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REPORTS OF THE EXECUTIVE DIRECTOR ON OPERATIONAL MATTERS

Agenda item 9

For information

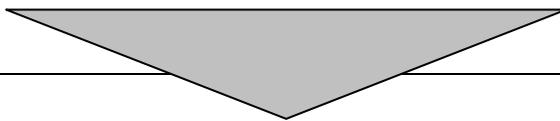


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UPDATE ON THE IMPLEMENTATION OF PROTRACTED RELIEF AND RECOVERY OPERATION SOMALIA 6073.00

**Food Aid for Relief and Recovery in
Somalia**

Note to the Executive Board



This document is submitted for information to 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.

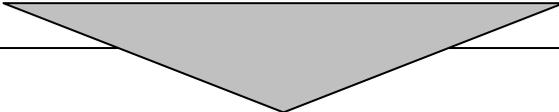
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Executive Summary



Ten years of civil unrest, natural disasters (including floods and droughts) and crop failures have continued to threaten Somalia's ability to feed itself. Much of the country's infrastructure has been destroyed, thereby reducing the coping mechanisms of the population.

The erosion of family wealth and the fragility of coping mechanisms have rendered many communities vulnerable to the effects of crop failure. Population groups with limited sources of food and income, particularly agriculturists with little or no livestock and people mainly dependent on wage labour, are continuously faced with high levels of food insecurity.

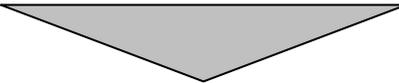
The emergence of some relatively peaceful areas and the remarkable determination of local communities to re-establish a sense of normalcy in their lives and take charge of their own recovery and communal rehabilitation encouraged WFP to launch a protracted relief and recovery operation (PRRO) in July 1999. The overall objective of the PRRO is to contribute to improving household food security and to reviving local economies in Somalia. The immediate objectives are to:

- a) promote and support local initiatives aimed at creating short- and long-term employment opportunities and leading to self-reliance;
- b) maintain minimum nutritional standards among population groups most at risk;
- c) promote and support educational activities and increase enrolment, with particular emphasis on attracting and retaining girl students;
- d) provide life-sustaining food to the hungry poor in areas with acute local and seasonal food shortages; and
- e) promote adult literacy.

The budget of the PRRO was revised on 23.12.1999 to include 100 metric tons of dates. Subsequently, the food cost was increased from US\$12,237,195 to US\$12,297,195. At the same time the direct support costs were reduced, resulting in a reduction in the total WFP cost from US\$ 55,448,041 to US\$53,594,890.

The Secretariat is presenting this update for the Board's information, in accordance with decision 1999/EB.1/11.

Draft Decision



The Board takes note of the information contained in the Update on the Implementation of PRRO Somalia 6073.00—Food Aid for Relief and Recovery in Somalia (WFP/EB.3/2000/9-E).



IMPLEMENTATION

1. The PRRO provides a framework for integrated rehabilitation programmes in Somalia, while maintaining flexibility to respond to development opportunities and emergency situations. About 700,000 direct beneficiaries and 697,000 indirect beneficiaries are targeted per annum through rehabilitation and recovery activities, support to social institutions and emergency relief assistance. Of these, 70 percent are in southern Somalia, with the remaining 30 percent in northwestern and northeastern Somalia.
2. The annual target number of beneficiaries under each component of the PRRO is as follows:

Rehabilitation and recovery:	686,000 (60 percent female and 40 percent male)
Support to social institutions:	299,000 (53 percent female and 47 percent male)
Emergency relief assistance:	412,000 (52 percent female and 48 percent male)
3. Crop and food aid needs assessments are undertaken regularly in Somalia by the Food Security Assessment Unit (FSAU) which is administered by FAO and funded by donors. These assessments have guided WFP's intervention in food-deficit areas in Somalia during the first year of implementation of the PRRO.
4. WFP is operational in all regions of Somalia. WFP's national and international staff, who manage the PRRO operations, have developed regional strategies and implementation plans in consultation with local authorities, NGOs, United Nations agencies and the FSAU. The salient features of these strategies include: a) regional problem analysis and scenario-based priorities for WFP assistance; b) development of regional programme goals and objectives; and c) partnership arrangements and resource requirements by strategy and scenario.
5. The WFP office in Somalia currently collaborates with 20 international NGOs and 21 local NGOs, United Nations agencies, local authorities and beneficiary communities. In the northern parts of Somalia, where there are local administration structures, WFP works closely with the line ministries, United Nations agencies and international and local NGOs. In the southern parts of Somalia, WFP's partners are local authorities, United Nations agencies and international NGOs.
6. WFP Somalia maintains a constructive rapport with local authorities in all regions. This has helped WFP ensure the protection of aid workers, the timely delivery of food assistance and the targeting of vulnerable communities. It has also enhanced WFP's response and outreach capacity in food-deficit areas during emergencies.
7. A community-based approach is used for the distribution of relief food assistance and the identification of rehabilitation and recovery activities. The relief food distribution process involves the following: a) the identification of vulnerable groups and extended delivery points (EDPs) in partnership with local authorities and elders; b) the issuance of food vouchers to the community elders; and c) the transportation of food to the EDPs and distribution of food by the community elders in the presence of WFP staff.
8. Because there is a lack of functioning social institutions in southern Somalia, the majority of social support projects are concentrated in northern Somalia. These projects include feeding in orphanages and hospitals and support to the tuberculosis programme.



9. Assistance to malnourished children under 5 is provided through mother and child health (MCH) centres and pilot-tested in Bay region, southern Somalia. Under this programme, food rations are distributed to families with malnourished children identified at MCH centres in partnership with UNICEF and NGOs. WFP began support of the tuberculosis programme in Somalia from initiation of the PRRO; it currently supports 13 tuberculosis centres throughout the country in collaboration with WHO, international NGOs and the Ministry of Health in northwestern Somalia.

Gender Considerations

10. WFP's regional gender strategies in Somalia aim at sensitizing communities and mainstreaming gender in all activities under the PRRO. The objective is to address gender inequalities in decision-making and to ensure that women are active participants in all aspects of project implementation.
11. WFP took the initiative to amend Letters of Understanding with implementing partners in an effort to build a more comprehensive approach and reflect its Commitments to Women. A clause committing counterparts to include women at all levels of a project cycle was incorporated into the Letters of Understanding.
12. Dialogue with regional leaders, local authorities, elders and religious leaders has been an integral part of the WFP programme in Somalia. Regional gender strategies were developed in consultation with local authorities and community leaders. Similarly, there is an ongoing advocacy for the inclusion of women in relief and rehabilitation committees. In sensitizing and mobilizing beneficiaries, WFP requires that women attend open public gatherings where modalities of food distribution are discussed in an effort to stimulate active participation from all community members. In many instances, women have been able to voice their concerns in public, settle minor disputes among clans, as well as help identify the most vulnerable groups to receive food aid. Relief food under this PRRO is distributed directly to vulnerable women.
13. In the northeastern and northwestern regions of Somalia, WFP counterparts were trained to use participatory approaches to identify the needs of Somali women and possible strategies for improving the participation of women in WFP operations. The objective is to enable both female and male beneficiaries to participate more effectively in decision-making at various levels of food aid management.

Coordination

14. WFP's activities in Somalia are coordinated at two levels:
 - a) through the Somalia Aid Coordination Body (SACB), which consists of United Nations agencies, donors and NGOs working in Somalia, and its sectoral committees, as well as the United Nations Country Team (UNCT) in Nairobi; these fora pursue a common strategic focus and serve as a means for resource mobilization through the Consolidated Appeals Process (CAP); and
 - b) through regional coordination at the implementation level, where operational agencies, partners and community representatives fine-tune project identification and implementation mechanisms.

Food Management

15. WFP uses the port of Mombasa in Kenya for transshipment of food to the beach ports of Merka and El-Ma'an in southern Somalia, and Bossaso and Berbera in northeastern and



northwestern Somalia. Food is transported from the ports of entry to operational areas through sub-contracting arrangements with local contractors.

16. A system of cash guarantees and security bonds, introduced in 1997, holds transporters responsible for the safe delivery of WFP cargo, from the port of entry to targeted beneficiaries at EDPs and secondary distribution points (SDPs).
17. Of the total food distributed under PRRO 6073.00, as at 30 June 2000, 75 percent was routed through the southern corridor (Merca and El-Ma'an ports), 14 percent through the northeast (Bossaso) and 11 percent through the northwest (Berbera).

Government Contribution

18. Somalia has not had a central government since the collapse of the Siad Barre regime in January 1991. Although WFP works with regional and political administrative authorities through line ministries in northwest and northeast Somalia, their contribution to the implementation of PRRO 6073.00 has been limited to administrative support. In southern Somalia WFP works with local authorities and beneficiary communities, United Nations agencies and NGOs. These partnerships have enabled WFP to avail itself of technical, financial and administrative support.

EXTERNAL ASSISTANCE

19. At the start of the project on 1 July 1999, 12,416 metric tons of food stocks was available as carry-over from EMOP 5999.00, which terminated in June 1999. In addition to the carry-over stocks, total confirmed pledges against PRRO 6073.00 as at 30 June 2000 amounted to 24,771 metric tons, valued at US\$21,983,674.
20. During the first year of implementation of the PRRO, 10,286 metric tons of food was procured in eastern and southern Africa in collaboration with WFP's Horn of Africa regional office and WFP's procurement office in Zimbabwe.
21. No local purchases of cereals were undertaken in Somalia during the reporting period because of the poor harvest. However, as the Shabelle region had a good production of sorghum during the 1998/99 *Deyr* season (Somalia's secondary crop harvest season), WFP procured some 70 metric tons of sorghum seeds in Qorioley district, Lower Shabelle region, in southern Somalia in collaboration with FAO. This procurement was made with funds from Laser, the Dutch Procurement Agency in the Netherlands. Of the 70 metric tons of sorghum procured, 40 metric tons was of the local variety and 30 of *Ingaz* (a high-yielding variety initially developed in Sudan), introduced by FAO during the previous three seasons.

ASSESSMENT OF PROGRESS

22. During the first year of implementation, between 1 July 1999 and 30 June 2000, WFP had distributed 16,630 metric tons of food to 1.1 million beneficiaries. This represented 79 percent of the planned allocation of 21,134 metric tons for the first year of the PRRO (see Annexes I and II). Eighty percent of the food was distributed in southern Somalia and 20 percent in northeastern and northwestern Somalia.
23. Of the total food distributed as at 30 June 2000, 68 percent was utilized for emergency relief assistance, 22 percent for rehabilitation and recovery assistance through food for



- work and 10 percent for social support activities through MCH and tuberculosis centres. This is against an annual target of 33 percent for emergency relief assistance, 48 percent for rehabilitation and recovery assistance, and 19 percent for social support activities.
24. The first year of implementation coincided with poor food production in Somalia followed by drought in the rain-fed areas. Global malnutrition rates varied from 15 percent to 30 percent in the worst-affected areas of Bay and Bakool, justifying relief assistance to save lives and protect assets. Relief assistance was phased out in Bay and Bakool regions in March 2000, as household food security improved. Pockets of vulnerable households were targeted through support to MCH centres and food-for-work activities.
 25. During the reporting period, WFP was able to respond to drought emergencies in southern Somalia (Baidoa, Berdale, Dinsor, Wajid, Rabdhure, El-Berde and Huddur in Bay and Bakool regions) and in northeastern and northwestern Somalia. This was achieved through the timely provision of relief assistance which saved lives among vulnerable households in drought-affected and food-deficit areas and prevented large-scale population movements and depletion of assets. Ninety percent of the direct beneficiaries of relief assistance were women. The constructive rapport established with local authorities facilitated the targeting of women.
 26. Food-for-work activities created employment opportunities for poor households and acted as an incentive to “kick-start” the rehabilitation of productive assets. Food-for-work activities during the reporting period supported the rehabilitation of water catchments, resettlement of returnees and internally displaced persons (IDPs) in their areas of origin, rehabilitation of essential roads, construction and rehabilitation of wells, kitchen gardens, seed protection and rehabilitation of primary schools.
 27. The participation of women in labour-intensive food-for-work activities has remained a constraint in Somalia. During the first year of implementation, approximately 20 percent of direct food beneficiaries under the food-for-work projects were female, against the PRRO's target of 60 percent. In some cases, women sub-contracted labour-intensive food-for-work projects to men, raising the issue of full participation vis-à-vis benefits derived from assets created. A gender and food-for-work assessment carried out during the reporting period recommended the design of gender-specific projects to facilitate the participation of women in food-for-work activities, and projects aimed at creating assets for women.
 28. WFP's support to social institutions like MCH, tuberculosis treatment centres and orphanages helped maintain minimum nutrition standards among malnourished children under 5, and tuberculosis patients and their immediate dependants. WFP assistance has enabled malnourished children to consume fortified foods such as *Unimix*. Provision of food rations to tuberculosis patients has acted as an incentive for registration at tuberculosis treatment centres and contributed to motivating patients to complete their treatments. The nutritional impact of family rations on tuberculosis patients has resulted in weight gains and in contributing to rapid recovery. tuberculosis is a calorie-consuming disease; most patients are from poor homes and the main breadwinners in their families.
 29. The education and adult literacy activities foreseen under the PRRO did not commence during the first year of the project. This was mainly due to insecurity in the areas where the school feeding programme was planned to be implemented. However, WFP Somalia has undertaken a pilot project in Merca, Lower Shabelle region of southern Somalia that involves the rehabilitation of five primary schools. The project has been undertaken in collaboration with *Cooperazione allo Sviluppo* (Development Cooperation—COSV), an Italian NGO which will oversee its implementation. The European Union has built the schools in Merca and covers 90 percent of the teachers' salaries. UNICEF has provided



water and education materials for students, and UNESCO is providing teacher training. WFP has built five kitchens in the schools in preparation for school feeding activities.

CONCLUSIONS AND RECOMMENDATIONS

30. Activities under the PRRO have contributed to saving lives among vulnerable households in food-deficit areas, prevented large-scale population movements and the depletion of assets among the most vulnerable people in Somalia. Food-for-work activities have created employment opportunities for poor households and acted as an incentive to “kick-start” the rehabilitation of productive assets. Support to social institutions such as MCH and tuberculosis treatment centres and orphanages has contributed to maintaining minimum nutritional standards among malnourished children under 5 and tuberculosis patients and their immediate dependants.
31. The target of delivering 48 percent of PRRO resources to rehabilitation and recovery activities was not achieved during the first year of the project. Relief assistance accounted for 68 percent of activities. This was due to three consecutive years of crop failure and low production in rain-fed areas, which in turn resulted in deterioration of food security and increased malnutrition among children under 5.
32. Good results were achieved in targeting women with relief assistance in food-deficit areas. Ninety percent of the total relief food assistance distributed during the reporting period was distributed directly to women. This achievement was made possible through constructive dialogue with local authorities on WFP’s Commitments to Women. The project has been less successful in engaging women in food-for-work activities. However, WFP will continue efforts to ensure the participation of women, and to design projects that create assets for them.
33. Although WFP already has a strong collaboration with other United Nations agencies and NGOs, it will seek to strengthen collaboration, particularly with UNICEF, WHO and international NGOs. This is important to ensure adequate complementary non-food assistance especially for the school feeding component of the PRRO which is expected to commence during the second half of 2000.



ANNEX I

UTILIZATION OF FOOD—to 30 June 2000 (tons)

Commodity	Overall commitment	Annual commitment	Confirmed pledges	Distributed
Cereals	52 708	17 569	20 619	14 330
Pulses	6 367	2 122	2 612	1 555
Vegetable oil	1 966	655	613	269
Corn-soya blend	2 063	688	827	376
Dates*	100	100	100	100
Total	63 204	21 134	24 771	16 630

*Only for one year.



ANNEX II

COMPARISON OF TARGETS AND ACHIEVEMENTS
PRRO 6073.00—Year One: 1 July 1999—30 June 2000

(i) Food distribution by component (metric tons)

Activity	PRRO Targets	Achievements	Percent achieved
Relief	6 941	11 240	162
Rehabilitation	10 096	3 636	36
Social Support	3 996	1 654	41
Total	21 033	16 530	79

(ii) Beneficiaries

	PRRO Target			Achievement			Percent achieved
	Male	Female	Total	Male	Female	Total	
Relief	197 760	214 240	412 000	75 058	675 518	750 576	182
Rehabilitation	274 400	411 600	686 000	194 267	48 567	242 833	35
Social Support	140 624	158 576	299 200	58 501	51 878		37
Total	612 784	784 416	1 397 200	327 825	775 963	1 103 788	79

(iii) Zone of Operation

	PRRO Target (tons)	PRRO Target (percent)	Percent achieved
Southern Somalia	14 724	70	80
Northern Somalia	6 310	30	20
Total	21 034	100	100

