the WFP country office focal point will assist in discussing any issues.

60. The evaluation inception report and final reports shall be written in English. It is expected that the evaluation team, with the team leader providing quality control, produce written work that is of very high standard, evidence-based, and free of errors.

61. The final evaluation will be presented to WFP's Executive Board, along with the official management response to key recommendations. Thereafter it will be posted on WFP's internet, both internally and externally, and incorporated into the Office of Evaluation's annual report. In addition the EM and the WFP Country Office will produce appropriate dissemination products, such as summarized presentations, lessons learned briefs, and other products that can be extracted from the collected data, e.g. case studies.

### **6.5. Budget**

62. The evaluation will be financed from OE's Programme Support and Administrative budget. Based on the team composition presented in section 6.2., the associated remuneration (daily fees), the cost of international and domestic travel, etc. the total cost of the evaluation is expected to be approximately US\$ 250,000.

63. The WFP Somalia office has agreed to cost sharing of the evaluation and will provide support for the evaluation team's travel and security arrangements during the fieldwork in Somalia. In addition, the WFP office will support the cost of any necessary security training prior to travel to Somalia. Any daily allowances while in Kenya and Somalia will be the responsibility of the evaluation team and local travel incurred while in Kenya will also be the responsibility of the evaluation team.

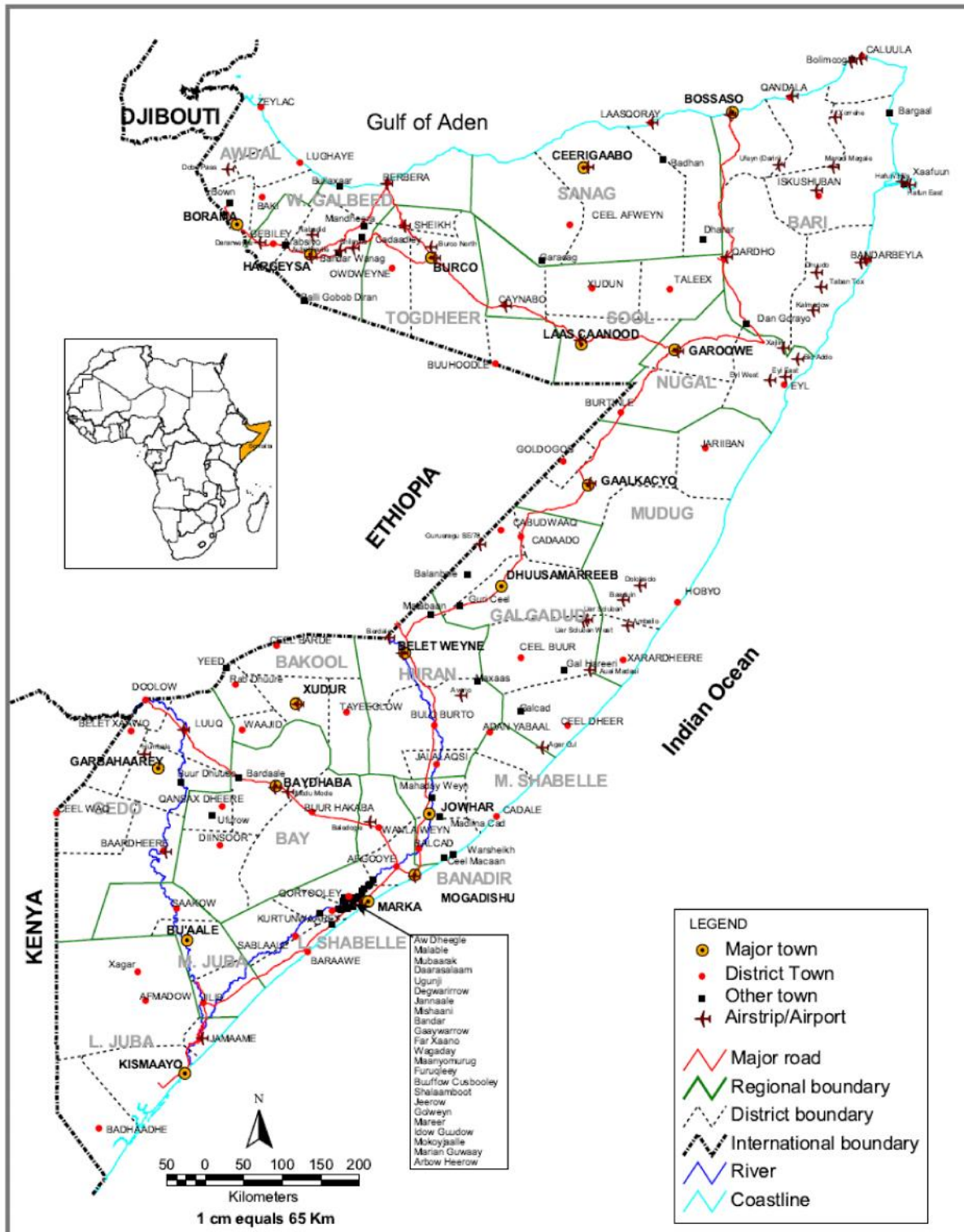
64. The evaluation team must also budget for travel and daily expenses for the team briefing in Rome (approximately 3 days) and for the team leader's inception mission to Nairobi (approximately 1 week). It is likely that a brief security training will be required prior to United Nations-assisted travel to Somalia (approximately 1–2 days) and this should be accommodated in the schedule and hence daily allowance budget.

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# Annexes - Terms of Reference

## Annex 1.A: Administrative map of Somalia



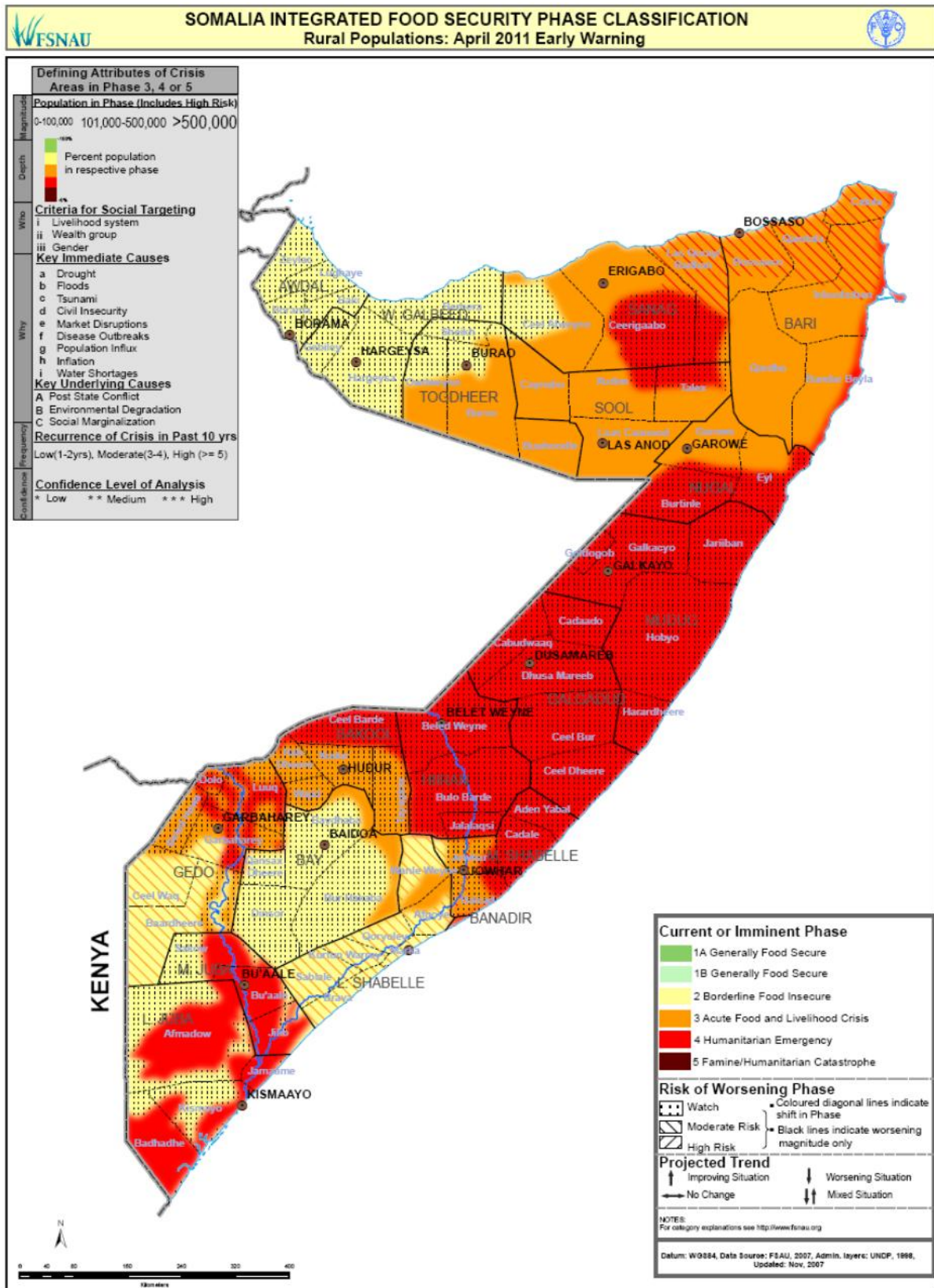
Produced: January, 2005

Food Security Analysis Unit - Somalia

P.O. Box 1230 Village Market, Nairobi, Kenya Email: fsauinfo@fsau.or.ke tel: 254-20-3745734 fax:254-20-3740598  
 FSAU is managed by FAO, funded by EC and USAID-Somalia FSAU Partners are FEWS, WFP, FAO, UNOCHA SCF-UK, UNICEF, CARE, UNDP  
 The boundaries and names on these maps do not imply official endorsement or acceptance by the United Nations. The regional & District boundaries reflect those endorsed by the Government of the Republic of Somalia in 1986.



# Annex 1.B: IPC classification map



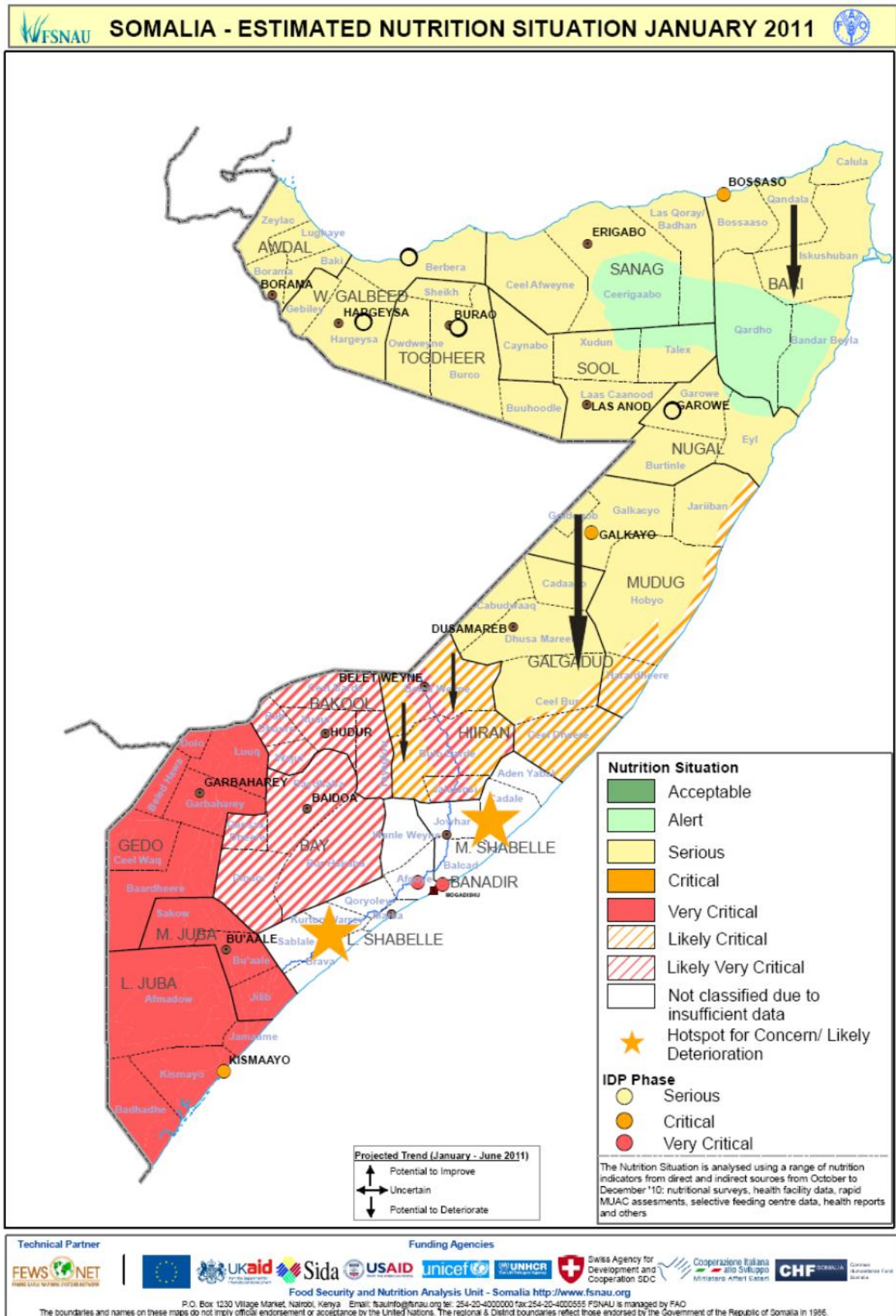
**Technical Partner** **Funding Agencies**

FEWS NET | European Union | UKaid | Sida | USAID | UNICEF | UNHCR | Swiss Agency for Development and Cooperation SDC | Cooperazione Italiana | CHf

Food Security and Nutrition Analysis Unit - Somalia <http://www.fsnau.org>  
P.O. Box 1230 Village Market, Nairobi, Kenya Email: [fsaunfo@fsnau.org](mailto:fsaunfo@fsnau.org) tel: 254-20-4000000 fax:254-20-4000555 FSNAU is managed by FAO  
The boundaries and names on these maps do not imply official endorsement or acceptance by the United Nations. The regional & District boundaries reflect those endorsed by the Government of the Republic of Somalia in 1996.



# Annex 1.C: Nutrition security classification map



## Annex 1.D: WFP Somalia operations 2006–2010

Operation	Operation Title	Time Frame	Annual Average				Totals by project				% funded	Food Cost/Total Cost	Objectives	Strategic Objs.	Activities
			MT (thousands)		Beneficiaries (thousands)		Food cost (US\$ millions)		Total WFP Cost (US\$ millions)						
			P	A	P	A	P	A	P	A					
PRRO 10191.1	Food Aid for Relief and Protection of Livelihoods	Aug 06–Mar 09	199,062	142,787	1,971,945	2,094,923	214,049,624	176,088,662	507,915,071	367,385,621	72	48	Save the lives of conflict- and disaster-affected people; protect and help restore the livelihoods and enhance the resistance to shock of vulnerable households; improve the nutrition and health status of children, mothers, tuberculosis (TB) patients, people living with HIV/AIDS (PLWHA) and other groups at risk; and support access to basic education, particularly for girls.	1,2,3,4	FFW/FFT, GFD, HIV/AIDS and TB, School Feeding, MCH, Supplementary and Therapeutic Feeding
EMOP 10812	Food Aid for Emergency Relief and Protection of Livelihoods	Apr 09–Jun 11	326,874	187,094	3,186,805	2,616,446	257,080,185	102,004,640	638,106,161	338,321,213	53	30	Save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels; protect livelihoods and enhance self-reliance in emergencies and early recovery; and reach IDPs and other vulnerable groups whose food and nutrition security has been adversely affected by shocks. To support the return of IDPs through food and nutrition assistance; and to support the re-establishment of the livelihoods and food and nutrition security of communities and families affected by shocks.	1,3	FFW/FFT, GFD, HIV/AIDS and TB, School Feeding, MCH, Supplementary and Therapeutic Feeding
SO 10801	Targeted Augmentation of Security Requirements in Somalia Vital to the Continuity of Relief Assistance	Dec 08–Apr 09	-	-	-	-	-	-	2,972,300	2,614,006	88	-	To contract and set-up the necessary infrastructure to guarantee a 24/7 aerial relocation and medical evacuation capability within Somalia; and to contribute to the overall improvement of the security environment in Somalia to facilitate the continuation of United Nations operations in the country.	-	-
SO 10681	Humanitarian Air Service in Support of Relief Operations in Somalia	Aug 07–Jul 11	-	-	-	-	-	-	56,087,665	46,069,702	82	-	Provision of vital humanitarian air services, including medical and security evacuations, to and within Somalia to the humanitarian community. To comply with ICAO recommendations regarding the management structure and business process of WFP Air Transport Services by converting UNCAS into a standard WFP/UNHAS operation to further enhance the safety and security levels.	-	-



Operation	Operation Title	Time Frame	Annual Average				Totals by project				% funded	Food Cost/Total Cost	Objectives	Strategic Objs.	Activities
			MT (thousands)		Beneficiaries (thousands)		Food cost (US\$ millions)		Total WFP Cost (US\$ millions)						
			P	A	P	A	P	A	P	A					
SO 10619	Somalia Inter-Agency Security Telecommunications	Jun 07–Jan 08	-	-	-	-	-	-	880,634	350,001	40	-	Ensure timely operational response and coordination of the Inter-Agency telecommunications activities.	-	-
SO 10578	Emergency Rehabilitation Works for Logistics Infrastructure in Somalia	Feb 07–Dec 11	-	-	-	-	-	-	32,599,720	16,694,209	51	-	Augment the port infrastructure and procedures in the ports of Mogadishu and Kismayo thereby decreasing time and costs for all humanitarian operations; prepare the port authorities of Mogadishu and Kismayo ports to apply for ISPS (International Ship and Port Facility Security Code) recognition, thereby providing the ports with the necessary status for all international shipping to utilize their services. Rehabilitate key bottlenecks in the road network in Lower Juba, Middle Juba, Bay, and Bakool regions, and prepare against the disruption caused by damaged bridges, drifts, and small stretches of road before the bi-annual rainy season; ensure year round access for ongoing WFP interventions across South Somalia.	-	-

Source: SPR, PD, Resource Situation (29 March 2011)

% funded: Actual \$/Planned \$ = Confirmed Contributions/Approved contrib.

## **Annex 1.E: WFP Strategic Plan 2008–2013**

### **STRATEGIC OBJECTIVE ONE: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES**

#### **Goals**

1. To save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels
2. To protect livelihoods and enhance self-reliance in emergencies and early recovery
3. To reach refugees, internally displaced persons (IDPs), and other vulnerable groups and communities whose food and nutrition security has been adversely affected by shocks

#### **Main Tools**

- General and targeted food assistance and emergency nutrition interventions
- Emergency needs assessments
- Emergency logistics, special operations, and information and communications technology (ICT) capacity
- United Nations cluster leadership for logistics and emergency ICT

### **STRATEGIC OBJECTIVE TWO: PREVENT ACUTE HUNGER AND INVEST IN DISASTER PREPAREDNESS AND MITIGATION MEASURES**

#### **Goals**

1. To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters
2. To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change

#### **Main Tools**

- Vulnerability analysis and mapping
- Early warning products and tools
- Disaster preparedness and mitigation programmes
- Programmes to help communities reinforce their essential food and nutrition security systems and infrastructures, as well as their adaptability to climate change – including voucher, cash and food-based safety nets

### **STRATEGIC OBJECTIVE THREE: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-CONFLICT, POST-DISASTER OR TRANSITION SITUATIONS**

#### **Goals**

1. To support the return of refugees and IDPs through food and nutrition assistance
2. To support the re-establishment of livelihoods and food and nutrition security of communities and families affected by shocks
3. To assist in establishing or rebuilding food supply or delivery capacities of countries and communities affected by shocks and help to avoid the resumption of conflict

## **Main Tools**

- Targeted programmes that facilitate the re-establishment of livelihoods
- Special operations to rebuild essential hunger-related infrastructure
- Food distribution programmes that facilitate re-establishment of food and nutrition security
- Voucher and cash-based programmes that facilitate food access
- Capacity strengthening for the re-establishment of community service infrastructure

## **STRATEGIC OBJECTIVE FOUR: REDUCE CHRONIC HUNGER AND UNDERNUTRITION**

### **Goals**

1. To help countries bring undernutrition below critical levels and break the intergenerational cycle of chronic hunger
2. To increase levels of education and basic nutrition and health through food and nutrition assistance and food and nutrition security tools
3. To meet the food and nutrition needs of those affected by HIV/AIDS, tuberculosis and other pandemics

### **Main Tools**

- Mother-and-child health and nutrition (MCHN) programmes
- School feeding programmes
- Programmes addressing and mitigating HIV/AIDS, tuberculosis and other pandemics
- Policy and programmatic advice

## **STRATEGIC OBJECTIVE FIVE: STRENGTHEN THE CAPACITIES OF COUNTRIES TO REDUCE HUNGER, INCLUDING THROUGH HAND-OVER STRATEGIES AND LOCAL PURCHASE**

### **Goals**

1. To use purchasing power to support the sustainable development of food and nutrition security systems, and transform food and nutrition assistance into a productive investment in local communities
2. To develop clear hand-over strategies to enhance nationally owned hunger solutions
3. To strengthen the capacities of countries to design, manage and implement tools, policies and programmes to predict and reduce hunger

### **Main Tools**

- WFP's procurement activities
- Hand-over of WFP hunger tools
- Policy and programmatic advice
- Advocacy

## Annex 1.F: Proposed timeline of evaluation

	Policy Evaluation – Phases, Deliverables and Timeline	Key Dates
<b>Phase 1 – Preparation</b>		
	Desk review, first draft of TOR and quality assurance	
	Circulation of TOR and review	
	Preparatory mission to Country (Evaluation manager)	
	Identification and recruitment of evaluation team	
	<b>Final TOR</b>	June 30, 2011
<b>Phase 2 – Inception</b>		
	Briefing core team at WFP Headquarters	September 19–23, 2011
	Inception mission to WFP Somalia (Nairobi) (EM and team leader)	December 2011
	Review documents and draft inception report including methodology	
	<b>Submit draft inception report to OE</b>	<b>November 30, 2011</b>
	OE quality assurance and feedback	
	Revise inception report	
	<b>Submit revised inception report to OE</b>	<b>December 20, 2011</b>
	OE shares inception report with stakeholders for information	
<b>Phase 3 – Evaluation Mission</b>		
	Briefing	
	<b>Field work</b>	
	Debriefing	
	<b>Aide memoire/In-country Debriefing</b>	February 15, 2011
<b>Phase 4 – Reporting</b>		
	Draft evaluation report	
	<b>Submit Draft evaluation report to OE</b>	<b>April 15, 2012</b>
	OE quality feedback	
	Revise evaluation report	
	<b>Submit revised evaluation report to OE</b>	
	OE share evaluation report with stakeholders (working level)	
	OE consolidate comments	
	Revise evaluation report	
	<b>Submit revised evaluation report to OE</b>	
	OE circulates the Executive Summary to WFP's Executive Staff	
	OE consolidate comments	
	Revise Executive Summary of evaluation report	
	<b>Submit final evaluation report to OE</b>	<b>May 15, 2012</b>

## Annex 2: Evaluation matrix

Key Questions and Sub-issues	Indicators	Source of Information
<b>1 STRATEGIC ALIGNMENT OF WFP/CP IN SOMALIA</b>		
relevance and coherence		
<b>1.1 Main objectives and related activities in-line with Somalia's humanitarian and development needs</b>		
<ul style="list-style-type: none"> <li>• What were the main humanitarian and development needs in Somalia 2006-2010?</li> <li>• How have these needs varied during the course of this period?</li> <li>• Were WFP's strategic objectives, operations and resources consistent with these needs, priorities and capacities?               <ul style="list-style-type: none"> <li>&gt; Were operational outcomes realistic given the scale of needs?</li> <li>&gt; Was the targeting (geographic, temporal, household) appropriate given the needs?</li> <li>&gt; Has the WFP/CP ensured an appropriate balance between emergency and recovery interventions?</li> <li>&gt; Has WFP advocated strongly for humanitarian and development needs where they have been identified?</li> </ul> </li> <li>• Has the WFP/CP adapted to changing demands?</li> <li>• Has WFP addressed medium/long-term development needs?</li> <li>• &gt; Did the WFP/CP take into account the importance of achieving longer-term agricultural &amp; livestock practices in Somalia?               <ul style="list-style-type: none"> <li>&gt; How sustainable were these plans/interventions?</li> <li>&gt; What was achieved to ensure local participation/ownership?</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>IPC phases</li> <li>development priorities identified</li> <li>IPC phases</li> <li>WFP choice of strategic priorities</li> <li>WFP operational outcomes</li> <li>WFP targeting plans</li> <li>IPC phases</li> <li>advocacy tools and communications</li> <li>WFP adaptation of strategic priorities</li> <li>WFP adaptation of strategic priorities</li> <li>recovery strategies</li> <li>exit strategies</li> <li>consultations</li> </ul>	<ul style="list-style-type: none"> <li>FSNAU/FEWSNET, WFP/VAM, CAPs</li> <li>JNA, RDP, UNTP, EC-JSP, WB-ISN</li> <li>FSNAU/FEWSNET, WFP/VAM, CAPs</li> <li>stakeholder interviews (int/ext)</li> <li>WFP-SP, PRRO 101911, EMOP 108120</li> <li>stakeholder interviews (int/ext)</li> <li>WFP-SP, PRRO 101911, EMOP 108120</li> <li>stakeholder interviews (int/ext)</li> <li>WFP M&amp;E Reports</li> <li>stakeholder interviews (int/ext)</li> <li>WFP-SPRs</li> <li>stakeholder interviews (ext)</li> <li>WFP bulletins</li> <li>Minutes from Cluster Meetings (reg/nat)</li> <li>stakeholder interviews (int/ext)</li> <li>WFP-SPRs, WFP-BRs</li> <li>WFP-SPRs, WFP-BRs</li> <li>PRRO 101911, EMOP 108120, WFP-SPRs</li> <li>stakeholder interviews (int/ext)</li> <li>PRRO 101911, EMOP 108120, WFP-SPRs</li> <li>stakeholder interviews (int/ext)</li> <li>stakeholder interviews (int/ext)</li> </ul>

<p><b>1.2 Objectives and strategies have been aligned with international good practice in humanitarian response</b></p>	<ul style="list-style-type: none"> <li>• Has the WFP/CP taken into account good practice generated by itself and other actors in and outside Somalia?</li> <li>• Was the WFP/CP well aligned to contribute to the MDGs?</li> <li>• Has the WFP/CP taken into account the principle of "Do no Harm"?</li> <li>• Did the WFP/CP comply with Sphere standards?</li> <li>• Has the timing of WFP operations ever been an issue?</li> </ul>	<p>reference to lessons learned</p> <p>MDG indicators and targets Do No Harm Principles criteria for Sphere Standards</p> <p>seasonal calendar distribution schedule</p>	<p>PRRO 101911, EMOP 108120, WFP-SPRs SACB/SSS Humanitarian Principles stakeholder interviews (int/ext) MDG Progress Report Somalia 2010 stakeholder interviews (ext) WFP project documents stakeholder interviews (ext) COMPAS stakeholder interviews (ext)</p>
<p><b>1.3 Objectives and strategies have been aligned with TFG, other state actors and international good practices in conflict/fragile states</b></p>	<ul style="list-style-type: none"> <li>• Did the WFP/CP strategy conform with the policies and guidelines of different government authorities in Somalia? <ul style="list-style-type: none"> <li>&gt; Central TFG</li> <li>&gt; Somaliland</li> <li>&gt; Puntland</li> <li>&gt; local level</li> <li>&gt; Non-state actors</li> </ul> </li> <li>• Has WFP contributed to the formulation of policies of different state actors in Somalia? <ul style="list-style-type: none"> <li>&gt; Nutrition</li> <li>&gt; Pastoral</li> <li>&gt; Food import/export/transport</li> <li>&gt; cross-cutting</li> </ul> </li> </ul>	<p>strategic priorities of state authorities</p> <p>capacity development activities engagement at gov workshops</p>	<p>TFG Charter (2004) and other gov policies Somali RDP</p> <p>WFP project documents and WFP-SPRs stakeholder interviews (ext)</p>

<ul style="list-style-type: none"> <li>• Has there ever been a conflict of interest between WFP and these authorities with respect to the nature or timing of operations?</li> </ul>	official statements	Press Reports stakeholder interviews (ext)
<ul style="list-style-type: none"> <li>• What was the effect of food aid movement and distribution on the political and security context?</li> </ul>	specific incidents related to food distribution	UNDSS, external studies stakeholder interviews (ext)
<ul style="list-style-type: none"> <li>&gt; What were the security arrangements for food distribution? How was access to operational areas obtained? By whom? Inherent problems therein?</li> </ul>		
<ul style="list-style-type: none"> <li>&gt; Were communities (beneficiaries) moving significant distances to distribution/intervention sites? Security risks therein?</li> </ul>		
<ul style="list-style-type: none"> <li>&gt; Were the targeting strategies for interventions a source of tension?</li> </ul>		stakeholder interviews (ext)
<ul style="list-style-type: none"> <li>&gt; Did the control of commodity distribution arrangements by cooperating partners cause conflict in the operational areas?</li> </ul>		
<ul style="list-style-type: none"> <li>• Was WFP sufficiently represented in Somalia to ensure regular liaison and coordination with the state actors?</li> </ul>	staff numbers, responsibilities, level of engagement	Minutes from Cluster Meetings (reg/nat) stakeholder interviews (ext)
<ul style="list-style-type: none"> <li>&gt; Has WFP's field presence been sufficient to interact with government and local authorities?</li> </ul>		
<ul style="list-style-type: none"> <li>&gt; Did WFP cooperating partners have sufficient field presence to interact with government and local authorities?</li> </ul>		
<ul style="list-style-type: none"> <li>&gt; Was there sufficient technical capacity in WFP or its cooperating partner to engage with government and local authorities?</li> </ul>		
<ul style="list-style-type: none"> <li>• Has WFP at any stage compromised its neutrality as a humanitarian actor in Somalia?</li> </ul>	non-compliance with international standards of humanitarian asst.	Minutes of UNCT meetings stakeholder interviews (ext)
<ul style="list-style-type: none"> <li>&gt; Has WFP maintained the degree of independence and impartiality commensurate with international good practices in conflict states?</li> </ul>	non-compliance with international standards of humanitarian asst.	Press Reports Minutes of UNCT meetings stakeholder interviews (ext)
<ul style="list-style-type: none"> <li>&gt; Has WFP maintained the degree of independence and impartiality commensurate with international good practices in conflict states?</li> </ul>		Press Reports
<p><b>1.4 Objectives and strategies have been coherent with those of relevant humanitarian partners operating in Somalia</b></p>		
<ul style="list-style-type: none"> <li>• What degree of consultation was there with key stakeholders in designing WFP's CP, PRRO and EMOP?</li> </ul>	number of consultations during design stage	PRRO 101911, EMOP 108120, WFP-SPRs stakeholder interviews (int/ext)
<ul style="list-style-type: none"> <li>• Were WFP's key stakeholders aware of WFP's objectives &amp; strategies?</li> </ul>	knowledge of WFP project docs	stakeholder interviews (ext)

<ul style="list-style-type: none"> <li>• Did the strategies take into account what other actors had planned and/or were implementing?</li> <li>• Did the strategies reflect WFP's comparative advantage?</li> <li>• Has WFP assumed a leadership role where it had the comparative advantage to do so?</li> <li>• Was the selection criteria of cooperating partners transparent and adequately put in place?</li> <li>• Did the selection of cooperating partners strengthen and complement WFP's comparative advantage? <ul style="list-style-type: none"> <li>&gt; Types of partnership?</li> <li>&gt; Coverage of partners?</li> <li>&gt; Technical capacity matching intervention design?</li> </ul> </li> <li>• Did WFP engage and contribute sufficiently to coordinating mechanisms that built coherence across humanitarian partners?</li> <li>• Were WFP/CP objectives and strategies aligned to the CAP, the UNTP and the RDP?</li> <li>• Did WFP operations in any way undermine the humanitarian or recovery interventions of other actors?</li> <li>• Has WFP ensured an appropriate balance of partnership between state and non-state actors in Somalia?</li> </ul>	<p>strategic Agreements</p> <p>evidence of WFP's distinctiveness level of funding leadership of different coordination mechanisms</p> <p>type of partnership</p> <p>participation in Clusters and other mechanisms strategic priorities for Somalia</p> <p>different strategic choices complementarity of partners</p>	<p>JNA, RDP, UNTP, Cluster strategies stakeholder interviews (ext)</p> <p>WFP-SP stakeholder interviews (int/ext) Minutes from Cluster Meetings (reg/nat) stakeholder interviews (ext)</p> <p>WFP project documents, FLAs stakeholder interviews (int/ext)</p> <p>Cluster minutes (reg/nat) Cluster RPs JNA, RDP, UNTP, Cluster RPs, CAPs</p> <p>stakeholder interviews (int/ext) WFP-SP, PRRO 101911, EMOP 108120 MoUs, FLAs stakeholder interviews (int/ext)</p>
<p><b>2 FACTORS DRIVING WFP's STRATEGIC DECISION-MAKING</b></p>		
<p>relevance and appropriateness</p>		
<p><b>2.1 Analysis of national hunger, food security and nutrition issues to understand key hunger challenges in Somalia</b></p>		
<ul style="list-style-type: none"> <li>• What food &amp; nutrition security analytical framework did WFP have in place?</li> <li>• What use did WFP make of the food and nutrition security analysis undertaken by the FSNAU?</li> </ul>	<p>quality of datasets and reports</p> <p>reference in WFP analysis to FSNAU surveys and assessments</p>	<p>WFP-VAM systems and analysis</p> <p>FSNAU/FEWSNET systems and analysis VAM reports</p>





<ul style="list-style-type: none"> <li>&gt; Did WFP have the staff capacity and resources to effectively apply the monitoring system?</li> </ul>	<p>number of staff with requisite skills in appropriate locations</p>	<p>WFP Somalia organogram stakeholder interviews (int)</p>
<ul style="list-style-type: none"> <li>&gt; How effective has the application of third party monitoring been in areas where WFP staff have insufficient access?</li> </ul>	<p>quality of third party reporting</p>	<p>Third party monitoring reports</p>
<ul style="list-style-type: none"> <li>• Was WFP regularly monitoring the implementation of all key components of its CP?</li> </ul>	<p>regular monitoring of all activities</p>	<p>PRRO 101911, EMOP 108120, WFP-SPRs WFP Somalia monthly monitoring reports stakeholder interviews (int)</p>
<ul style="list-style-type: none"> <li>• Did WFP monitor the impact that its operations had on the market prices of local farm production?</li> </ul>	<p>price fluctuations of food commodities</p>	<p>FSNAU/FEWSNET market reports VAM reports</p>
<ul style="list-style-type: none"> <li>• Did WFP include the participation of stakeholders, especially beneficiaries, in the monitoring process?</li> </ul>	<p>proportion and range of stakeholders included in the monitoring process</p>	<p>WFP Somalia monthly monitoring reports stakeholder interviews (int/ext)</p>
<ul style="list-style-type: none"> <li>• Was the process independent and quality controlled?</li> </ul>		<p>stakeholder interviews (int/ext)</p>
<ul style="list-style-type: none"> <li>• Were lessons learned derived from this evidence base and were they documented and shared across stakeholders?</li> </ul>	<p>reference to learning from project monitoring; and evidence of change in practice over the period of the CP</p>	<p>PRRO 101911, EMOP 108120, WFP-SPRs WFP Somalia project documents</p>
<p><b>2.3 Appropriate risk management decisions in responding to the scale of humanitarian need and security/partnership risks</b></p>		
<ul style="list-style-type: none"> <li>• Did the CP taken into account all risks (contextual, programmatic and institutional) associated with operations in Somalia?</li> </ul>	<p>unaccounted risks</p>	<p>PRRO 101911, EMOP 108120, WFP-SPRs WFP Somalia risk management strategy External and internal audits</p>
<ul style="list-style-type: none"> <li>• Did the WFP management ensure an appropriate balance between residual risks with the humanitarian imperative in Somalia?</li> </ul>	<p>quality of risk assessment</p>	<p>UN/MG and RFBM reports PRRO 101911, EMOP 108120, WFP-SPRs WFP Somalia risk management strategy stakeholder interviews (int/ext)</p>
<ul style="list-style-type: none"> <li>• What technical support was WFP Somalia able to draw on to undertake appropriate risk management?</li> </ul>	<p>number and relevance of technical support missions</p>	<p>WFP mission reports stakeholder interviews (int)</p>

<p><b>2.4 External factors influencing operational decisions and the extent this has affected overall performance and results</b></p>	<ul style="list-style-type: none"> <li>• What were the principal factors that have influenced operational choices and decisions 2006-2010?</li> <li>• How far was the 2009-10 investigation a distraction to emergency preparedness and performance?</li> <li>• How have these factors affected the overall performance and results of the CP 2006-2010?</li> <li>• Overall, how well has WFP Somalia made the right choices?</li> </ul>	<p>key external factors</p> <p>staff time and meetings</p> <p>achievements against outputs</p> <p>achievements against outcomes</p>	<p>PRRO 101911, EMOP 108120, WFP-SPRs Studies relating to climate change, food prices, remittances, trade embargoes etc stakeholder interviews (int/ext)</p> <p>External and internal audits UN/MG and RFBM reports stakeholder interviews (int)</p> <p>PRRO 101911, EMOP 108120, WFP-SPRs stakeholder interviews (int/ext)</p> <p>PRRO 101911, EMOP 108120, WFP-SPRs stakeholder interviews (int/ext)</p>
<p><b>3 PERFORMANCE &amp; RESULTS OF WFP/CP IN SOMALIA</b></p>			
<p>coverage, efficiency, effectiveness, impact and sustainability</p>			
<p><b>3.1 Performance and results of activities against standard DAC evaluation criteria</b></p>	<ul style="list-style-type: none"> <li>• To what extent were the outputs of the portfolio achieved?</li> <li>• To what extent were the outcomes of the portfolio achieved?</li> <li>• Were there any unintended outcomes? &gt; Positive or negative &gt; Macro or micro?</li> </ul>	<p>CP outputs</p> <p>CP outcomes</p> <p>CP outcomes</p>	<p>WFP Somalia standard project reports WFP Somalia monitoring reports WFP Somalia standard project reports WFP Somalia monitoring reports WFP-VAM reports for Somalia</p>
<p><b>3.4 External factors influencing operational decisions and the extent this has affected overall performance and results</b></p>			

<ul style="list-style-type: none"> <li>• Is there a place for general food distribution?</li> <li>• How effective have WFP targetting mechanisms been in making the operations more efficient and effective?</li> <li>• To what extent were there synergies between different operational activities?</li> <li>• To what extent was there connection/linkage between short-term (humanitarian) interventions and transition or development interventions?</li> <li>• Will the outputs be sustained in the longterm?</li> </ul>	<p>CP outcomes</p> <p>CP outcomes and outputs</p> <p>CP outcomes and outputs</p> <p>CP outputs</p>	<p>stakeholder interviews (int/ext)</p> <p>stakeholder interviews (int/ext)</p> <p>WFP Somalia monitoring reports</p> <p>WFP Somalia standard project reports</p> <p>stakeholder interviews (int/ext)</p> <p>WFP-VAM reports for Somalia</p> <p>FSNAU assemments, briefings and updates</p> <p>secondary datta other sources</p> <p>stakeholder interviews (int/ext)</p>
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<b>PRINCIPAL CP OUTCOMES 2006-2010</b>	<b>INDICATORS</b>
SO1 Reduced acute malnutrition in children under 5 in targeted emergency-affected populations in Somalia through GFD, SF, MCH and nutrition programmes (PRRO & EMOP)	prevalence of acute malnutrition (w/h) children U5 <15% >70% of moderately malnourished children admitted into SFP cured <3% of moderately malnourished children admitted into SFP dead <15% of moderately malnourished children admitted into SFP default
Improved food consumption for targeted emergency-affected households through SF, MCH and nutrition programme (EMOP)	household food consumption score (to be determined)
Reduced crude mortality (PRRO)	Children U5 mortality <2/10,000/day

<p>S03 Increased ability of target populations to manage shocks and meet food needs (PRRO)</p>	<p>No of beneficiaries participating in FFW activities: 77,000 (M) + 47,000 (F)  No of beneficiaries completing skills training: 2,500 (M) + 6,000 (F)  No of physical assets created by unit and type  No and type of skills training conducted</p>
<p>Adequate food consumption over assistance period for targeted households and communities through FFW, FFA, FFT and institutional feeding (EMOP)</p>	<p>household food consumption score (to be determined)</p>
<p>Improved nutrition and health status of children, mothers and other vulnerable groups in target areas (PRRO)</p>	<p>Prevalence of malnutrition (w/h) children U5 &lt;10% severely malnourished  Prevalence of malnutrition among adult women (BMI and/or low birth weight) &gt;18.5%  Monthly % of weight change of TB patients and PLWHA &gt;0  Adherence rate to treatment for TB patients and PLWHA &gt;80%  Patient mortality rate  % of orphanages with deworming completed</p>
<p>Increased enrolment and improved attendance of boys and girls in WFP-assisted schools (PRRO)</p>	<p>No of girls and boys enrolled in WFP-assisted schools &gt;10% increase p.a.  No of in-school meals provided on time (target=2 meals per day)  % of girls and boys in WFP-assisted schools attending classes during year  Annual increase in attendance rate &gt; 5%</p>

### Annex 3: List of Respondents to the Evaluation

<b>HEADQUARTERS</b>		
<b>United Nations World Food Programme</b>		
Stanlake Samkange	ODN Regional Director	WFP Rome
Nick Crawford	Regional Bureau East Africa	WFP Rome
Brian Bogart	Regional Bureau East Africa	WFP Rome
Abdirahman Meygag	Regional Bureau East Africa	WFP Kampala
Denise Brown	Country Director (previously DCD Somalia)	WFP Niger
Graham Farmer	Coordinator Global Cluster for Food Security (previously FAO Officer in Charge Somalia)	WFP Rome
Paul Turnbull	Senior Programme Advisor, Programme Design	WFP Rome
Scott Rochin	Programme Design	WFP Rome
Annalisa Conte	Chief Cash for Change Service	WFP Rome
Issa Sango	Programme Advisor and Market Specialist	WFP Rome
Silvie Montembault	Nutrition Advisor	WFP Rome
Brian Lander	United Nations Interagency Partnerships	WFP Rome
Parvathy Ramaswami	Chief RMSP	WFP Rome
Christopher Kaye	Director Performance & Accountability Management RMP	WFP Rome
Svante Helms	Programme Officer	WFP Rome
Margaret Malu	Auditor (Somalia)	WFP Rome
Brigitte Labbe	Procurement	WFP Rome
Jack Keulemans	Procurement	WFP Rome
<b>Red Cross</b>		
Benjamin Wahren	Deputy Head of Operations for East Africa	ICRC Headquarters Geneva
<b>NAIROBI</b>		
<b>Donors</b>		
Shannon Ryan	Senior Program Manager Food Security & Climate Change	Australian Government Aid AusAID Nairobi
Melanie Boyd	Head, Development Cooperation CIDA	High Commission of Canada
Philippe Royan	Technical Adviser Somalia	European Commission ECHO Regional Support Office Central, Eastern & Southern Africa
Mihoko Sakai	Researcher/Advisor Economic Cooperation Division	Embassy of Japan in Kenya
Stef Deutekom	Senior Policy Officer Somalia	Embassy of the Netherlands
Ricardo Gimenez	Deputy Head of Mission	Embassy of Spain
Peter Mohan	Food for Peace Officer for Somalia	USAID
<b>United Nations</b>		
Mark Bowden	Resident Coordinator	United Nations Resident Coordinators Office Somalia

Mathew Leslie	Risk Management Office	United Nations Resident Coordinators Office Somalia
Luca Alinovi	Country Representative	FAO Somalia
Francesco Baldo	Agriculture & Livelihoods Cluster Coordinator	FAO Somalia
Sergio Innocente	Emergency Coordinator	FAO Somalia
Guiseppe Simeon	Cash Working Group Coordinator	FAO Somalia
Grainne Mahony	Chief Technical Adviser	FSNAU Somalia
Paul Crook	Officer in Charge	ILO Somalia
John Miskel	Project Manager Market Assistance Program	IOM Somalia
William Lorenz	Chief of Somalia Programme	IOM Somalia
Kiki Gbeho	Head of Office	UNOCHA Somalia
Paul Thomas	Deputy Head of Office	UNOCHA Somalia
Conor Flavin	Protection Reporting Officer	UNHCR Somalia
Peter Hailey	Senior Nutrition Manager	UNICEF Somalia Support Centre
Leo Matunga	Nutrition Cluster Coordinator	UNICEF Somalia Support Centre
Jumma Khan	Education Cluster Coordinator	UNICEF Somalia Support Centre
Emmanuel Gibrail	Education Officer	UNICEF Somalia Support Centre
Nancy Balfour	Chief, WASH Programme	UNICEF Somalia Support Centre
Humayun Rizwan	Technical Officer (PHC)	WHO Somalia
<b>United Nations World Food Programme</b>		
Stefano Porretti	Country Director	WFP Country Office Somalia
Salman Omer	Deputy Country Director Operations	WFP Country Office Somalia
Hakan Falkell	Deputy Country Director Support Services	WFP Country Office Somalia
Waseem Khan	Senior Compliance Officer	WFP Country Office Somalia
Regis Chapman	Head of Programme	WFP Country Office Somalia
Keith Ursel	External Relations Officer	WFP Country Office Somalia
Mark Gordon	Food Assistance Cluster Coordinator	WFP Country Office Somalia
Harald Mannhardt	Programme Support officer	WFP Country Office Somalia
Simon Renk	Programme Officer (VAM)	WFP Country Office Somalia
Marc-Andre Prost	Nutrition Officer	WFP Country Office Somalia
Kathy Derore	Programme Officer	WFP Country Office Somalia
Nichola Peach	Programme Officer (Cash and Vouchers)	WFP Country Office Somalia
Anika Saint-Cyr	Programme Officer (M&E)	WFP Country Office Somalia
Tariq Awan	Programme Officer	WFP Country Office Somalia
Mukhtar Isse	National Programme Officer	WFP Country Office Somalia
Mohamed A Hunubey	National Programme Officer	WFP Country Office Somalia
Adam Bernstein	Field Liaison Officer	WFP Country Office Somalia
Paul Wyatt	Senior Logistics Officer	WFP Country Office Somalia
<b>Red Cross</b>		
Olivier Humbert-Droz	Deputy Head of Delegation	ICRC Somalia
Andrea Heath	Coordinator for Economic Security	ICRC Somalia
Ahmed Mohamed Hassan	President	Somali Red Crescent Society
Stephen McDowell	Regional Advisor DRR, Food Security, Nutrition and Livelihoods	International Federation of the Red Cross
<b>NGOs</b>		
Shushwat Saraf	Country Director	ACF Somalia

Romain Lasjuilliaris	Deputy Country Director	ACF Somalia
Wouter Schaap	Program Director	CARE International Somalia
Abdi Rashid Haji	Country Director	CONCERN Somalia
Peter Klansoe	Regional Director DRC, Horn of Africa & Yemen	Danish Refugee Council Regional Office
Heather Amstutz	Country Director	Danish Refugee Council Somalia
Degan Ali	Executive Director	Horn Relief
Jean-Christophe Saint-Esteben	Country Director	Horn Relief Somalia
Hussein Santur	Programme Director	Mercy USA Somalia
Susan Wako	Deputy Programme Director	Mercy USA Somalia
Leith Baker	Program Development Manager	Norwegian Refugee Council, Kenya, Somalia & Ethiopia
Ben Foot	Country Director	Save the Children Somalia
Sonia Zambakides	Humanitarian Director	Save the Children Somalia
Zinet Nezir	Nutrition Advisor	Save the Children Somalia
Tony Burns	Director of Operations	SCAACID
Christy Sprinkle	Programme Coordinator	SCAACID
Kevin Mackey	PBU Manager	World Vision Somalia
Lena Masila	Grants Finance Manager	World Vision Somalia
Eric Manon	Grant Accountant	World Vision Somalia
Alec Ziuku	Commodity Manager	World Vision Somalia
<b>SOMALILAND</b>		
<b>Government</b>		
Saad Ali Shire	Minister	Ministry of National Planning & Development, Hargeisa
Abdirashid Ahmed Guleid	Director General	Ministry of National Planning & Development, Hargeisa
Ali Hamud	Vice Minister	Ministry of Education, Hargeisa
Abdi Ahmed Saeed	Regional Director Education	Ministry of Education Burao
Bile Abdi Jama	Regional School Feeding Unit	Ministry of Education Burao
Hiis Abdillahi Sahid	Headmaster Mohamed Ali Primary School	Ministry of Education Burao
Ismael Eidle Dirir	Headmaster Laasodacawo Primary School	Ministry of Education Sahel Region
Abdikarim Haji Beder	Headmaster Lanqiciye Primary School	Ministry of Education Sanaag Region
Ahmed Jama	Nutrition Focal Point	Ministry of Health, Hargeisa
Osman Abdi Meygag	Director	TB Centre Hargeisa
Mohamed Abdi (Hergeye)	Medical Director	TB Centre Hargeisa
Ahmed Mohamed	Administrator	TB Centre Hargeisa
Duhabo Diric Mohamoud	Responsible for patients	TB Centre Hargeisa
Yurub Mohamed Farah	Officer in Charge	TB Hospital Burao
Osman Ibrahim Hayd	Head of Primary Health Care	Berbera Central MCH
Ahmed Handulle Abdi	Team Leader	Berbera Central MCH
Ahmed Hassan	General Manager	Food Assistance Coordination Authority (FACA) Hargeisa
Abdi Musa Mohamed	Technical Advisor	Food Assistance Coordination Authority (FACA) Hargeisa
Ismail H Nur	Mayor	The Mayor's Office Erigavo
<b>United Nations</b>		
Umberto Greco	Deputy Head of Area Office	WFP Hargeisa
Happygod John	Programme Officer	WFP Hargeisa
Bilal Hassan Nur	Senior Programme Assistant (VAM)	WFP Hargeisa
Imran Ravji	Child Survival & Development Specialist	UNICEF Hargeisa



Mohamed Sheikh Abdillahi	Nutrition Officer	UNICEF Hargeisa
Mohamed Jama	Head of Office	FAO Hargeisa
Mohamed Warsame Farah	Field Coordinator of Durdur Project Phase 2	FAO Hargeisa
Noel Harris	Chief Technical Advisor	IFAD Hargeisa
Faiza Ibrahim Mohamed	Nutrition Focal Point	IFAD Hargeisa
<b>NGOs</b>		
Hassan Adnan	Head of Emergency & Programme Coordination	Danish Refugee Council Hargeisa
Mukhtar Aw-Hassan	Head of Logistics, Procurement & Security	Danish Refugee Council Hargeisa
Ahmed Hassan Madar	Representative	Kuwait Joint Relief Committee Hargeisa
Susie Collyer	Senior Programme Officer	Merlin Hargeisa
Geoffrey Duqué	Head of Mission	MSF OCB Hargeisa
Temmy Sunyoto	Medical Coordinator	MSF OCB Hargeisa
Abdirahman Aideed	Programme Director	Oxfam Hargeisa
Philemon Majwa	Drought & Disaster Risk Advisor	Oxfam Hargeisa
Shukri Gesot	Governance Advisor	Oxfam Hargeisa
Sadia Muse Ahmed	Country Representative	PENHA Hargeisa
Omar Jama	Chairperson	Taakulo Hargeisa
Abdirashid Abdi Hassan	Programme Coordinator WASH	Taakulo Hargeisa
Muse Abib	Water Engineer	Taakulo Hargeisa
Shuaib Hussein Ali	Civil Engineer	Taakulo Hargeisa
Ahmed Mohamoud	IT Officer	Taakulo Hargeisa
Abdinasir Hussein	Primary Health Coordinator	World Vision Hargeisa
Anne Njenga	Project Manager, Health & Nutrition	World Vision Hargeisa
Mukhtar Omar	Acting Manager	CARE Erigavo
Amran Ahmed Shire	Programme Officer	CARE Erigavo
Maryan Mohamed Du'ale	Member	Sanaag Women Rehabilitation Association (SWRA)
Ali Du'ale Hassan	Member	Sanaag Women Rehabilitation Association (SWRA)
Ahmed Omer Hersi	Executive Director	GAVO Burao
Mohamed Adan Folge	Operations Officer	GAVO Burao
James McDowell	Deputy Country Director	Medair Burao
Maureen Okoth	Nutrition Project Manager	Medair Burao
Abdillahi Abdi Ahmed	Nutrition Project Officer	Medair Burao
Hussein Mohamed Osman	Branch Secretary	Somali Red Crescent Berbera
Layle Hassan Mohamed	Branch Health Officer	Somali Red Crescent Berbera
<b>Communities (FGD)</b>		
FFW male beneficiaries, Dubur Project	Togdheer Region	
Male and female students, teachers, parents and CEC at Mohammed Ali Primary School	Burao, Togdheer Region	
Male and female IDPs from 3 camps in Burao	Burao, Togdheer Region	
IDP Women's Group	Burao, Togdheer Region	
Male and female students, teachers, parents and CEC at Laquiciye Primary School	Sanaag Region	
FFW male and female beneficiaries, Booca Project	Sanaag Region	

Beneficiaries and staff at Laasodacawo MCH Centre	Sahel Region	
Staff at Laasodacawo Primary School	Sahel Region	
<b>PUNTLAND</b>		
<b>Government</b>		
Abdi Farah	Minister of Education	Ministry of Education, Garowe
Mohamed Abdi Wahab	Director General	Ministry of Education, Garowe
Abdulkadir Yusuf Nuh	Chief Inspector of Schools	Ministry of Education, Garowe
Abdinasir Adan	School Feeding Unit	Ministry of Education, Garowe
Ali A Warsame	Minister of Health	Ministry of Health, Garowe
Abdirazak Hassa Issa	Director of Planning	Ministry of Health, Garowe
Abdir Asir Abdellahi	Former Director of Planning	Ministry of Health, Garowe
Ali Dirir Said	Public Health Director	Ministry of Health, Garowe
Mako Abdi Mahamud	Focal Point for WFP	Ministry of Health, Garowe
Zahara Abdi Kharif	M&E Framework	Ministry of Health, Garowe
Anisa Ali Mohamed	Nutrition Officer	Ministry of Health, Garowe
Sahra Afnasir Mohamed	TB Project Officer	Ministry of Health, Garowe
Abdulai Said Yusuf	Director General	Ministry of Interior, Local Government and Rural Development, Garowe
Eng Hassan Osman Ali	Chief Executive Officer	Puntland Highways Authority, Garowe (formerly NESHA)
Eng Abshir Mohamud Muse	Secretary	Puntland Highways Authority, Garowe (formerly NESHA)
Osman Gareyre Karshe	Manager	Garowe Orphanage
Abshir Mallin Ibrahim	Deputy Manager	Garowe Orphanage
Said Abdirahman Mohamed	Deputy Mayor	Mayor's Office Bossaso
Ahmed Said Yussuf	Head of Social Affairs	Mayor's Office Bossaso
<b>United Nations</b>		
Bai Mankay Sankoh	Head of Area Office	WFP Bossaso
Abdulrahman Mahamud Abdullahi	National Programme Officer	WFP Bossaso
Essa Omar Musa	Senior Programme Assistant and VAM Focal Point	WFP Bossaso
Abdifatah Nur Barre	Senior Programme Assistant	WFP Bossaso
Martha Artharini	Programme Officer	WFP Bossaso
Mohamed Ali Artan	Programme Assistant	WFP Bossaso
Ahmed Abas	Programme Assistant	WFP Bossaso
Mohamed Ismail	Field Monitor	WFP Bossaso
Christophe Morard	Logistics Officer	WFP Bossaso
Solomon Maravanyika	Security Officer	WFP Bossaso
Dimitri Papathanassiou	Head of Area Office	UNICEF Bossaso
Isameldin Babikir Deyelnour	Livelihoods Project Officer (and former WFP Somalia staff)	ILO Garowe
<b>NGOs</b>		
Seth Adams	Acting Office Manager & Infrastructure Coordinator	Danish Refugee Council, Bossaso
Mohamed Ahmed	Protection Officer	Danish Refugee Council, Bossaso
Simon Nzioka	Programme Director	Danish Refugee Council, Bossaso
Barnabas Asora	Area Manager	Danish Refugee Council, Bossaso
Hamdi Abdullehi	Deputy Project Manager	Save the Children, Bossaso
Hafsa Issa Ahmed	IYCF officer	Save the Children, Bossaso
Abdirashid Yusuf Issa	Nutrition Mobilization officer	Save the Children, Bossaso

Abdikhadan Mohamed Abdi	SFP officer	Save the Children, Bossaso
Henry Enunu	Nutrition Programme Manager	Save the Children, Bossaso
Mohamed Issa Mohamed	Deputy Nutrition Programme Manager	Save the Children, Bossaso
Osman Mohamud Ahmed	Coordinator	Tadamon TB Centre
Ibrahim Mahamud Ahmed	Nurse	Tadamon TB Centre
Halima Mohamed	Chairlady	Garwonet, Gardo
Rukia Mohamed	Board Member	Garwonet, Gardo
Abdikani Dahir Yusuf	Executive Director	HADO, Gardo
Abshir Barre Samantar	Supervisor	HADO, Gardo
Fardousa Ahmed Mohemoud	Co-ordinator	HADO, Gardo
Shukri Mahamed Ibrahim	Measurer	HADO, Gardo
Fowzaia Saed Ali	Registration Clerk	HADO, Gardo
Raxman Mahamed Ali	Health Educator	HADO, Gardo
Jama Farah Shire	Head of Office	Somali Red Crescent, Garowe
Sirad Aden	Health Officer, Puntland	Somali Red Crescent, Garowe
Mohamud Ismail Ali	Regional Co-ordinator	Somali Red Crescent, Garowe
<b>Communities (FGD)</b>		
Male and female IDPs from 55 Camp, 10 Bush, 100 Bush A, 100 Bush B, Laanta Hawada, Tawakal, IDP Cirible, Hawo Ahmed, Tuur Jaale, Xaawo Dalo	Bosasso	
Male and female TB patients	Tadamon TB Centre, Bosasso	
Male and female IDPs from 8 camps in Gardo	Gardo	
Adult female students	Adult Education Centre, GARWONET, Gardo	
Male orphans	Garowe Orphanage	
Headmaster, teachers, CEC members and parents	Alhikma School, Garowe	
<b>CENTRAL SOMALIA</b>		
<b>Local Authorities</b>		
Mohamed Ahmed Ali	President	Galmadug State (South Galkaiyo)
Abdullahi Jama Hussein	Minister of Finance & Trade	Galmadug State (South Galkaiyo)
Eng Yasin Haji Musé	Deputy Minister of Planning & International Relations	Galmadug State (South Galkaiyo)
Mohamed Khalif Jama	Permanent Representative for International Relations	Ahlu Sunna Wal Jamaaca
Mohammed Hussein Abukar	Advisor for Political Affairs	Ahlu Sunna Wal Jamaaca
<b>United Nations</b>		
Xuerong Liu	Programme Officer	WFP Galkaiyo
Mohamed Nabahani	Programme Officer	WFP Galkaiyo
Frank Ayles	Logistics Officer	WFP Galkaiyo
Noor Abdi Ali	Senior Programme Assistant	WFP Galkaiyo
Abdifatah Ibrahim Abdi	Field Monitor	WFP Galkaiyo
Leila Ali Ahmed	Field Monitor	WFP Galkaiyo
Mohamed Kadiya Yakub	Field Monitor Assistant	WFP Galkaiyo
Robert Marinovic	Field Security Officer	UNDSS

<b>NGOs</b>		
Omar Ibrahim Sabriye	Coordinator	SDRO Galkaiyo
Alidahir Mahamud Hersi	Field Coordinator	SDRO Galkaiyo
Mohamed Hared Mohamed	Administration & Finance Officer	SDRO Galkaiyo
Mohamed Ali Ahmed	Programme Manager	SOHDO, Galkaiyo
Mustaf Caweeye		SOHDO, Galkaiyo
Mustaf Hassan Ali	Chairman	SOHDO, Galkaiyo
Bashir Maxamud Cilmi	Storekeeper	SOSDO, Galkaiyo
Aydarus Ali Mohamed	School Manager	SOSDO, Galkaiyo
Quule Mohamud Sha'iye		Alliance Organization Aid, Galkaiyo
Quuriye Abdiqadir Sacid	TSEFP Coordinator	Mercy USA, Galkaiyo
Abdifatah Mohamed Abdi	TSEFP Supervisor	Save the Children, Galkaiyo
Hassan-Kafi Ali Hashi	TSEFP Coordinator	IIDA Women's Association, Galkaiyo
Mohamed Haji Eriq	Director	SOSDA, Galkaiyo
<b>Communities (FGD)</b>		
Male and female IDPs from Buulo Gaban 1 and 2; Ceel Gabab; Buulo Agwran; Buulo Kontrool; Buulo Jawaan; Buulo Nooto; and Buulo Hiraa	South Galkaiyo	
Male and female FFW beneficiaries	SOHDO, South Galkaiyo	
<b>SOUTH SOMALIA BORDER AREAS</b>		
<b>United Nations</b>		
Charlotte Cuny	Field Officer	WFP Somalia
Salah Mowlid Abdullah	WFP Field Monitor	WFP Somalia, based in Elwak (Gedo)
Sahra Bare Dubat	WFP Field Monitor	WFP Somalia, based in Doble (Lower Juba)
Ayan Abdullahi Mohamed	WFP Field Monitor	WFP Somalia, based in Dolow (Gedo)
Muktar Ibrahim Abdi	WFP Field Monitor	WFP Somalia, based in Elbarde (Bakool)
<b>NGOs</b>		
Yussuf Mohamed	Field Supervisor	WASDA
Ahmud M Muhumed	Field Supervisor	WASDA
Bashir Mohamed	Programme Manager	WASDA
Abar I Roba	Programme Officer	Soma-Action
Omar Daud Hassan		DRO
Issa Mohamed Ahmed		DRO
Mohamed Hassan Madey		SORDEC
Abdullahi Mudey Hussein		SORDEC
Mohamed Osman Abdullahi		SORDEC
Abdirashid Mohamed Yakub		IDF – Integrated Development Focus
Ahmed Mohamed Abdi		IDF – Integrated Development Focus

*September 2011–March 2012*

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## **Annex 5: Challenges and Constraints to the Somalia CPE 2006–2010**

**Constraint 1:** the major constraint to the CPE team was not being able to physically visit areas of south-central Somalia where WFP’s relief operations had been particularly significant from 2006 to 2009 because of prevailing insecurity and consequently no authorization from UNDSS to travel in these areas (principally controlled by *al-Shabaab*).

*Strategy:* interviews were conducted with staff of WFP (Headquarters, RB and CO levels) and Cooperating Partners who were associated with the programme at this time (in some cases by telephone since staff had relocated) as well as documented evidence of operations (through SPRs and project reports) for that period. Furthermore, the CPE team visited Wajir (NE Kenya) and met with WFP field staff and staff of Cooperating Partners currently conducting the WFP relief operation in “border” areas of southern Somalia (Gedo and Bakool regions).

**Constraint 2:** Mogadishu (on the other hand) despite high levels of insecurity, could conceivably have been included on the CPE schedule (had the CPE team been granted security clearance as a non-essential mission), but the movements of the team (in accordance with UNDSS regulations) would have meant very little meaningful contact with beneficiaries or partners. Consequently the team was not able to meet with the Transitional Federal Government (TFG) or visit the wet-feeding interventions, which comprised a significant proportion of the emergency response since 2010.

*Strategy:* it was decided at the inception stage of the evaluation that the time of the evaluation could be better spent outside Mogadishu; interviews were conducted in Nairobi (and by telephone) with staff of WFP and Cooperating Partners (DCA and SAACID) associated with the Mogadishu operations. Opportunities were sought through the WFP Country Office to meet with the TFG officials visiting Nairobi, but these did not materialize during the mission.

**Constraint 3:** there were certain areas of Somalia that the CPE team could access but these still required tight security restrictions on the movement of the CPE team (in particular against the threat of kidnapping), notably around Galkaiyo.

*Strategy:* the CPE team did transit on two occasions from north to south Galkaiyo (with the close support of WFP security and UNDSS staff) in order to meet with representatives of different state authorities and Cooperating Partners as well as to visit project sites and meet beneficiaries. Those state authorities from Central region that could not be interviewed in the field were met during the course of a WFP Allocation Planning meeting in Nairobi week commencing 6 February 2012.

**Constraint 4:** even in more stable areas of the country (such as Somaliland and Puntland) UNDSS required that the team undertook the United Nations Basic and Advanced Field Security Training and armed police escorts were obligatory for travel outside regional capitals. This significantly increased the profile and visibility of the CPE team and made it very difficult for the team to “integrate” at community level. It also meant that the CPE team were as busy organizing the logistics each day as they were conducting an evaluation.

*Strategy:* the CPE team members undertook United Nations Field Security Training and briefing before travelling to Somalia. The team moved in “unmarked” vehicles (two for police, two for the CPE team) using private drivers who were familiar with the rural areas and towns being visited. WFP staff did not accompany the CPE team in

Somaliland, and in Puntland, the accompanying WFP staff member did not attend the meetings or interviews to ensure that the independence of the mission was not compromised.

**Challenge 1:** conducting focus group discussions in communities, cultures and language that some of the CPE team were not so familiar with.

*Strategy:* Somali national consultants were hired (women and men) to accompany the CPE international team to help set up, conduct, translate and record the FGDs with communities that often included a diversity of ages and gender, beneficiaries and non-beneficiaries. Some FGDs were conducted distinct of age or gender to ensure more open and frank discussion (although mixed groups worked considerably better than anticipated). The national consultants were selected on the basis of their relief or development experience in Somalia (without previous direct association with WFP) and their suitability to work with clans of the areas that the CPE was visiting.

**Challenge 2:** ensuring a temporal perspective from 2006 to 2010 considering that a famine had been declared in parts of Somalia in 2011 and recent events were uppermost in respondents' minds (very few international humanitarian workers spend more than 2 to 3 years working in the Somalia context).

*Strategy:* including as many Somali nationals (with longer field experience) among the respondents and identifying international staff still based in Nairobi (some now working for other organizations or other country programmes) who had a more historic perspective as well as drawing upon documented evidence (SPRs and project reports).

**Challenge 3:** ensuring a balanced perspective when views and opinions (in the Somalia context) can be quite emotive and contradictory about a principal humanitarian organization that has been very successful (even single-minded) in mobilizing resources, but then alleged to have lost sufficient control of those resources at a time of heightened food insecurity and subsequently withdrawn its operations from south-central Somalia.

*Strategy:* invest considerable time to ensure a representative cross-section of views across different stakeholders at different levels and always triangulate opinions with written communications and records of proceedings before committing to the CPE findings. Refer particularly controversial findings to a Panel of Experts who have "distance" from the evaluation exercise and can give a considered opinion.

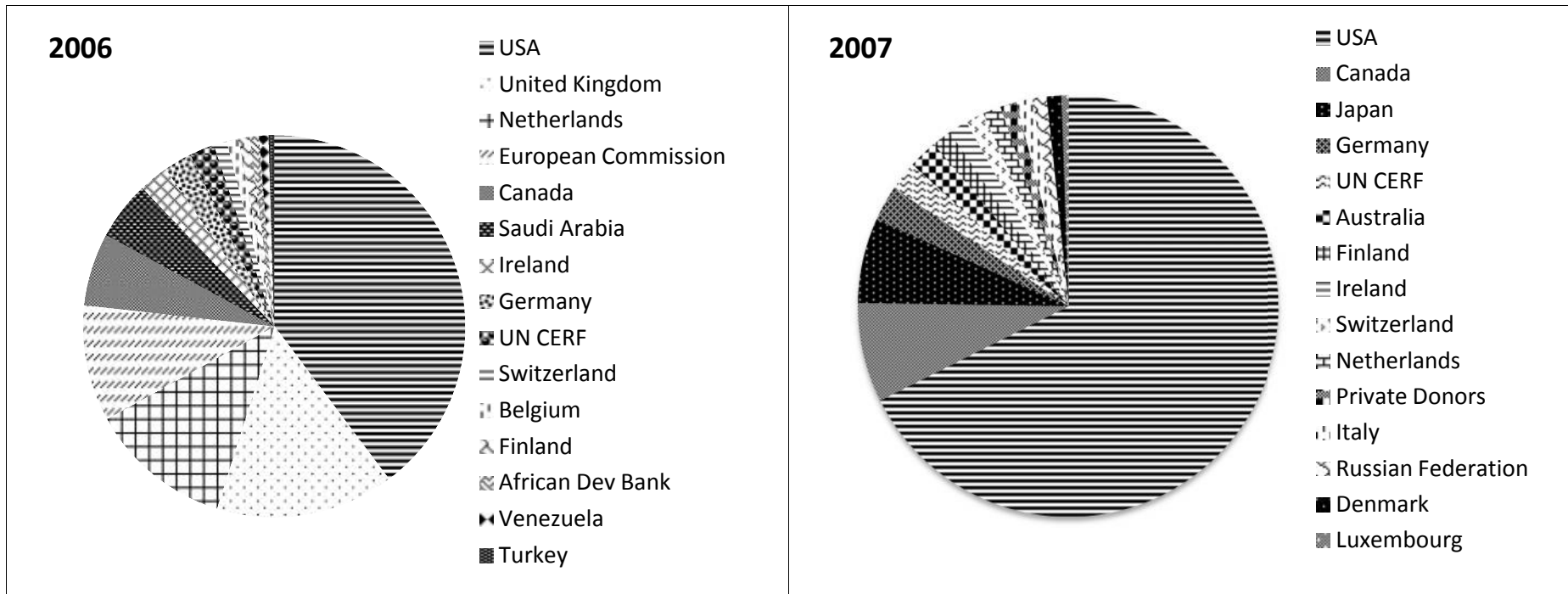
**Challenge 4:** time to undertake a CPE in such a complex environment with different sets of state authorities, a wide range of humanitarian and development partners and a diverse donor community.

*Strategy:* the CPE team spent about 35 percent of its time in Somalia to ensure a solid field perspective and while there split into two independent teams (each with two international and two national consultants): one covering Somaliland and the other Puntland and Central region. Two international and one national consultant also visited Wajir in North-East Kenya for 24 hours on the return journey to Nairobi. The other 65 percent was spent in Nairobi and the interview schedule required the team of four internationals to split two if not three ways to ensure sufficient coverage of WFP and its stakeholders (68 respondents were interviewed at Nairobi level alone).

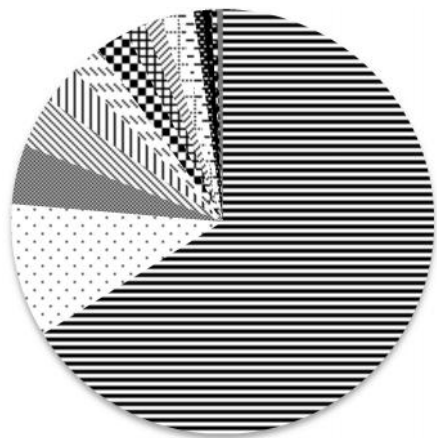
**Challenge 5:** lack of documentation (and therefore evidence) within WFP of responsibilities assumed (at different levels: CO, RB and Headquarters) for strategic decisions and communications, which impacted directly upon WFP's agenda, priorities and operations (and ultimately its reputation) within Somalia during the evaluation period.

*Strategy:* the CPE team spent a considerable amount of time attempting to analyse how the organization functioned in support of its Somalia operations at different stages during the evaluation period, but much depended upon anecdotal evidence of a few individuals associated directly with the WFP programme at country level; the evaluation had insufficient access to senior Headquarters staff nor relevant communications to take account of this analysis.

## Annex 6: Principal Donor Contributions to WFP Somalia 2006–2011

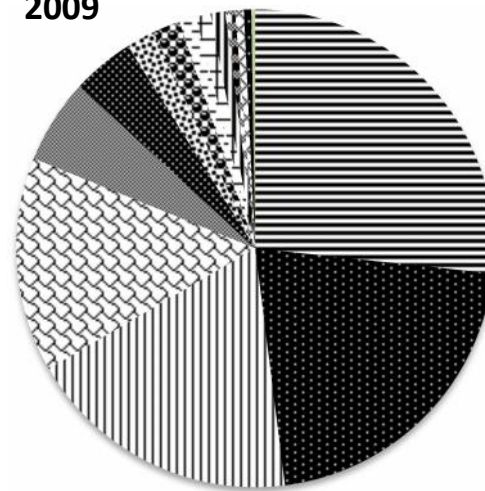


2008



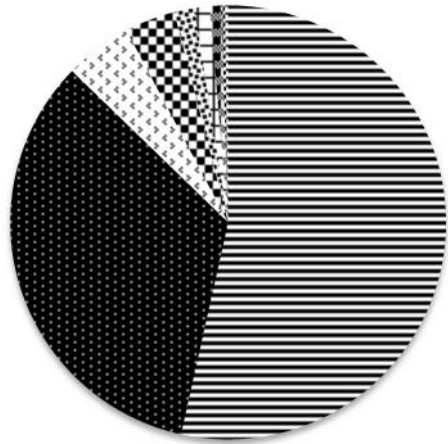
- USA
- United Kingdom
- Canada
- European Commission
- Spain
- Italy
- UN CERF

2009



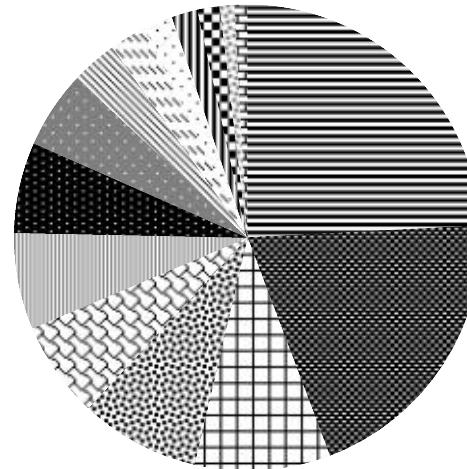
- USA
- Private Donors
- Spain
- UN CERF
- Canada
- Japan
- Netherlands
- Germany
- Ireland
- Sweden
- Switzerland
- Denmark
- Belgium
- Italy
- Republic of Korea

2010



- ≡ USA
- Japan
- ⊕ Switzerland
- ⊕ UN Common Funds and Agencies
- ⊕ Republic of Korea
- + Brazil
- Private Donors
- ⊕ Denmark
- ≡ Sweden

2011



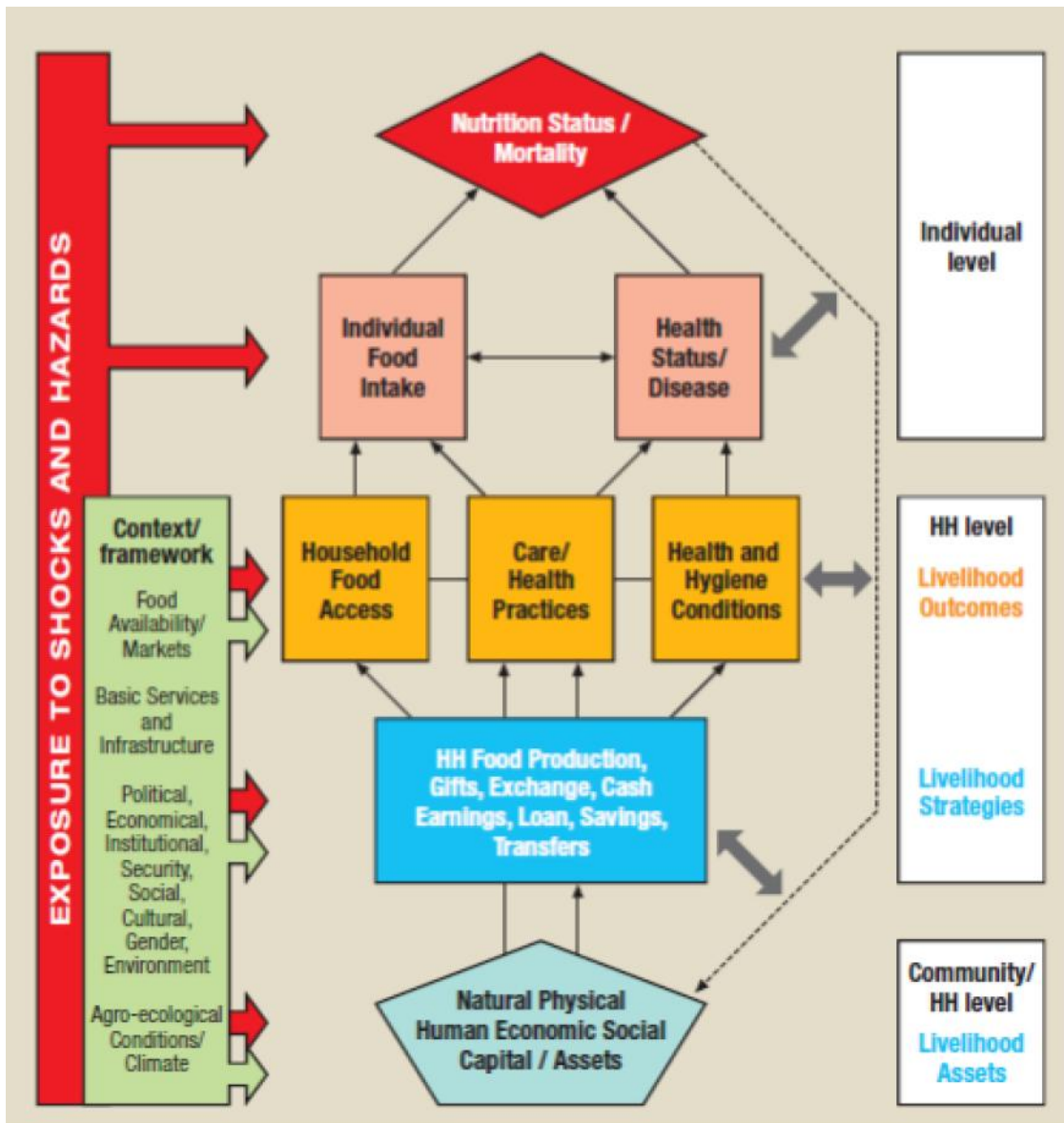
- ≡ USA
- Saudi Arabia
- + Brazil
- ⊕ Australia
- ⊕ UN CERF
- China
- Japan
- Canada
- ⊕ European Commission

## Annex 7: List of Cooperating Partners 2006–2010

Partners Projects	PRRO 2006	PRRO 2007	PRRO 2008	PRRO 2009	EMOP 2009	EMOP 2010
Action Contre la Faim (ACF)		X	X	X	X	
African Muslim Association (AMA)				X	X	
CARE International		X	X			
CEFA			X			
COSV		X	X	X	X	X
Danish Refugee Council (DRC)		X	X	X	X	X
Gruppo Volontario Vicento		X				
HISAN/World Evangelization Prayer Alliance		X	X			
International Aid Services		X				
International Medical Corps (IMC)		X	X		X	
International Relief & Development						X
Intersos		X				
Islamic Relief			X	X		
Medair				X	X	X
Medical Emergency Relief International					X	X
Mercy USA for Aid and Development		X	X	X	X	X
Muslim Aid UK		X	X	X	X	X
New Ways International		X				
Norwegian Church Aid		X	X	X	X	X
Norwegian Refugee Council		X				
Oxfam Novib					X	
Relief International					X	X
Save the Children Denmark		X	X			
Save the Children International					X	X
SOS International						X
World Assembly of Muslim Youth					X	
Water for Life		X	X	X	X	
World Vision International		X	X	X	X	X
<b>Sub-total INGOs</b>		<b>17</b>	<b>14</b>	<b>11</b>	<b>16</b>	<b>12</b>
Somali NGO Cooperating Partners	45	87	133	84	167	169
<b>Total Cooperating Partners</b>	<b>45</b>	<b>104</b>	<b>147</b>	<b>95</b>	<b>183</b>	<b>181</b>



## Annex 8: WFP Food and Nutrition Security Conceptual Framework



WFP-VAM, 2009: 25.

## **Annex 9: WFP Somalia M&E system and programme risk tracking**

Four main types of monitoring are undertaken at field level: i) monitoring at the food distribution points (FDPs); ii) post distribution monitoring (PDM); iii) TSFP screening monitoring; and iv) BSFP registration monitoring. All types of monitoring use checklists designed for the specific activities being monitored. There are over 20 different checklists, providing comprehensive coverage for the various different components of the CP.

In most cases, WFP Field Monitors make on-site visits to conduct monitoring. In cases where it is not possible for WFP Monitors to make an on-site visit due to temporary lack of access, various people (e.g. elders, member of food distribution committee, beneficiaries, nurse, school teacher, etc.) are contacted remotely by phone to answer questions relating to a specific FDP. Up-to-date contacts of key people for each FDP are maintained for this purpose. This is known as 'alternative monitoring' and is not common at present (representing approximately 5 percent of FDP monitoring), though was used as a stop-gap measure in 2010 and late 2011 when there were no third party monitors under contract. Third party monitoring is used in areas that are inaccessible to WFP staff.

The private company currently contracted to provide third party monitoring services is CTG Global. Their contract had only recently begun at the time of the evaluation. Prior to this, two other companies were contracted to provide third party monitoring: PBI2 (December 2010–September 2011), and Kimetrica (December 2010–August 2011). WFP regarded the performance of these two companies as weak due to two factors: i) a lack of willingness to report issues and irregularities; and ii) a lack of capacity to report on issues observed in the level of detail required. In the case of Kimetrica, they reportedly hired monitors to monitor the monitors to ensure that they were doing their job properly. It is important to mention that it is extremely difficult to get monitors (whether employed by WFP or third party companies) to report on diversion and other irregularities in Somalia due to the risks to their own personal security.

The target monthly monitoring coverage for each area office is 40 percent of all active FDPs (whether undertaken by WFP or third party monitors), and the minimum accepted coverage is 30 percent. This is well above the standard for most other country offices, which tend to cover just 5-15 percent of FDPs. The current SOP state that all active FDPs in accessible areas should be monitored on-site at least once every three months using an FDP level monitoring checklist. FDPs where medium and high-risk issues were identified should be monitoring the following month to check that corrective actions were taken. Monitors are rotated among the FDPs so that a maximum of 40 percent of visits to a specific FDP can be carried out by an individual monitor. In addition to completing the various checklists and the necessary data entry into M&E databases, each monitor is required to write a Field Mission Report upon returning to the office from a field mission.

A beneficiary hotline was established in July 2010, through which beneficiaries themselves can call to express concerns or make complaints. The phone number (a Nairobi-based number) has been publicized through local Somali radio stations and on cards distributed by WFP field monitors to beneficiaries. Between July 2010 and January 2012 just 44 calls were recorded (an average of 2.5 calls per month) (Saint-Cyr, 2012). Based on anecdotal information collected among beneficiaries during focus group discussions, the low number of phone calls is thought to be due to a lack of awareness of the existence of the hotline, the reluctance among beneficiaries to call an international number (also noted by Saint-Cyr, 2012), and the difficulties in getting through to the number from Somalia<sup>39</sup>. It is thought that plans to introduce a Somali-based number for the hotline and improved publicity will enhance the

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<sup>39</sup> The Evaluation Team tried several times to call the number but could not get through. When eventually the call was successful, the hotline operator was rude and put down the phone when asked how the call would be charged.

system. It is also important that the hotline operator is properly trained in how to speak to callers.

Issues identified through the monitoring system (whether by WFP field monitors, third party monitors or via the hotline) are categorized as 'high risk', 'medium risk' or 'low risk' and entered into the issues database. Each issue is then followed up within an appropriate time scale, as specified by the M&E SOP (currently in draft form, pending final approval). The task of following up on each issue tends to be very time consuming, and currently requires proof of corrective action before the issue can be considered as 'closed'. Up to about 70 issues are identified per month. In 2011, a total of 587 issues were recorded, of which 16 percent were high risk, 64 percent medium risk, and 20 percent low risk as categorized below:

### **High risk issues**

- Delivery at FDP – less than expected (according to waybill) however recorded as received in full amount in waybill
- Distribution -- amount distributed at FDP is higher than expected according to actual number of beneficiaries and ration delivered
- Quality of food – not fit for human consumption
- Ration received per beneficiary is less than expected (official ration or ration actually delivered in case of pipeline break)
- Sale of WFP food – large scale commercial sales
- Security incidents at distribution sites, with or without injuries/death.
- Theft of food

### **Medium risk issues**

- Beneficiaries are recycled (served more than once)
- Beneficiaries not aware of correct ration size/distribution date
- Beneficiary list/register is **not** available, not updated, includes fake names or double counted names
- CP/food distribution committee absent from distribution
- Delivery – incorrect FDP
- Different scoops used for each beneficiary
- Distribution – amount distributed at FDP is lower than expected according to actual number of beneficiaries and ration delivered
- Distribution list/register is not existent, updated, filled before distribution, sorted in order, signed, and includes fake names or double counted names,
- Distribution stopped/suspended
- Distribution undertaken without presence of WFP/third party monitors (when it was previously agreed)
- FFA projects – daily task rate (work norms) not adhered to
- Food storage – infestation/bad storage conditions
- Higher actual than planned beneficiaries
- Lower actual than planned beneficiaries
- Lower headcount than attendance register
- Offloading costs requested by transporter to FDP
- Ration cards not used
- Ration received per beneficiary is more than expected (official ration or ration actually delivered in case of pipeline break)
- Ration/selection criteria not displayed publicly
- Stack cards not available/not updated
- Staged distribution

- Stock balance has accumulated at FDP to a point that it cannot be consumed by beneficiaries
- Targeting – registered beneficiaries not receiving a ration
- Targeting/selection/discharge criteria not being adhered to
- Waybills not signed and stamped at FDP level
- Sale of WFP food by CP – to buy non-WFP food items for beneficiaries

**Low risk issues**

- Beneficiaries queued more than 2 hours
- Beneficiaries say rations consumed within 2 weeks CP contribution not met as stipulated in FLA (complementary services/nutrition education/other food items/FFA tools, etc.)
- Delivery at FDP – less than expected (according to beneficiaries perception)
- Delivery at FDP – less than expected (according to waybill) however recorded as such in waybill
- Food distributed – not in accordance with beneficiary tastes
- Group distribution implemented
- Sale of WFP food by beneficiaries

## Annex 10: Indicators of WFP Country Portfolio Outcomes 2006–2010

Outcomes 2006–2011*	Indicator*	Measured
Reduced acute malnutrition in children under 5 in targeted emergency-affected populations in Somalia through GFD, SF, MCH and nutrition programmes (PRRO & EMOP)	<p>prevalence of acute malnutrition (w/h) in children U5 <math>\leq</math>15%</p> <p>&gt;70% of moderately malnourished children admitted into SFP cured (Sphere indicator)</p> <p>&lt;3% of moderately malnourished children admitted into SFP dead (Sphere indicator)</p> <p>&lt;15% of moderately malnourished children admitted into SFP default (Sphere indicator)</p>	<p>FSNAU nutrition surveys</p> <p>WFP performance indicators collected routinely since 2009</p>
Improved food consumption for targeted emergency-affected households through SF, MCH and nutrition programme (EMOP)	household food consumption score (target to be determined)	Not measured on regular basis in all programme sites; collected in VAM surveys
Reduced crude mortality (PRRO)	Child U5 mortality <2/10,000/day	FSNAU mortality surveys
Increased ability of target populations to manage shocks and meet food needs (PRRO)	<p>Number of beneficiaries participating in FFW activities: 77,000 (M) + 47,000 (F)</p> <p>Number of beneficiaries completing skills training: 25,000 (M) + 6,000 (F)</p> <p>Number of physical assets created by unit and type</p> <p>Number and type of skills training conducted</p>	Data reported in SPRs

<b>Outcomes 2006–2011*</b>	<b>Indicator*</b>	<b>Measured</b>
Adequate food consumption over assistance period for targeted households and communities through FFW, FFA, FFT and institutional feeding (EMOP)	Household food consumption score (to be determined)	
Improved nutrition and health status of children, mothers and other vulnerable groups in target areas (PRRO)	<p>Prevalence of acute malnutrition: (w/h) children U5 &lt;10% severely malnourished</p> <p>Prevalence of malnutrition among adult women (BMI and/or low birth weight) &gt;18.5%</p> <p>Monthly percent of weight change of TB patients and PLWHA &gt;0</p> <p>Adherence rate to treatment for TB patients and PLWHA ≥80%</p> <p>Patient mortality rate</p> <p>percent of orphanages with deworming completed</p>	<p>FSNAU nutrition surveys</p> <p>Non-specific indicator without target; FSNAU collects data on adult women but uses MUAC, not BMI</p> <p>Data not routinely collected by WFP</p> <p>Data reported in SPR 2007 and 2008</p> <p>Not collected routinely during PRRO duration; collected by WFP since 2011</p> <p>Data not reported by WFP</p>
Increased enrolment and improved attendance of boys and girls in WFP-assisted schools (PRRO)	<p>Number of girls and boys enrolled in WFP-assisted schools &gt;10% increase pa</p> <p>Number of in-school meals provided on time (target=2 meals per day)</p>	<p>WFP Evaluation Reports (conducted in 2011)</p> <p>Data reported in SPRs</p>

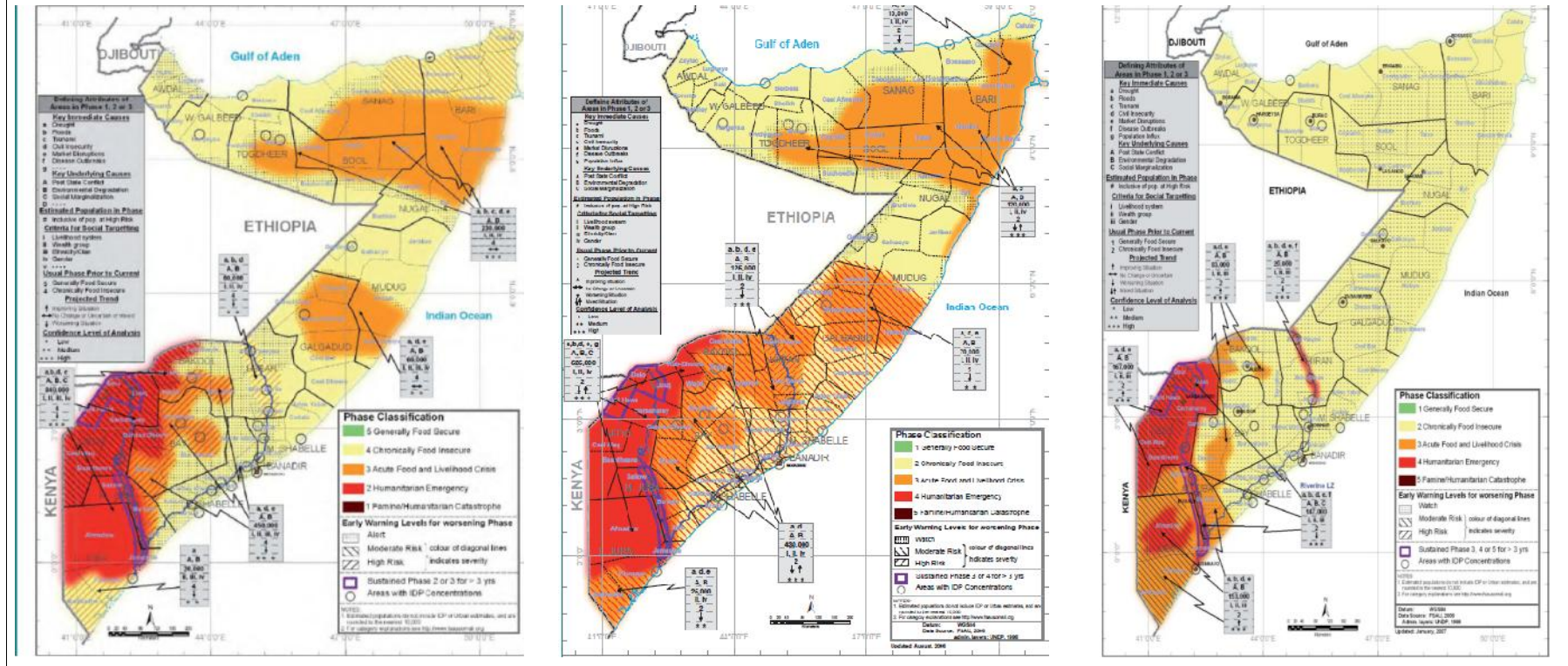
*\*Outcomes and indicators are taken from WFP project documents.*

# Annex 11a: Progression of Estimated Food Security Situation January 2006–December 2011

January–June 2006

July–December 2006

January–June 2007

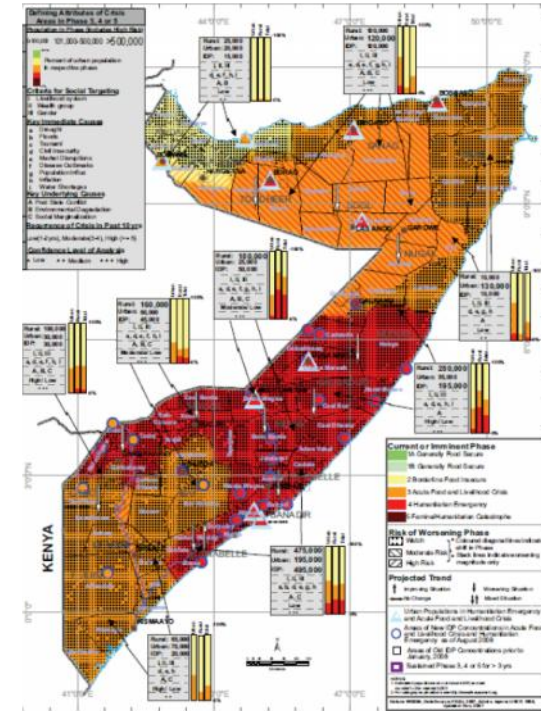
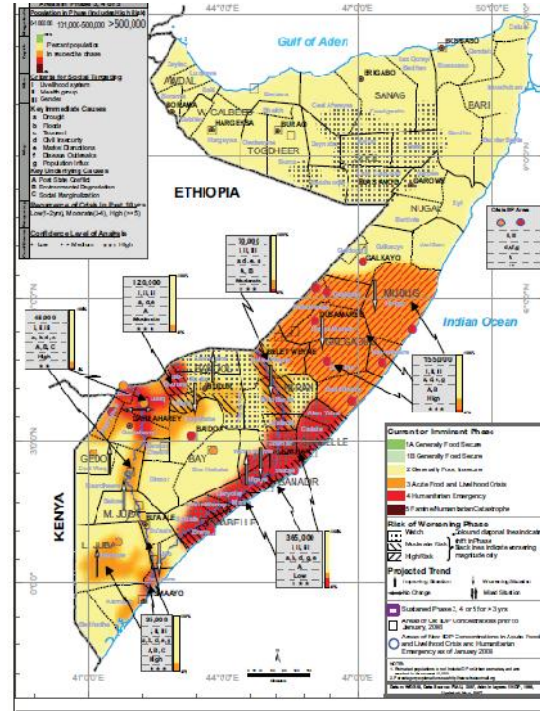
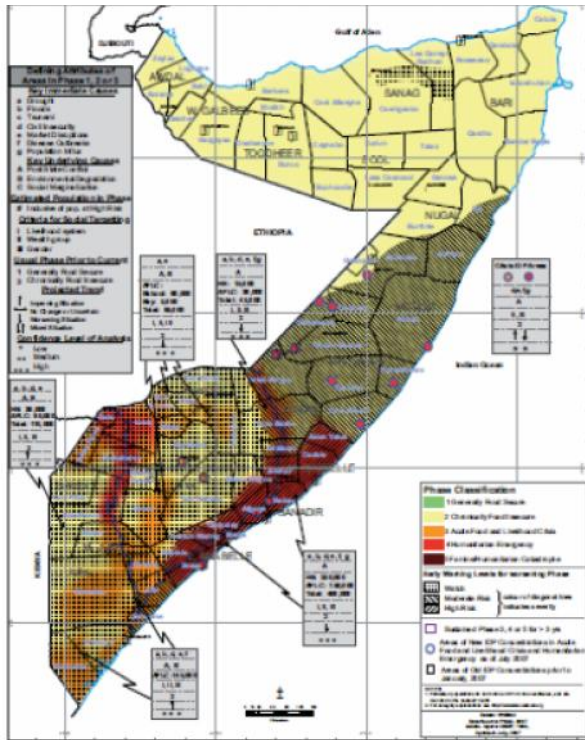




July–December 2007

January– June 2008

July–December 2008

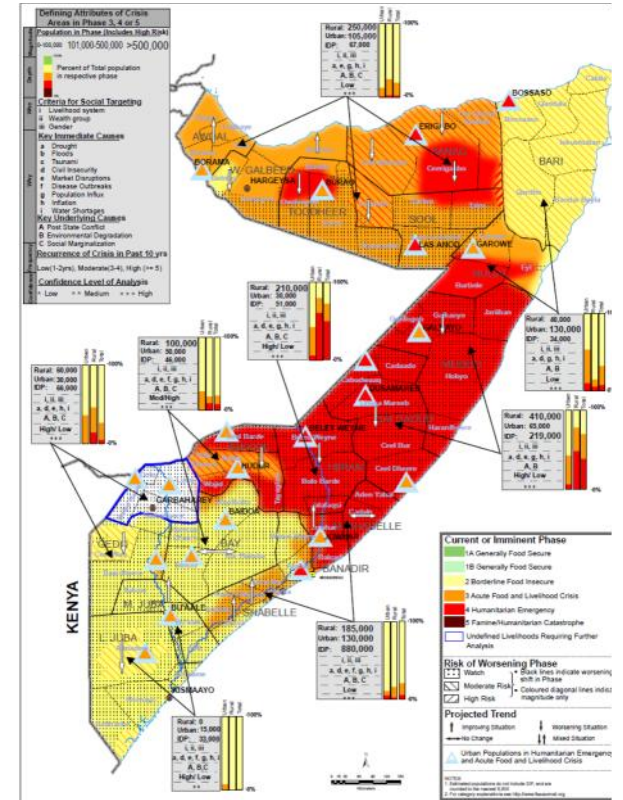
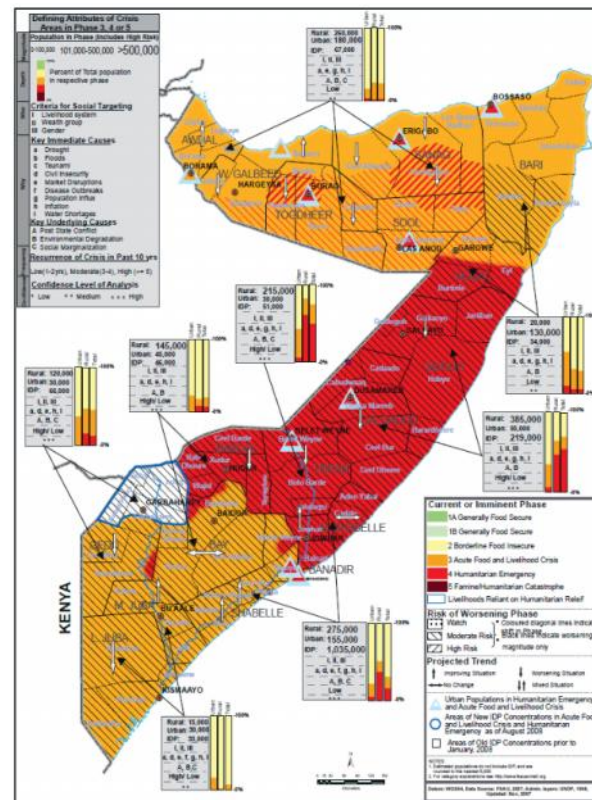
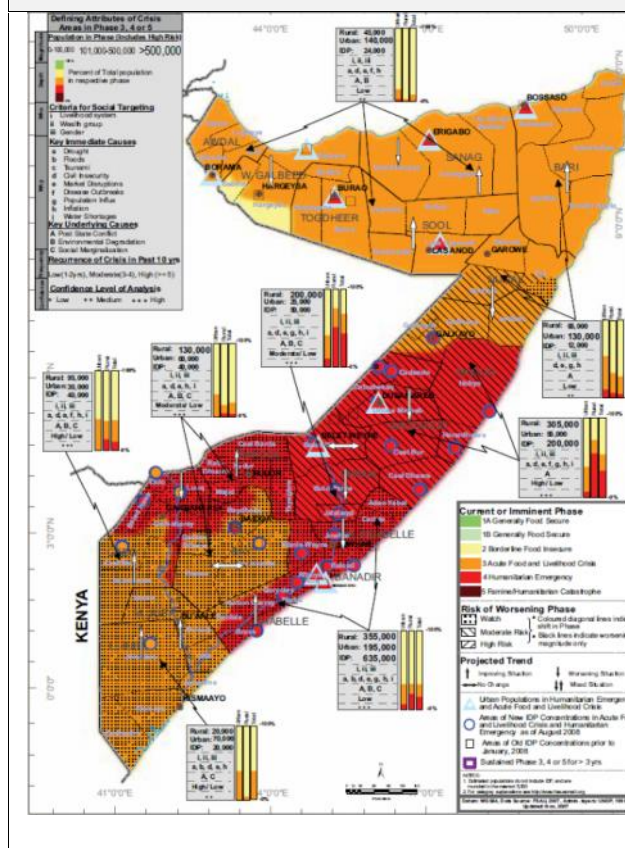




# January–June 2009

# July–December 2009

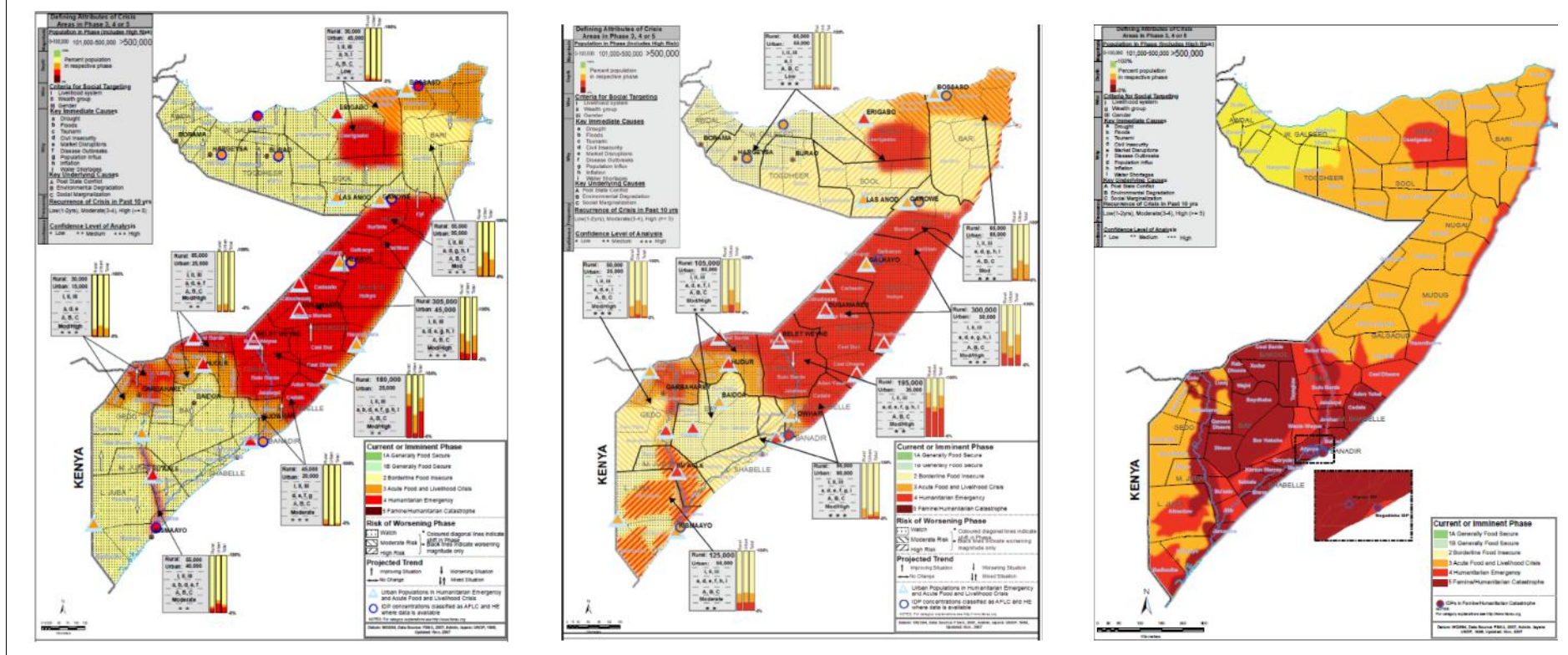
# January–June 2010



### July–December 2010

### January–June 2011

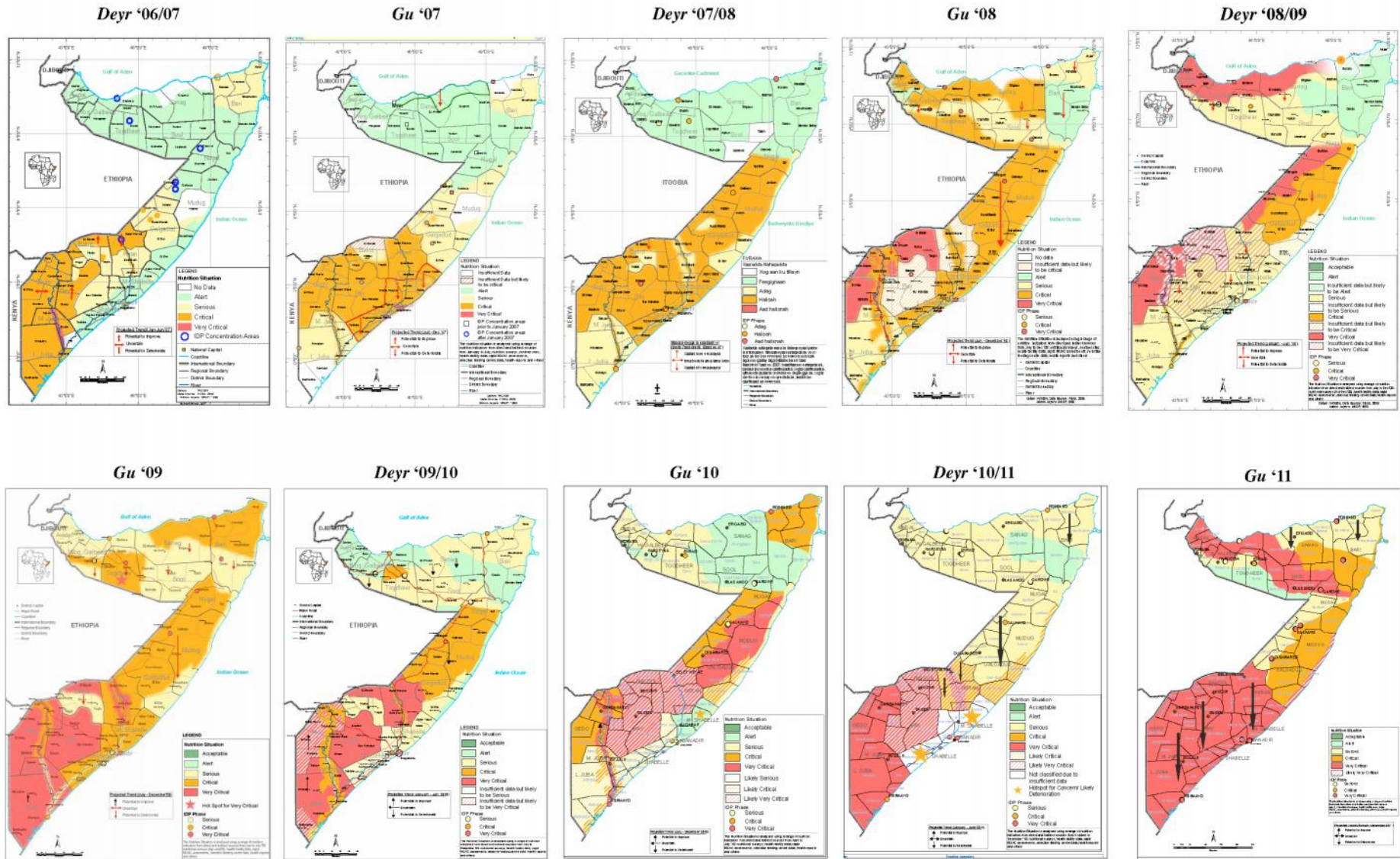
### October–December 2011



Sources: FSAU/FSNAU Technical Series Reports: IV.8; V.9; V.12; V.13; V.14; V.15; V.17; VI.24; VI.31; VI.33; VI.36; VI.42



# Annex 11b: Progression of Estimated Nutrition Situation *Deyr* '06/07 – *Gu* '11



## **Annex 12: Description of WFP Somalia's Emergency School Feeding Programme (ESFP) since 2003**

WFP's school feeding programme began in Somalia in 2003. The pilot was launched in Somaliland where the gross enrolment rate (GER) was 32 percent in 2001/2002 and girls made up approximately 30–40 percent of primary school pupils with the gender disparity increasing in the higher grades. These statistics represent very limited accessibility to basic education (especially for girls) by global standards and yet were certainly more favourable than elsewhere in Somalia, where the education system had remained in a state of collapse since 1991 other than where communities or NGOs had supported specific initiatives.

The long-term objectives of the programme were: i) to increase gender equity in access to and completion of basic education through increased enrolment rates, stabilized attendance and reduced drop-out rates, especially for girls; ii) to reduce poverty as a better educated population derives social and economic gains; and iii) to enable communities to assume increased responsibilities for peace building and social stability in Somalia. More specifically, the school feeding programme set out to increase enrolment, improve attendance and reduce drop-out rates of pupils; to reduce short-term hunger thereby improving concentration in class; and to provide a nutritional supplement to address micro-nutrient deficiencies.

For a school to receive support<sup>40</sup> it had to be at primary level, in the public system, mixed gender, well managed with a functioning Community Education Committee (CEC), in a secure area, accessible to food deliveries and with the physical space to absorb a 15 percent increase in pupils each year. In addition, the school should meet three out of five criteria: i) it should be in a food deficit or low-income area; ii) have a high proportion of poor pupils; iii) the distance from home to school should be significant; iv) the CEC should be active; and v) the pupil to teacher ratio (PTR) should be less than 40:1.

The initial pilot programme in Somaliland consisted of 21 schools covering 4,029 beneficiaries. A review of the pilot was undertaken at the end of the scholastic year 2003/2004 when enrolment had increased by 40 percent to 5,659 pupils (69 percent boys and 31 percent girls) and it was decided to continue with the initiative. In the next phase, WFP introduced school feeding to Puntland at the start of the 2005/2006 school year including 17 schools covering 3,473 pupils.

The emergency school feeding (ESF) programme was then extended in 2006 to assist more schools in southern Somalia (principally in Middle and Lower Juba, Gedo and Bakool), and as a result of this scale up, school feeding in 2008 was being implemented in 352 schools across all three major geographical areas of Somalia delivering in total two meals per day to 88,000 children. However, the expansion of the programme in the south was hampered by increasing security concerns and also difficulties in identifying suitable cooperating partners to work through. In 2009, the planned ESF was eventually suspended across the south because of the intensified conflict. Consequently, in 2009,

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<sup>40</sup> The ration per pupil was based upon 800 kcal energy (40 percent daily intake requirement), 19.5 g protein (based upon 49 percent daily intake requirement) and 17.5 g fat, which was calculated as a monthly ration of cereal (3.75 kg), pulses (0.75 kg), fortified oil (0.5 kg), CSB (1.25 kg) and sugar (0.5 kg). Later, in 2007, WFP introduced the monthly take-home ration (THR) of 3.6 kg of vegetable oil for girls who maintained 80 percent attendance record each month in order to reduce the gender gap and increase the access for girls to education

only 269 of the intended 342 primary schools were assisted that year covering 59,000 pupils.

Since WFP's suspension from *al-Shabaab* controlled areas in south-central Somalia at the beginning of 2010, ESF has only been supported in areas where WFP has direct access, which includes the northern areas of Somaliland, Puntland and Central region<sup>41</sup>. WFP does not currently support ESF in Mogadishu. The total number of schools supported during the 2010/2011 school year was 272, of which 194 were in Somaliland, 40 in Puntland and the remainder in Central region<sup>42</sup>.

WFP has endeavoured to work in conjunction with the appropriate line ministries where feasible. WFP established a School Feeding Unit within the Ministry of Education in Somaliland in 2008 and within the Ministry of Education in Puntland in 2009. Staff of these units have been trained to collect and analyse education data and in 2010/2011 the unit in Hargeisa was tasked to assume additional monitoring responsibilities either in conjunction with, or independent of WFP. Furthermore, school feeding units were expanded to a decentralized (regional) level in Somaliland at the start of the 2011/2012 school year.

Finally in the school year 2010/2011 a family ration of mixed food commodities was introduced in both Somaliland and Puntland for the support of staff of the school feeding programme (cooks and storekeepers)<sup>43</sup> since it was assessed as difficult during the drought for communities to maintain this level of support on a voluntary basis as well as collecting firewood and providing water. Joint MoE/WFP training on the management and utilization of school food was conducted at school sites in Somaliland (September–October 2010) and in Puntland (March–April 2011) for the staff of school feeding units, teachers, CEC and/or local administrators, parents, storekeepers and cooks.

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<sup>41</sup> Under WFP's emergency response in 2011 some schools are being supported in the "border" areas of southern Somalia with emergency rations, but these are not included in the statistics presented in this section.

<sup>42</sup> These figures take into account 18 schools in Somaliland and one school in Puntland deemed non-operational and 14 schools in Somaliland and eight schools in Puntland suspended because of mismanagement of WFP food commodities (2010/2011 school year).

<sup>43</sup> Previously this had been explicitly a responsibility of the communities, not WFP.

**Rome, May 2012, OE/2012/004**

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