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PROTRACTED RELIEF AND RECOVERY OPERATION— SOMALIA 10191.00

Food Aid for Relief and Recovery in Somalia

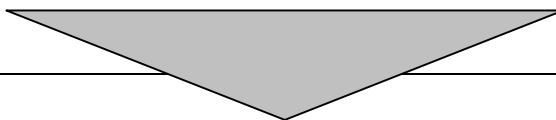
Number of beneficiaries	2,899,754
Female:	1,616,220
Male:	1,283,534
Duration of project	3 years (1 January 2003–31 December 2005)

Cost (United States dollars)

Total cost to WFP	48,041,251
WFP food cost	11,251,788

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

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

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Executive Summary



Somalia is classified as a least developed and low-income, food-deficit country. The Government's collapse in January 1991 resulted in disputed claims of authority between rival factions and the destruction of the nation's economic and agricultural infrastructure. Without a central government for over a decade, Somalia faces some of the most appalling humanitarian conditions in the world.

Somalia's Human Development Index (HDI) is estimated at 0.284, while the gross domestic product (GDP) was estimated at US\$750 per capita in 2001 (this is a slight improvement from previous years, although per capita income remains at only US\$200). Ranked globally, Somalia is placed at 161st out of 163 countries on the HDI. Somalia has an estimated population of 6.38 million and chronic and acute malnutrition, with a global rate of 17 percent. Somalia's ability to feed its population has been seriously affected by a combination of natural disasters, including droughts and floods, and protracted civil unrest, which have destroyed productive resources. In 2001, the gross national cereal crop production was estimated at 267,000 mt, which reflects availability rather than access due to insecurity and poor marketing facilities. Currently, some 700,000 people face serious food vulnerability, despite a favourable December (deyr) 2002 harvest in parts of the south.

The protracted relief and recovery operation (PRRO) aims to contribute to the improvement of overall household food security in Somalia. The objectives are: (a) ensuring minimum dietary food requirements for vulnerable people through the provision of adequate food aid; (b) improving the nutritional status of vulnerable groups, especially women and children; and (c) supporting vulnerable populations in creating productive assets and resources that will enable them to improve their livelihoods.

Some 40 percent of the total food assistance will be allocated to recovery operations, while 60 percent will go to both emergency relief and selective feeding. Of the targeted beneficiaries, 70 percent will be located in the south and 30 percent in northwest and northeast.

This PRRO is designed to address the recommendations of the evaluation mission of July 2001. It has been designed using a logical framework, and includes an upward adjustment of the daily food ration to 2,100 kcal per person for emergency relief. The data collected for monitoring and evaluation purposes will be used to assess performance and the impact of activities on the lives of beneficiaries.

The PRRO envisages greater participation of women in all WFP activities. WFP will work with women's groups in the management of food and funds, and projects will be designed to benefit women directly. Priority will be given to projects that have an impact on women's practical and strategic needs.

Draft Decision



The Board approves PRRO Somalia 10191.00—Food Aid for Relief and Recovery in Somalia (WFP/EB.3/2002/9-B/6).



CONTEXT AND RATIONALE

Overview of Crisis

1. Somalia is classified as a least developed, low-income, food-deficit country (LIFDC). In the absence of a central government, years of war and conflict have led to the destruction of basic social services, socio-economic infrastructure and productive sectors, creating a dire situation that has compelled Somalis to migrate in large numbers in search of better living conditions. Some 1.5 million Somalis are believed to have left the country and 2 million have become internally displaced.¹
2. In this fragile political setting, Somalia faces some of the most appalling humanitarian conditions in the world. The 2001 Human Development Report estimates Somalia's Human Development Index (HDI) at 0.284. While this is a considerable improvement on the 1995 figure of 0.184 and the 1998 figure of 0.159, Somalia's gross domestic product (GDP) was estimated at only US\$750 per capita in 2001. The per capita income was only US\$200. Ranked on a global scale, Somalia is 161st out of 163 countries on the HDI.
3. Somalia has an estimated population of 6.38 million, with average life expectancy estimated at 47 years.² The rate of acute malnutrition is 17 percent.³ Nutrition surveys carried out in various regions during the past two years indicate alarming trends, particularly in the central and southern regions. In Gedo, the malnutrition rate surged from 5 percent in April 2001 to 20 percent in September 2001 and up to 37 percent by December 2001. Mogadishu reported a rate of 13 percent in June 2001 among internally displaced persons (IDPs). In parts of the north, surveys in November 2001 reported malnutrition rates of 27 percent.⁴ Of 189 countries surveyed, Somalia has the seventh highest rate of mortality for children under 5—211 per 1,000.⁵ Maternal mortality rates are also among the highest in the world, at 1,600 per 100,000 live births.
4. Somalia's ability to feed itself is threatened by its precarious political, economic and environmental setting. Sharp market fluctuations, periodic droughts and crop failures hamper food security. Despite a favourable *deyr* (December harvest) in 2002 in parts of the south, it is estimated that more than 700,000 people face severe food shortages. The situation is exacerbated by crop failure in 2001, depletion of rangeland and grazing caused by droughts and overstocking, lack of water, the livestock import embargo and a volatile and unpredictable market.⁶

¹ UNDP, Human Development Report for Somalia, 2001. The current figure of registered Somali refugees (in neighbouring countries only) is 246,400. Since 1993, some 484,000 refugees have been repatriated, and current estimates of the Somali diaspora are 1.5 million. Some 300,000 IDPs are currently in camps in Mogadishu and other main towns.

² Ibid. The official population figure of 8.4 million was highly disputed. A review by UNFPA in 1997 concluded that the population was probably 5.52 million in 1995.

³ UNICEF, Consolidated Donor Report for Somalia, 2001.

⁴ Food Security Assessment Unit, Nutrition Update, January 2002.

⁵ UNICEF's State of the World's Children report, 2001—ranking of U5MR in descending order.

⁶ FSAU Monthly Report, March 2002.



5. Education has fallen victim to war and the absence of government. The gross enrolment rate has fallen from 18 percent before the outbreak of civil war to 13.6 percent in 1999, one of the lowest rates in the world. Attendance rates show a marked gender disparity: 67 percent for boys compared with only 38 percent for girls. Total enrolment represents only 2 percent of the school-age population. The adult literacy rate fell from 24 percent before the war to 17.1 percent in 2001, 65 percent for men and 35 percent for women.⁷
6. Lack of a state health service has caused a wide discrepancy in levels of access. It is estimated that only 15 percent of Somalia's rural population have access to health services, compared with 50 percent of urban dwellers.⁸ Tuberculosis (TB) is a leading cause of morbidity and mortality among productive age groups. Rates of TB infection have increased significantly from pre-war levels as a result of the complete collapse of the public health system. WHO estimates the annual TB incidence rate at 374 cases per 100,000 people.⁹

The Political Situation

7. The collapse of the Government in January 1991 resulted in disputed claims of authority and the destruction of economic and agricultural infrastructures. There are currently more than 30 factions and political movements in Somalia, with a few dominant players. In the northwest and the northeast, local authorities have declared their areas to be independent nations—Somaliland in 1991 and Puntland in 1998—but they have not received international recognition. The Rahawyen Resistance Army (RRA) established administration in the Bay and Bakool regions in 1999 and has recently formed the Southwestern State of Somalia.
8. In October 2000, a 245-member transitional national government was formed in Mogadishu following a national peace conference in Djibouti, with a set of line ministries. Ministries were established and a president elected for a three-year term. Continuing competition among the transitional government, the regional administrations of Somaliland and Puntland, and militia factions grouped under the Somalia Restoration and Reconciliation Council (SRRC) has stalled further reconciliation.
9. Various groups within Somalia currently stand accused of associating with international terrorism, which raises possibilities of renewed military action from within or outside the country. The northeast (Puntland) has been gripped by political tension since the second half of 2001, while Gedo region has been very unstable since March 2002, situations that hamper the abilities of relief agencies to deliver humanitarian assistance.

Food Security

10. Somalia has a subsistence economy and a predominantly rural population. There are four main sources of revenue: livestock, agriculture, remittances and trade. Some 50 percent of the population are pastoralists who make their living by raising livestock. Twenty-five percent grow crops as a major part of their livelihood; 25 percent are urban or peri-urban dwellers, a figure that reflects the vast displacements of rural people fleeing war and drought.

⁷ UNDP, Human Development Report for Somalia, 2001.

⁸ Ibid.

⁹ WHO, Supported Activities in Somalia, 2002.



11. The economy has been in recession since the outbreak of civil war in 1990. Despite modest gains in sectors such as agriculture and animal husbandry in some areas, GDP has declined by 60 percent from pre-war levels. The livestock sector is the main source of exports, providing daily subsistence for more than 2 million people. The Gulf States imposed an embargo on livestock imports in late 2000, however, because of the outbreak of Rift Valley fever (RVF). The livestock industry, the backbone of Somalia's economy, is now losing some US\$120 million a year.
12. The south is Somalia's main agricultural region, home to 80 percent of the country's farmers. Most farmers in the vicinity of the two main rivers, the Juba and the Shabelle, rely on irrigation and work on commercial banana plantations, whereas many agro-pastoralists are engaged in rainfall-dependent agriculture. It is estimated that one in five Somali harvests is a partial failure; one in ten is a complete loss as a result of periodic droughts and floods. Lack of access to scarce water sources and lack of investment in agricultural infrastructure have further contributed to food insecurity in Somalia. In 2001, when both the *gu* (July–August harvest) and *deyr* failed, gross national cereal production was estimated at only 267,000 mt. Since there is an estimated annual need for 597,000 mt of cereal, there was a gap of 330,000 mt that could only be filled by imports and food aid. Total per capita cereal availability is only 84 kg per year.¹⁰
13. Remittances from abroad constitute a significant source of household income among Somalis, especially urban dwellers. It is estimated that the total amount of remittances to Somalia is between US\$300 million and US\$500 million per year, a figure that exceeds the value of exports and international aid, which are reported to be US\$115 million.¹¹ The November 2001 closure of Al Barakat, a major money transfer company, has drastically reduced income from overseas remittances, leaving hundreds of families destitute.
14. Among the most vulnerable of Somalia's urban dwellers are IDPs and returnees from refugee camps outside Somalia. They constitute a large part of the poorest population, and have little access to employment opportunities and kinship support. Many are single women. War and years of existence in refugee camps have taken their toll on social structures.

The Status of Women

15. Women in Somalia have traditionally played a vital role in the economic and political development of their communities. It is, however, a role carried out within individual households rather than in the public domain. Rural women are influential in determining the sharing of food resources; they have a vital economic role among the pastoralists in organizing the mobility of the house (*aqal*) and taking responsibility for maintaining livestock, especially through supervision of children tending small stock.
16. Women lack access to resources and credit, a situation that is compounded by their lack of entrepreneurial skills, knowledge and education. The economic uncertainty that accompanied years of political upheaval has, however, promoted women's economic activity beyond the domestic sphere. It has fallen to women to pursue opportunities for petty trade and the sale of craft items to gain essential cash. Women are increasingly taking on more social responsibilities, and a number of organizations promoting women's rights are emerging.

¹⁰ FAO/GIEWS: Africa Report, April 2002.

¹¹ UNDP Human Development Report for Somalia, 2001.



Government Recovery Policies and Programmes

17. Some political administrations, particularly in Somaliland, have rudimentary recovery policies already in place. Restoration of security and public services is beginning to boost the economy and attract foreign aid. Revenues from import duties at the Berbera port have enabled the local administration to form a police force, judicial system, sectoral ministries and municipalities, providing a mechanism for planning, basic education and health systems.

WFP Assistance in Somalia

18. Following many operations in support of large numbers of refugees during the 1980s, WFP provided emergency food assistance to nearly 1.5 million Somalis during the 1991–1992 famine. From 1994 to mid-1999, through a series of emergency operations (EMOPs), WFP distributed some 113,310 mt of food to an average of 1.3 million beneficiaries a year.
19. WFP established its “office in exile” in Nairobi in 1995, from which it coordinates programmes in Somalia. WFP currently maintains sub-offices in Hargeisa, Bossaso, Baidoa and Mogadishu, and field monitoring units in Merca, Gedo, Belet-Weyne and Jawhar. The required long-distance travel contributes to comparatively high operational costs. Even if a return to Somalia were to become feasible, in the future, such a move would be gradual and dependent on the restoration of security, basic services and essential infrastructure.
20. Emergence of some relatively peaceful areas in Somalia encouraged WFP to launch PRRO 6073 from July 1999 to June 2002. In the course of this PRRO, WFP provided 45,000 mt of food to 2.6 million beneficiaries.
21. An evaluation of the current PRRO in July 2001 found that despite continued political tension and occasional warfare in the south, the PRRO has been successful, given the difficult circumstances under which it operates. The PRRO rationale provided a framework for integrated rehabilitation programmes in Somalia while maintaining flexibility to grasp development opportunities and respond to emergency situations.

Rationale for WFP Assistance to the PRRO

22. The cumulative impact of natural disasters such as droughts and floods and 11 years of civil unrest has severely undermined Somalia’s ability to build, enhance and maintain livelihoods and food security. People with limited sources of food and income, such as agriculturists with little or no livestock and people dependent on wage labour, are continuously faced with high levels of food insecurity. Similarly, weak clans and minorities tend to be chronically vulnerable.
23. This PRRO addresses the recommendations of the July 2001 evaluation. It has been designed through a logical framework exercise and includes an increase in the daily food ration to the WFP/WHO/UNHCR humanitarian assistance norm of 2,100 kcal per person.

RECOVERY STRATEGY

Beneficiary Targeting

24. WFP continues to build on the assessments and analysis of the Food Security Assessment Unit (FSAU). The household food economy approach (HFEA) employed by



FSAU makes projections on the impact of external shocks, such as drought or crop failure on households of different food economy and wealth groups, and analyses their ability to cope with the shock.

25. Joint crop assessments by FSAU, FAO and WFP are instrumental in determining the required levels of interventions. Particular emphasis is placed on the projections and the post-harvest assessment of the *gu*, which accounts for 75 percent to 80 percent of Somalia's cereal production.
26. FSAU's vulnerability analysis enables WFP to plan responses according to populations in administrative units. Below the district level, WFP uses its own local information network and knowledge of communities. WFP will involve the communities themselves in the selection of beneficiaries of emergency relief and recovery activities to ensure the inclusion of poor and food-insecure households.

Role of Food Aid

27. Emergency relief will provide the basic nutritional requirements to vulnerable groups and families facing acute food shortages, especially women and children. In selective feeding, WFP food will be: (a) an essential nutritional support to malnourished children and women and other vulnerable groups; (b) an incentive for those undergoing medical treatment, for example TB patients, to complete the full course of treatment; and (c) an incentive for women and children to seek out mother-and-child health (MCH) services.
28. Recovery activities will help to secure livelihoods through food for work (FFW) and food for training (FFT) by creating sustainable assets and enhancing human resources. Food aid for income-generating projects will offer alternative sources of income for food-insecure communities. WFP activities will be directed increasingly toward strengthening self-help capacities through the empowerment of people and communities.

Programme Approaches

29. This PRRO will follow the same recovery strategy of the previous PRRO, based on the actual situation and previous WFP experience. An area-based approach will be adopted that divides Somalia into three zones:¹²
 - **recovery zones** in the northwest and northeast, where creation of an embryonic state structure and a safer environment has revitalized the commercial economy, basic education and healthcare systems;
 - **transition zones** in the central regions and some areas of southern Somalia where armed conflict continues and rudimentary local political authorities are in place, with little or no tax revenue; and
 - **crisis zones** in most of the southern regions, which are characterized by highly fragmented, disputed and militarized political authority, and whose populations are subject to recurrent humanitarian crises.

The south is where humanitarian aid is most needed and where WFP will continue to concentrate most of its resources.

30. The recovery strategy takes into consideration: (a) the operational environment; (b) priority needs of vulnerable groups; (c) the experience and strengths of partner United Nations agencies and non-governmental organizations (NGOs); (d) opportunities to

¹² Somalia Consolidated Appeals Process, 1996.



initiate recovery activities in relatively peaceful areas; (e) assistance to social sector programmes; and (f) response capacity for emergency interventions.

31. Within the flexible PRRO framework, WFP will: (a) base assistance on needs; (b) phase out emergency relief assistance as the food security situation improves; (c) gradually phase out selective feeding; and (d) explore opportunities for partnership with United Nations agencies, NGOs and beneficiary communities. WFP seeks to support people-oriented, community-based pilot rehabilitation activities to prevent emergencies where feasible.

Risk Assessment

32. Needs and risks are highest in the zones of transition (defined above). Security considerations are paramount, and even apparently insignificant political manoeuvring has the potential to disrupt WFP operations. Contingencies are in place to continue relief work in such areas.
33. Factors that could disrupt the operation include:
- an extension of international anti-terrorist operations to Somalia;
 - insecurity resulting from external and internal political events;
 - widespread drought or floods leading to large-scale food shortages; and
 - further deterioration of the road network.

Goal and Objectives

34. In line with WFP's Mission Statement, the goal of the PRRO is to contribute to the improvement of household food security in Somalia. The objectives are:
- to ensure the minimum dietary food requirements for vulnerable people through food aid;
 - to improve the nutritional status of vulnerable people, especially women and children; and
 - to support the capacity of vulnerable populations to create productive assets and resources that enable them to improve their livelihoods.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

35. The PRRO will provide food assistance for 2,899,754 beneficiaries over three years at an average of 966,585 per year. Forty percent of the food resources will be allocated to the recovery component of the programme; 60 percent will go toward relief and selective feeding.
36. In line with the PRRO evaluation recommendation, the strategy will be to shift further from selective feeding to recovery programmes, particularly in the northwest. This region is developing an economic and social infrastructure that will enable future projects to move towards the end of recovery and the start of development.
37. In recovery activities, the PRRO envisages a 10 percent increase each year. Recovery efforts will be expanded especially in northern regions and in other areas as they become more secure. Emergency relief has been planned with a 5 percent decrease each year to



allow for a shift to recovery whenever possible. An annual decrease of 5 percent in selective feeding is planned to enable a gradual phase-out in areas that no longer require assistance.

38. This PRRO aims to promote the participation of women and to give them a leading role in food and activity management committees in recovery projects. In emergency relief settings, where typically more than 90 percent of the recipients were women, the “sit-on-your-bag” system (where family relief food is distributed directly to women) was successfully instituted, ensuring that food went directly to households. In selective feeding, WFP will work with women’s groups in the management of food distribution.
39. In addition to promoting sensitivity and awareness, WFP will be moving toward delivering tools for gender analysis and planning. Priority will be given to sectors that have an impact on women’s needs. WFP will undertake gender reviews of recovery projects to identify activities that will benefit women. Implementing partners will be accountable for meeting the Commitments to Women, as stipulated in Letters of Agreement.

Beneficiaries and the Food Basket

40. The beneficiaries belong to the main food economy groups as detailed below. About 70 percent of the beneficiaries are located in the southern regions of Bay, Bakool, Gedo, Lower and Middle Shabelle, Lower and Middle Juba, Hiraan and Benadir. The remaining 30 percent are in the northeastern regions of Bari, Nugal and Mudug, and the northwestern regions of Awdal, Galbeed, Togdheer, Sanaag and Sool.

Sector	Targeting beneficiaries by sector
Recovery	Farmers using artificial and rainfed irrigation; pastoralists; agro-pastoralists; women and households headed by women; returnees; people without family and clan support; women and men requiring literacy and skills training.
Emergency relief	Households headed by women; people without family or clan support; expectant and nursing mothers; malnourished children; IDPs; persons suffering temporary loss of income or with no alternative source of income; the urban destitute.
Selective feeding	Malnourished children under 5; expectant and nursing mothers; children in care institutions; orphans; primary school children in food-insecure areas; TB patients; targeted groups with limited or no family, clan or community support.

PROJECTION OF BENEFICIARY NUMBERS BY PROGRAMME COMPONENT AND GROUP

Beneficiaries	Farmers (1)	Vulnerable groups (2)	Malnutrition and institutional support (3)	Total
Recovery	587 911	587 912	0	1 175 823
Relief	232 434	464 869	464 868	1 162 171
Selective feeding	0	168 528	393 232	561 760
Total	820 345	1 221 309	858 100	2 899 754

(1) Estimated. Includes farmers using artificial and rainfed irrigation, agro-pastoralists and pastoralists.

(2) Estimated. Includes people without family/clan support, the urban destitute, IDPs, returnees, households headed by women, and persons with no alternative source of income.

(3) Estimated. Includes malnourished children under 5, expectant and nursing mothers, primary school children in food-insecure areas, orphans and TB patients.



41. The food rations for this operation meet basic nutritional requirements (see Annex IV). In the relief and recovery sectors, family rations are distributed to support households of six individuals. In selective feeding, food rations are targeted towards vulnerable individuals, including those in TB treatment centres and care institutions for children. Direct inputs to nutritional activities are considered on request from implementing organizations. In the MCH support programme, WFP provides a food basket in support of families of identified children.

SELECTION OF ACTIVITIES

Recovery

42. Recovery activities will be implemented through FFW and FFT in relatively stable areas of chronic food insecurity. They will focus on enhancing coping mechanisms and stimulating self-help in productive activities in the short and medium term. Such projects include rehabilitation and restoration of water sources and basic infrastructure, environmental protection such as reforestation and skills training for income generation.
43. Project proposals will be scrutinized by WFP and implementing partners with respect to: (a) technical and logistical feasibility; (b) targeting of beneficiaries; (c) the role of food aid; (d) the involvement of women in identification, planning, implementation and management; (e) community and counterpart contribution; (f) environmental risks; and (g) management and maintenance arrangements.
44. Projects will be implemented in partnership with local authorities, United Nations agencies and international and national NGOs. Activities and beneficiaries will be identified in consultation with local authorities and implementing partners. Beneficiary communities will be expected to establish food/activity management committees to enhance the implementation of beneficiary-driven projects.
45. Women will be given priority in FFT programmes that support literacy and skills training. WFP will be engaged in advocacy to increase gender equity in participation and in leveraging resources for partnership work. WFP will continue to sensitize staff and partners with regard to impact-oriented, gender-focused approaches to recovery assistance.

Relief and Selective Feeding

46. Emergency relief will be a short-term response to temporary and severe food deficits until it becomes possible to undertake or resume rehabilitation and recovery activities. Food deficits can arise from: (a) regional or isolated crop failure; (b) floods during the growing cycle; (c) disruption of cereal trade; (d) breakdown or erosion of coping mechanisms; and (e) large-scale displacement and other occurrences that could lead to rising malnutrition, hunger and even famine.
47. Response measures will be determined in consultation with partners. The prerequisites for WFP emergency relief assistance include: (a) needs assessments; (b) the identification of beneficiaries; (c) an implementation plan; and (d) confirmation of logistical viability. In preparing food aid interventions, the following will determine the extent of the emergency: (a) site assessments; (b) local coping mechanisms; and (c) availability of local support for implementation. WFP will conduct such assessments and identify food and cash resources; other expertise will be called upon as required.



48. Selective feeding activities will focus on improving and maintaining the consumption and the nutritional status of the target group. Food aid will generally be of limited duration and will address seasonal fluctuations in food availability for MCH centres, therapeutic and supplementary feeding centres, TB treatment centres and care institutions for children.
49. Food distribution will be implemented in partnership with UNICEF, WHO and international NGOs where local authorities or partners can provide adequate operational responsibility and support, or directly by WFP. Beneficiaries will be identified in consultation with local authorities and implementing partners.
50. WHO supports a TB treatment programme for 6,620 patients and expects the number to increase. TB patients, who often leave their homes for treatment, are dependent on their relatives for assistance during the six months of directly observed treatment (DOT). WFP food aid will ensure adequate nutritional standards for TB patients during this period.
51. In line with the evaluation's recommendation, WFP will gradually phase out its assistance for selective feeding. In the north, government departments and communities can eventually take over the responsibility for funding and running institutions. The strategy will use different time frames in the north and south, assuming that political and economic conditions in the north do not deteriorate and that there is no rapid improvement of conditions in the south.

Institutional Arrangements and Selection of Partners

52. Of the projects implemented in partnership, 30 percent are carried out by international NGOs, 60 percent by local NGOs, community-based organizations, women's groups and local authorities, and the remaining 10 percent by United Nations agencies.
53. A major challenge for WFP has been lack of potential partners, especially in southern and central Somalia. This has necessitated direct cooperation between WFP and local communities. Over 80 percent of relief and recovery activities are implemented directly with communities. Most NGO partners concentrate their efforts in the healthcare sector and are operating in the northwest. WFP will continue to work with line ministries and NGOs with appropriate capacities.
54. Coordination is primarily carried out through the Somalia Aid Coordination Body (SACB) and the United Nations country team (UNCT). SACB is composed of United Nations agencies, more than 60 NGOs, the International Committee of the Red Cross (ICRC) and donors. Due to the lack of an effective national authority and to divergent interests of many local factions, SACB has been the primary focus for inter-sectoral programme priorities, policy frameworks and security issues. It has also been a means for resource mobilization through the Consolidated Appeals Process (CAP).
55. The Joint Action and Recovery Plan (JARP) initiated in 2001 aims to enhance coordination within the United Nations system and harmonize programmes. UNCT is ensuring that the JARP process complements and strengthens common efforts within the SACB structure.



56. Collaboration with United Nations agencies will be pursued in the following areas:

Agency	Area of collaboration
FAO/FSAU	Food security assessments (vulnerability assessments, crop assessments, nutrition surveys), geographical analysis and mapping.
UNICEF	MCH centres, primary education, improvement of drinking water facilities, income generation and assistance to women's groups.
WHO	Assistance to TB programme.
UNHCR	Reintegration of returnees in food-insecure areas.

Capacity-Building

57. Capacity-building remains a priority for WFP national staff, counterpart staff, implementing partners and local authorities. Training of national staff and counterparts will focus on: (a) emergency operations; (b) programming of relief and recovery activities; (c) participatory rural appraisal; (d) gender analysis and planning; (e) monitoring and evaluation (M&E); and (f) security awareness. Training workshops will also address efficiency, effectiveness and accountability, with particular focus on needs assessments and M&E.
58. WFP will continue to support and participate in training workshops organized by FSAU covering household-food-economy analyses, consistency in data collection and data interpretation.

Logistical Arrangements

59. Access to target beneficiaries is fundamental to this operation. The absence of commercial airline services and other means of transport to areas of need necessitated the creation of the United Nations Common Air Services for Somalia (UNCAS) by WFP, UNICEF, UNDP and UNHCR. UNCAS is managed by WFP for United Nations agencies and their implementing partners. The operation is funded on a cost-recovery basis. To facilitate operational activities and monitoring, and to support smaller NGOs in their efforts, United Nations agencies sponsor air travel by their implementing partners.
60. The port of Mombasa in Kenya is the point of entry before trans-shipment to the Somali ports of Merca and El-Maan in Lower Shabelle in the south, Bosasso in the northeast and Berbera in the northwest. If the main Mogadishu port reopens during this operation, WFP will gradually revert to direct sea transport, taking due precautions in regard to storage, security and rehabilitation of facilities.
61. From Merca and El-Maan, WFP delivers to extended delivery points (EDPs) in the south. Some areas, such as Gedo and Lower Juba, will be accessed overland from Mandera and Liboi across the border; facilities at Mandera will be used to store a buffer stock to enable quicker response to programme needs. WFP will continue to store food commodities locally at major EDPs, such as Baidoa in the south and Hargeisa in the north.
62. Somalia's decayed infrastructure is likely to continue to limit WFP's delivery capacity. Diversions and detours are frequently necessary. In extreme cases, deliveries by air may be necessary to respond to the most urgent food needs. Such contingencies have not been incorporated into the landside transport, storage and handling (LTSH) rate.
63. The cost of transporting food from Somalia's ports to EDPs and final distribution points (FDPs) has been calculated on the basis of the operations of the previous PRRO. LTSH costs have been reduced by 28 percent, however, from US\$276 per mt at the start of the previous PRRO to US\$199 per mt at present. The cost of sea transport from Mombasa to



Somali ports is not covered by the LTSH rate. Such costs are indicated as “external transport” in the project budget.

64. Transport is handled by the private sector through the standard WFP tendering process. To ensure safe delivery to FDPs, Somali commercial hauliers are required to deposit with WFP a cash or bank guarantee equal to 50 percent of the freight and insurance value of the food commodities. This bond system has proved remarkably successful in eliminating convoy looting.
65. Introduction of the Commodity Movement Process Analysis System (COMPAS) at country offices and sub-offices has improved WFP's capacity and effectiveness in monitoring and tracking food movements from the Mombasa stores through EDPs to FDPs. WFP carried out a logistics capacity assessment (LCA) in 2001, which will be reviewed and updated periodically.
66. In consultation with the procurement and contract branch (MSP), the country office purchased from Kenya and Zimbabwe 18,302 mt of maize and 344 mt of corn-soya blend (CSB) under the current PRRO. In the light of previous positive experiences, WFP will encourage cash contributions from donors that can be used for local procurement.

Monitoring and Evaluation

67. The existing M&E system was reviewed in October 2001 in order to build ownership and capacity among WFP staff in the use of logical frameworks in designing activities and in M&E systems. The aim is to examine the performance of the PRRO from food and non-food inputs, implementation and outputs to the evaluation of immediate and longer-term outcomes, in order to maximize strengths and identify areas for improvement.
68. The M&E strategy includes the following steps:
 - Monitoring of inputs, activities and outputs will be undertaken for all activities to provide data that will enable the country office to track activities in the field and analyse the information.
 - Evaluation of activity outcomes in terms of purpose and goals will be undertaken for a sample of activities of each type. This process will demonstrate the validity of project designs and the value of project replication and expansion, enabling continuous modification of intervention strategies.
 - Impact evaluation in terms of the PRRO objectives will be a synthesis of evaluation of the PRRO activities. M&E activities will draw upon the indicators in the logical framework to assess performance and measure impacts.
69. Given that one of the three PRRO objectives is improved nutrition and health status, the absence or irregularity of data concerning child nutritional status is particularly challenging. WFP will draw upon existing data from UNICEF, FSAU and other United Nations and NGO surveys. Where no quantitative data exists, WFP will consider using qualitative indications of change in nutritional status as perceived by mothers.
70. Standardized protocols, checklists and reporting forms are to be used by WFP and implementing partners for systematic data collection. This will enhance the reliability, consistency and comparability of data collected at different sites, at different times and by different food monitors. Periodic M&E workshops will be undertaken to ensure consistent data quality and collection methods and to identify areas for improvement.



71. In accordance with the draft "Policy for Results-Oriented M&E—EB A/2002", the country office will undertake a mid-term evaluation in 2004. Because the overall cost of the current PRRO exceeds US\$50 million, the PRRO will be evaluated by the Office of the Executive Director, Evaluation (OEDE) during 2005 toward the end of the programme. These evaluations have been budgeted at US\$85,000.

Security Measures

72. Notwithstanding the establishment of the transitional national government in Mogadishu in 2000, various authorities continue to control most of the country, including parts of Mogadishu. A recent United Nations inter-agency security assessment mission concluded that Somalia is one of the most dangerous environments in which the United Nations operates. The United Nations Security Phase IV (Programme Suspension) or Phase V (Evacuation) is still applied throughout Somalia, with the exception of Hargeisa, where Phase III applies.
73. The main threats to WFP staff in Somalia are murder, kidnap, banditry and being taken hostage. Monetary gain, non-recognition of factions or political goals by the international community and grievances against individuals or agencies are the main motives.¹³ In this context, WFP staff must be aware of the implications of food aid, which is highly visible and thus easily contested.
74. WFP has made a significant investment in staff training and communications, and security equipment. Given the dangerous security situation in Somalia and the fact that food aid may be at the root of political and monetary motives, the post of WFP security officer becomes essential to ensure full-time assistance to field staff. Staff-security support costs, including a field security officer, communications, safety equipment, awareness training and travel, have been included in the direct support cost (DSC) budget.
75. UNCT has closely monitored field operations and applied security measures strictly. WFP contributes on a cost-sharing basis to the common United Nations Security Unit for Somalia; the Programme provided security equipment to the Unit in 2001. A team of seven security officers permanently monitors the security situation in the country and accompanies United Nations staff on missions within Somalia if necessary.

Exit Strategy

76. In view of recurrent crop failure, floods, drought, uneven economic development and insecurity, WFP assistance is likely to continue for some time. WFP's resources must therefore be deployed in an efficient and cost-effective manner to address chronic and acute food shortages.
77. An effort will be made during the PRRO to progress from emergency activities towards recovery in relatively peaceful areas and to enhance coping mechanisms and the recovery of local economies. Maintaining monitoring capacity all over Somalia will help WFP to pursue this goal.

Contingency Mechanisms

78. Given the high level of uncertainty in the evolving situation in Somalia, reprogramming of food allocation will be flexible: resources for emergency relief assistance could be

¹³ In 2001, two NGO staff members were killed and three United Nations staff members were kidnapped. Threats were made to one United Nations staff member and three NGO staff. There were other minor incidents, such as hand grenades thrown into a United Nations compound.



reprogrammed to recovery activities and vice versa. In Mombasa, WFP will seek to establish and maintain a buffer stock sufficient for 250,000 beneficiaries where sufficient food contributions and advance programming of shipments are available. This will ensure immediate intervention.

79. Should any of the scenarios in the section on "Risk Assessment" materialize, the probable result would be large displacements of people. In such cases, the priority needs would be emergency food aid, temporary accommodation and shelter, basic medical supplies and safe drinking water. In the event of a large-scale food emergency, a separate appeal may have to be launched to cover additional needs.
80. It is probable that any further crisis affecting Somalia will spill over into Kenya, Ethiopia and Djibouti and thus require a response from WFP and other agencies outside Somalia. The response to such an emergency would be coordinated with the United Nations Coordination Unit (UNCU). WFP will continue to monitor the situation in collaboration with UNCU, United Nations agencies and NGOs.

Budget Proposal and Input Requirements

81. PRRO 10191.0 will cover 2.9 million beneficiaries from 1 January 2003 to 31 December 2005. The cost to WFP will be US\$48 million, which includes a food cost of US\$11.3 million.

RECOMMENDATION

82. The PRRO is recommended for approval by the Executive Board within the budget provided in the Annexes.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost per ton (US dollars)	Value (US dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereals	52 698	146 795	7 735 814
– Pulses	6 198	262	1 623 876
– Vegetable oil	2 478	647	1 603 266
– CSB	1 824	268	488 832
Total commodities	63 198		11 251 788
External transport			11 814 621
Landside transport			0
Subtotal for ITSH			0
Total LTSH			10 966 255
Other direct operational costs			805 358
Total direct operational costs			34 868 222
B. Direct support costs (see Annex II for details)			
Total direct support costs			9 696 946
TOTAL WFP COSTS			48 041 251

¹ This is a national food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (US Dollars)****Staff**

International Professional staff	3 780 600
National General Service staff	1 670 427
National Professional officers	98 298
Temporary assistance	75 000
Overtime	30 000
Incentives	442 000
International consultants	158 600
UNVs	282 474
Staff duty travel	1 344 242
Staff training and development	75 000
Subtotal	7 956 641

Office expenses and other recurrent costs

Rental of facility	119 920
Utilities (general)	82 750
Office supplies	122 948
Communication and IT services	299 488
Insurance	72 508
Equipment repair and maintenance	47 288
Vehicle maintenance and running cost	567 450
Other office expenses	50 440
UN organization services	119 795
Subtotal	1 482 587

Equipment and other fixed costs

Furniture, tools and equipment	101 415
Vehicles	80 000
TC/IT equipment	76 305
Subtotal	257 720

TOTAL DIRECT SUPPORT COSTS	9 696 948
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ANNEX III

INPUT REQUIREMENTS

A. Food Needs per sector, in metric tons

FOOD REQUIREMENTS PER SECTOR						
Sector	Year	Cereals	Pulses	Vegetable oil	CSB	Total
Recovery	I	6 368.338	749.003	299.456	0.000	7 416.798
	II	7 005.172	823.903	329.402	0.000	8 158.477
	III	7 705.689	906.294	362.342	0.000	8 974.325
Subtotal		21 079.200	2 479.200	991.200	0.000	24 549.600
Relief	I	7 374.043	867.288	346.747	0.000	8 588.078
	II	7 019.715	825.614	330.086	0.000	8 175.414
	III	6 685.442	786.299	314.367	0.000	7 786.108
Subtotal		21 079.200	2 479.200	991.200	0.000	24 549.600
Selective feeding	I	3 687.022	433.644	173.374	638.082	4 932.121
	II	3 509.857	412.807	165.043	607.422	4 695.128
	III	3 342.721	393.149	157.184	578.497	4 471.551
Subtotal		10 539.600	1 239.600	495.600	1 824.000	14 098.800
GRAND TOTAL		52 698.000	6 198.000	2 478.000	1 824.000	63 198.000

B. Non-Food Items

The implementation of rehabilitation and recovery projects often depends on the timely and adequate availability of non-food items. In Somalia, government institutions do not exist or are unable to underwrite the cost of non-food items. Similarly, due to funding constraints, implementing partners often cannot meet the full cost of non-food inputs and therefore rely on WFP to complement their cash resources. Based on past experience, an average rehabilitation and recovery project requires 40 mt of food commodities. Those that require cash inputs are estimated at a cost of US\$25,000 per project, of which WFP would contribute 40 percent to cover the cost of construction materials, mechanical works and local technical services. Implementing partners would cover 60 percent of the total costs.

	No. of projects	Cost per project (US\$)	Total cost (US\$)	IP contribution (60%)	WFP contribution (40%)
Year I	15	25 000	375 000	225 000	150 000
Year II	17	25 000	425 000	255 000	170 000
Year III	19	25 000	475 000	285 000	190 000
Total	51		1 275 000	765 000	510 000



ANNEX IV

A. Ration Scales per Sector and Commodity

Sector	Cereals	Pulses	Vegetable oil	CSB	Total
Monthly ration (kg/person)					
Recovery	15	1.8	0.6	0	17.4
Relief	15	1.8	0.6	0	17.4
Selective feeding	12	1.5	0.9	3	17.4
Daily rations (G/person)					
Recovery	500	60	20	0	580
Relief	500	60	20	0	580
Selective feeding	400	50	30	100	580
Monthly family rations (kg)					
Recovery	90	10.8	3.6	0	104.4
Relief	90	10.8	3.6	0	104.4
Selective feeding	72	9.0	5.4	18	104.4

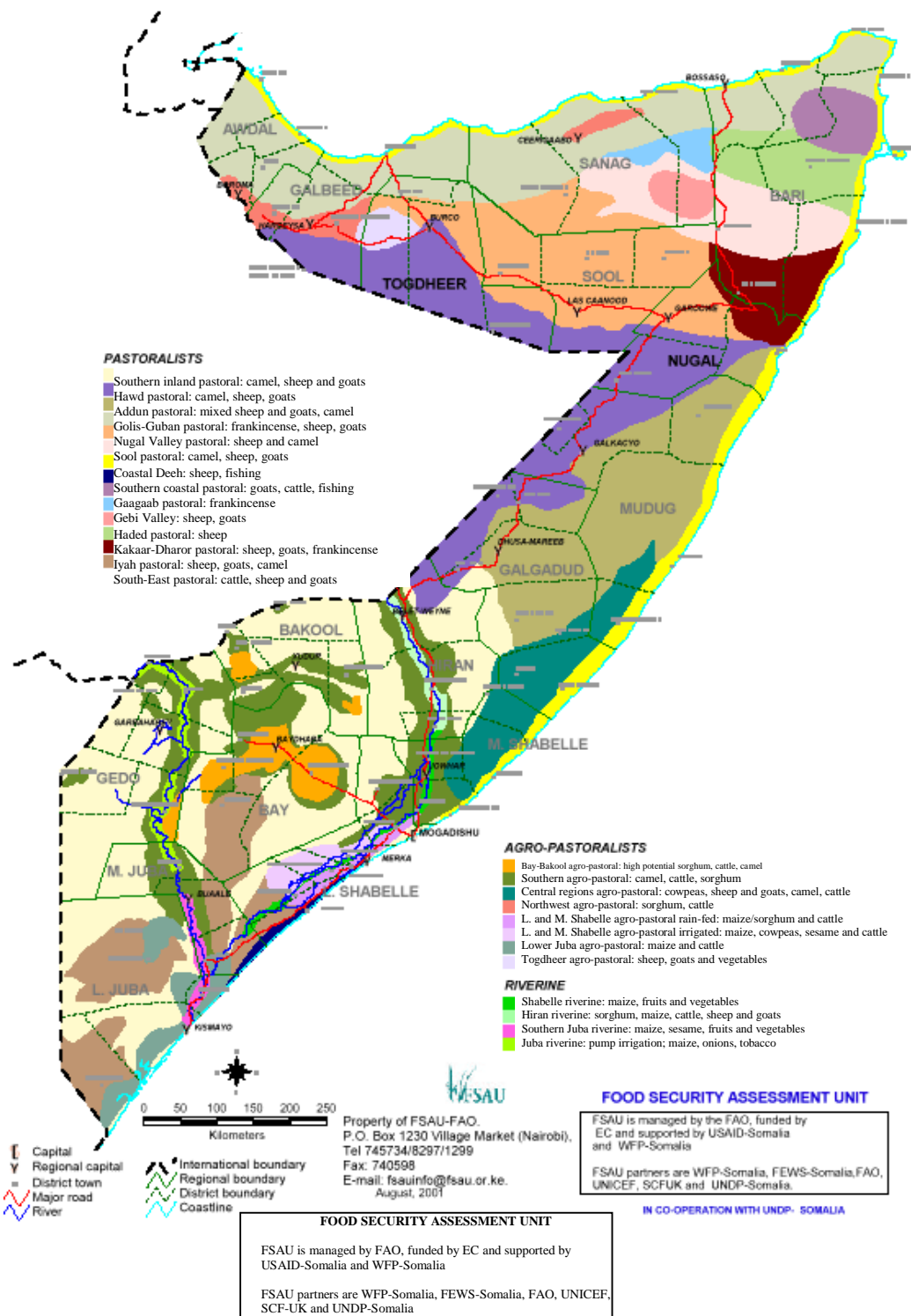
B. Nutritional Value of WFP-Supplied Commodities

Daily rations (G/person) and calories provided								
Sector	Cereals	Pulses	Oil	CSB	Total	Kilocalories	% Calories from fat	% Calories from protein
Recovery	500	60	20	0	580	2 128	17.3	11.9
Relief	500	60	20		580	2 128	17.3	11.9
Selective feeding	400	60	20	100	580	2 158	17.9	13.2



ANNEX V

SOMALIA: FOOD ECONOMY ZONES

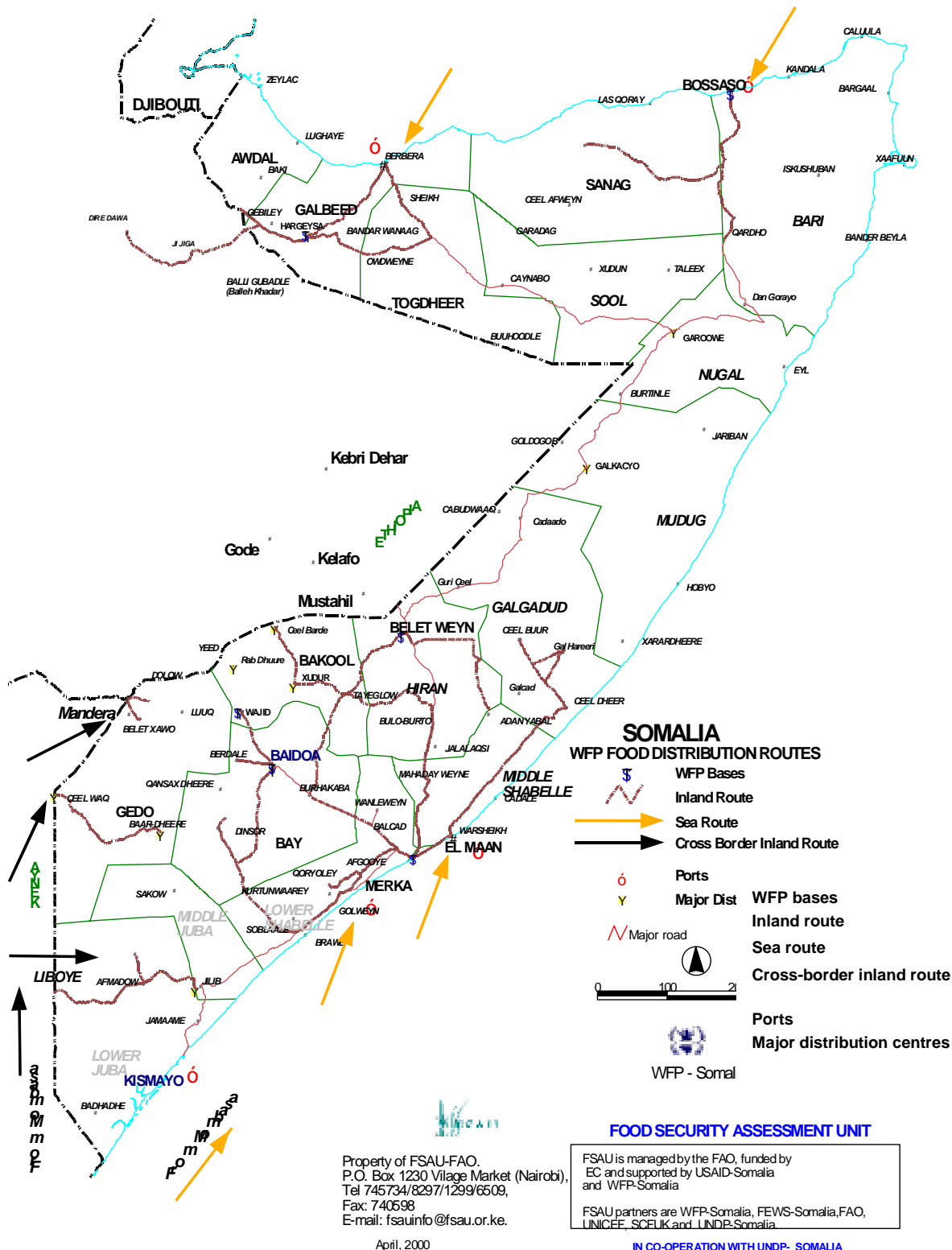


The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ANNEX V (cont.)

SOMALIA: FOOD DELIVERY ROUTES: THIS IS THE BASIC SOMALIA MAP



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ACRONYMS USED IN THE DOCUMENT

CAP	Consolidated appeal process
CBO	Community-based organization
CIF	Cost of insurance and freight
COMPAS	Commodity Movement Processing and Analysis System
CSB	Corn-soya blend
DOT	Directly observed treatment
DSC	Direct support cost
EC	European Commission
EDP	Extended delivery point
EMOPS	Emergency operations
FAO	Food and Agriculture Organization of the United Nations
FDP	Final distribution points
FEWS	Famine Early Warning System
FFT	Food for training
FFW	Food for work
FSAU	Food Security Analysis Unit
GDP	Gross domestic product
HDI	Human Development Index
HFEA	Household Food Economy Approach
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
ITSH	Internal transport, storage and handling
JARP	Joint Action and Recovery Plan
LCA	Logistics Capacity Assessment
LTSH	Landside transport, storage and handling
MCH	Mother-and-child health
M&E	Monitoring and evaluation
NGO	Non-governmental organization
OEDE	Office of the Executive Director, Evaluation
PRRO	Protracted relief and recovery operation
RVF	Rift Valley Fever
SACB	Somalia Aid Coordination Body
SRRC	Somalia Restoration and Reconciliation Council
TB	Tuberculosis
TNG	Transitional National Government
UNCAS	United Nations Common Air Services
UNCT	United Nations Country Team
UNCU	United Nations Coordination Unit



UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteer
WHO	World Health Organization

