

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

Executive Board
First Regular Session
Rome, 20 - 22 January 1999

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 7



Distribution: GENERAL
WFP/EB.1/99/7-A/3

22 December 1998
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATION— SOMALIA 6073.00

Food aid for relief and recovery in Somalia

Number of beneficiaries	1,320,000 (700,000 direct and 620,000 indirect)
Duration	Three years (1 July 1999 to 30 June 2002)

	Cost (United States dollars)
Total cost to WFP	55,448,041
WFP food cost	12,237,195
Total cost to others	not determinable
Total cost	55,448,041

ABSTRACT

Somalia remains one of the poorest countries in the world. Years of war and conflict have resulted in the physical destruction of basic social services, socio-economic infrastructure and productive sectors, and created many humanitarian emergencies. Large numbers of Somalis are chronically or temporarily at risk of large-scale food shortages. Population groups with limited sources of food and income are continuously faced with high levels of food insecurity.

The emergence of some relatively peaceful areas in Somalia, and the remarkable determination of rural communities to re-establish a sense of normalcy in their lives and take charge of their own recovery and communal rehabilitation, have encouraged WFP to launch a protracted relief and recovery operation (PRRO). It is hoped that this move will contribute to a broader framework for integrated rehabilitation programmes in Somalia, while maintaining flexibility to both grasp development opportunities and respond to emergency situations. About 700,000 direct beneficiaries and 620,000 indirect beneficiaries a year will be reached in this operation, through recovery rehabilitation and activities, support to social institutions and emergency relief assistance. Seventy percent of the beneficiaries will be in southern Somalia and 30 percent in north-west and north-east Somalia.

This document is produced in a limited number of copies. Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.

NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

Regional Director: M. Zejjari tel.: 066513-2201

Programme Coordinator, OSA/1: O. Bula-Escobar tel.: 066513-2735

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



RECOVERY STRATEGY: CONTEXT AND RATIONALE

Situation analysis

1. Somalia remains one of the poorest countries in the world. Years of war and conflict have resulted in the physical destruction of basic social services, socio-economic infrastructure and productive sectors, and have created many humanitarian emergencies which compelled Somalis to migrate in large numbers in search of better living conditions. At the time of writing, there were 482,200 Somali refugees in the neighbouring countries of Djibouti, Ethiopia, Kenya and Yemen alone.¹ Few other societies experience the low levels of public health care, primary education and institutional support witnessed in Somalia.
2. It is estimated that 630,000 Somalis will be at risk of large-scale food shortages in early 1999, following a dramatically reduced main cereal *Gu* harvest (July/August) in 1998. The large-scale destruction in the wake of floods from October 1997 to March 1998, limited capacity to put land under cultivation, and lack of maintenance of irrigation and pumping systems all contribute to major concern about the vulnerability of subsistence farming households, agro-pastoralists, pastoralists and urban dwellers.
3. In a reflection of the state of affairs, Somalia was not included in the 1996 and 1997 UNDP Human Development Reports because of a lack of reliable statistical data. To highlight the problems experienced in the country, UNDP commissioned a study,² which has estimated the Human Development Index to be in the range of 0.184 to 0.159, ranking Somalia among the very last countries in the world. According to the report, the average life expectancy is between 41 and 43 years; the mortality rate of children under five is 211 per 1,000; the adult literacy rate is between 14 and 17 percent; primary school enrolment is between 13 and 16 percent; access to safe drinking-water varies widely, between 2 and 31 percent.³ The real gross national product (GNP) per capita is 176 dollars, with national income at 60 percent of pre-war levels.

The political situation

4. There are three distinct eras of post-independence Somalia. During 1960–69, multi-party democracy and civilian rule emerged but could not stem the increase of clannism and corruption. The period of the early seventies is remembered for its social and socialist development initiatives and nationalist mobilization campaigns which produced improvements in agriculture and trade, the advancement of women's rights, and wide-ranging literacy campaigns that created a generation of well trained professionals for the public and private sector. On the other hand, this period also witnessed highly inefficient and wasteful investments, a large international debt, the expropriation of land without compensation and widespread misuse of international assistance. Following the

¹ UNHCR Statistics Department, October 1998.

² UNDP, *Human Development Report Somalia*, October 1998.

³ In the north-west 31 percent of the total population and only 5 percent of the nomadic population have access to safe drinking-water; in the north-east 19 percent of the total population benefit from safe water, (only 2 percent of the nomadic population); in the southern and central regions less than 29 percent of the total population have access to safe and permanent water supplies (in urban areas 35 percent), and in rural areas only 4 to 14 percent.
UNICEF Household Survey, 1997.



invasion of Ethiopia's Ogaden region in 1977, Somalia was pushed into diplomatic isolation and on the downward spiral of insurrection, militarization, repression and reduced economic aid. The Government's collapse in January 1991 did not lead to the expected formation of coalitions, but resulted in disputed claims of authority, factional warfare, widespread banditry, looting and a further destruction of economic and agricultural infrastructure. Weak clans and social groups, such as the Bantu farmers, coastal populations and the Digil-Rahanweyn in the Bay and Bakool regions, became the principal victims of the drought-induced famine of 1991/92.

5. International interventions in the period 1992–95 failed to restore governmental structures and law and order. As a result, the capacity of humanitarian agencies to conduct relief interventions and deliver development assistance was severely hampered. The withdrawal of most aid agencies and international representations in 1995 further reduced the delivery capacities of United Nations agencies and their partners.
6. The current political situation continues to be fluid, and tests the energies and coping mechanisms of the most resilient strata of society. Efforts to create regionalized political and administrative authority—as seen in north-west “Somaliland” and north-east “Puntland”—are new political trends and unique in Somalia's historic political perspective. Similar negotiations are currently conducted by factions in Mogadishu to establish a Benadir regional authority. Proposals for the creation of “Hiranland” and “Jubaland” in the south are under discussion. These efforts by communities to claim control over their own affairs and establish themselves in the political process could be the first building blocks for a new state structure.
7. In 1995 WFP established its “office in exile” in Nairobi, from where it continues to programme and coordinate relief and rehabilitation activities, particularly in the southern areas. Small sub-offices are maintained in the north-east and north-west, to backstop WFP operations there. Although unsatisfactory, this operational exigency is expected to remain a necessary reality. Even if a partial return to Somalia would become possible during the next few years, such a move would be gradual and in concordance with the restoration of security, basic services and essential infrastructure.¹ The required long-distance travel, the difficulties of access and the mandatory extensive negotiations with local communities in a fragmented operating environment—necessitating a staff-intensive mode of operations—are all factors which contribute to comparatively high operational costs.
8. Accepting these realities, the aid community has adopted an *area-based approach* which allows support programmes to respond dynamically to varied humanitarian needs. In the *recovery zones*—in the self-declared Republic of Somaliland, and to some extent in Puntlan—communities are responding positively to the creation of an embryonic state structure, a more effective police force and a safer environment. In addition, there are very basic schools and health care systems, along with a revitalized commercial economy.
9. The central regions and some areas of southern Somalia are seen by aid institutions as *zones in transition*, between crisis and recovery. Communities in these zones are not affected by endemic armed conflict, but have only rudimentary, very localized political authorities, usually with little or no tax revenue.
10. In most of the southern regions, however, *zones of crisis* prevail, where political authority is highly fragmented, disputed and militarized, and populations are exposed to

¹ Mogadishu no longer has electricity supply and a central water-supply, and it only has limited access to fuel and basic commodities.



recurrent humanitarian crises. WFP's activities are concentrated in these regions, where about half of Somalia's six million people live.¹

The economy

11. Somalia's economy is predominantly rural and subsistent, with four main sources of revenue: livestock, agriculture, remittances and trade.
12. The livestock sector continues to be the backbone of the economy, providing daily subsistence to over 2 million people; it is also the main source of export revenues. Between 1996 and early 1998, over 6.4 million head of livestock were exported to Saudi Arabia, Yemen and the Gulf States through Berbera and Bossaso.² Exports were seriously affected in February 1998, when Saudi Arabia banned imports of livestock from Somalia, following a regional outbreak of Rift Valley fever. Livestock exports during the peak period of the outbreak declined by about 70 percent in the north-west, and by more than 25 percent in the north-east, compared to the same period in 1997.³
13. The agricultural sector has been constrained by the civil war, drought and most recently by the el Niño floods (October 1997 to March 1998). One third of the banana plantations in Lower Shebelle were destroyed by these floods, creating an erosion of the incomes of the already vulnerable Bantu population, who rely primarily on banana plantations for wage labour. The loss of export earnings in 1998 is estimated to be between 5 and 10 million dollars.⁴
14. Since the nineties, subsistence farmers in agriculturally productive areas have experienced a dramatic decline in production caused by insecurity, low yields, drought and the flood damages induced by el Niño. The rains seriously ravaged the food production capacity of important agricultural areas in Bay, Shebelle and Lower Juba. A total of 60,000 hectares of farmland was laid to waste or made unusable due to soil compaction, silting and damage to irrigation systems, threatening the subsistence of about 5,000 farming households. However, short-term opportunities created by these floods in 1998 substantially contributed to a supply of off-season crops and an increase in the short-term availability of wild food and fish.
15. Irrespective of such temporary respite, Somalia's ability to feed itself is threatened by sharp fluctuations in annual production, periodic droughts and crop failures which tend to occur every three to five years. The continuous civil strife and insecurity have substantially eroded the effectiveness of traditional coping mechanisms so that chronic vulnerability tends to rapidly degenerate into acute vulnerability.
16. Remittances from abroad constitute a significant source of household income among Somalis. Estimates of such remittances are as high as 375 million dollars a year through commercial agents alone, excluding hand-carried money. One third is believed to be channelled to the northern regions, and two thirds to the southern regions.⁵ However,

¹ Demographic information is scarce and estimates vary widely. Populations in Mogadishu and the north-east have increased, while populations in central and southern areas have decreased; population density is highest in Bay and Lower Shebelle (>500 per sq km).

² UNDP, *Human Development Report Somalia*, October 1998.

³ USAID/FEWS Somalia, April 1998 monthly report.

⁴ Food Security Assessment Unit (FSAU), September 1998.

⁵ UNDP, *Human Development Report Somalia*, October 1998.



remittances are unevenly distributed, with urban dwellers and the middle class benefiting most.

17. The commercial sector continues to prosper as the international transit economy provides a profitable gateway for import-export activity between Kenya, Ethiopia, the Somalia hinterland and the outside world. A relatively small proportion of imports is actually destined for the Somalia market. Because of Somalia's geography and low taxation, goods in transit can be marketed profitably in neighbouring countries. However, the business sector is constrained by high risks, strong social pressures to redistribute profits to needy relatives and costly reliance on clan protection. In addition, commercial activity is hampered by the rapid deterioration of roads, bridges, ports and airport runways.

Social sectors

18. The education and health sectors remain victims of the war and the absence of government authority. The destruction of educational institutions and infrastructure has resulted in a generation with little education and training to take up productive roles and leadership in the future. In addition, the considerable migration of skilled professionals has significant repercussions on individual households and a society attempting to rebuild a shattered economy.
19. Somalia has one of the lowest school enrolment rates in the world: only 20 percent of all school-age children (6–14 years) are enrolled, with students heavily concentrated in the early grades. A serious gender gap is emerging, with only half as many girls as boys enrolled in primary schools. Girls initially enroll in comparable numbers, but their retention rate is far lower because cash-strapped families opt to invest in a male child, a choice reinforced by the fact that female children at an early age leave the family and move to their husband's household. This gender imbalance threatens to reverse gains that educated Somali women have made since independence, both in commerce and professional life.
20. Efforts to revive and support public primary education remain constrained by insecurity, scarcity of qualified teachers and lack of family commitment to keep in school children who are needed to work at home. For those with adequate finances, private schools and tutors are replacing the collapsed public school system, especially in urban areas. Poorer households are showing a much higher level of commitment to sending their children to Islamic schools which offer religion, Arabic, Somali and basic arithmetic.
21. An estimated 90 percent of the health facilities in Somalia have been destroyed or looted, with a large percentage dysfunctional due to poor management, insecurity and migration of trained health personnel. Only 10 percent of infants are immunized and 10 percent of women are attended by trained personnel during pregnancy or childbirth. The infant mortality rate is 125 per 1,000, under-five mortality is 211 per 1,000 and maternal mortality is 1,600 per 100,000. Prevalent health threats include infections of the lower respiratory tract, malaria, tuberculosis and diarrhoea.¹
22. **Gender considerations.** Women traditionally play a vital role in both the economic and political development of their communities. This role, however, has been played out behind the scenes within the households, rather than within the public domain. It will be difficult to entirely overcome barriers to women's open participation in decision-making processes, particularly in rural Somalia. Nevertheless, women are increasingly shouldering the burden of providing day-to-day income to meet daily household expenses. The loss of public sector employment has reduced income opportunities for men, many of whom are drawn to



war and protection duties. Today, women can increasingly be seen in retail and other small business activities.¹

23. WFP Somalia has explored opportunities to make its programme more gender-responsive. In 1996, the country office introduced a gender-based distribution policy which prioritizes households headed by women and families with one or more malnourished children as the primary beneficiaries of WFP assistance. As part of this policy, female traditional birth attendants and female health workers were requested to participate in the formulation of food distribution plans and beneficiary identification. In addition, NGOs and relief committees encouraged the involvement of women.
24. Food distribution strategies during the 1997 drought intervention were proactively designed and implemented by women heads of households. As a result, over 70 percent of food recipients were women. However, the lack of resources, difficulty in identifying sustainable income-generating projects, social pressure and insecurity remain major obstacles to full and routine participation of women in WFP-assisted projects.

Environmental considerations

25. Information emerging on environmental issues gives cause for concern. Desertification is advancing, following the termination of all sand dune stabilization programmes because of the civil war. The areas most affected include the coastal strip between Mogadishu and Brava, the sand dune ridges north of Kismayo, parts of Bay region and the area between Hargeisa and Boroma. Good land is at risk of being lost for many decades. Similarly, illegal production of charcoal for export has led to the destruction of large tracts of acacia forests in parts of the north-west, in the Kismayo area and the Bay region. Following local initiatives to prohibit its export, charcoal production has become increasingly important as a household coping mechanism. However, without strong commitments to good governance, effective control of charcoal exports is unlikely to be enforceable.
26. WFP can contribute to preventing further environmental degradation by supporting local initiatives for afforestation. Such projects will promote household food security by providing an alternative source of income, while at the same time promoting the environmental and economic sustainability of a traditional activity.
27. WFP also recognizes that rehabilitation and asset-creation activities—such as rural road construction and irrigation works—may have adverse impacts on the environment. To minimize such risks, WFP and its implementing partners will include environmental considerations in their monitoring and impact reviews.

WFP assistance in Somalia

28. Following many operations in support of large numbers of refugees during the eighties, WFP had to provide emergency food assistance to nearly 1.5 million Somalis during the 1991/92 famine. From 1994 to 1997, through a series of operations, WFP distributed over 77,000 tons of food to an average of 1.4 million beneficiaries a year. These interventions addressed seasonal and localized food shortages, helped to forestall new and larger-scale emergencies and prevented further population movements into refugee camps in Djibouti, Ethiopia, Kenya and Yemen, where some 482,000 refugees await political and economic improvements, as a condition for their return. Where possible, food aid distributions

¹ According to UNICEF, 80 percent of Somalian households rely on income generated by female members of the family.



generated food-for-work opportunities among subsistence farmers, to redress infrastructure degradation and flood damages.

Rationale for the PRRO

29. The emergence of some relatively peaceful areas in Somalia and the remarkable determination of rural communities to re-establish a sense of normalcy in their lives and take charge of their own recovery and communal rehabilitation have encouraged WFP to launch a protracted relief and recovery operation (PRRO). It is hoped that this move will contribute to a broader framework for integrated rehabilitation programmes in Somalia, while maintaining flexibility to both grasp development opportunities and respond to emergency situations.

Needs assessment

30. Needs assessments are made difficult by limitation of access, due to insecurity and seasonal constraints, particularly during the rainy seasons when many regions are unreachable by road. Coverage of areas by air travel is often restricted to the vicinity of airfields, or requires extensive security precautions and preparatory arrangements.
31. To understand the dynamics of food security, WFP continues to build on already proven sources of “food security” information by the Food Security Assessment Unit (FSAU), established in 1994, with joint funding from the European Commission (EC), USAID, the Government of Italy and WFP. Taking into consideration the coping mechanisms available at the household level, FSAU identifies vulnerable populations by geographical area and food economy groups and proposes a set of suitable interventions, including food aid, to overcome temporary food insecurity. Such analyses are instrumental in vulnerability assessments, needs assessments and project identification. A large network of monitors from WFP, other United Nations agencies, international NGOs, and USAID/Famine Early Warning System (FEWS) continuously assesses trends of a wide range of indicators. Negative changes trigger an “alert” and, if necessary, further study as response strategies are formulated.
32. WFP’s experience in Somalia during the nineties suggests that food insecurity is widespread among small-scale agriculturists and agro-pastoralists, seasonal agricultural wage labourers and the urban poor. Even small external shocks, such as reduced rainfall and smouldering unrest, can result in acute vulnerability in a matter of days.
33. Comprehensive crop assessments are routinely conducted by FSAU, FAO and WFP. The results of such studies are instrumental in determining required levels of interventions, if any. Since the *Gu* crop (July/August) in Somalia accounts for 75 to 80 percent of total cereal production, with the balance coming from the *Deyr* season (December), shortfalls during the *Gu* season tend to make themselves felt most severely during the pre-harvest months of March to July—a lean period critical for WFP interventions.



34. Malnutrition is an endemic problem in Somalia which is continuously monitored by UNICEF, FSAU and NGOs. While the general nutritional status in Somalia has improved since 1993/94, global malnutrition remains a threat at times of drought or abnormal seasonal events and continues to be of general concern in Mogadishu, where long-standing chronic malnutrition among the urban and peri-urban poor is aggravated by the influx of people fleeing from insecure rural areas. According to UNICEF, malnutrition rates are generally low (less than 10 percent) in the more stable parts of the country, with a seasonal increase observed among pastoral communities towards the end of each dry season and among subsistence farmers before the harvest. Moderate to high levels of malnutrition (10–25 percent) are found among the urban poor and subsistence farmers in much of the southern and central zones. Very high levels of malnutrition (over 25 percent) are occasionally found, especially among returnees and newly displaced people in Mogadishu, Baidoa, Kismayo and in Bakool. The incidence of wasting is high among young children (12–24 months), particularly in the southern and central zones (15 to 30 percent). The proportion of moderately malnourished children between 6 and 59 months is 6 percent in the north-east and 10 percent in the north-west, while severe malnutrition is 2 percent in both zones.

Beneficiaries

35. The erosion of family wealth and the fragility of coping mechanisms render 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. Similarly, weak clans and minorities tend to be chronically vulnerable. Respective population statistics are still sketchy and incomplete, but informal estimates put the total number of chronically or seasonally vulnerable people at above 1.5 million (about 25 percent of the total population), of whom many are widows, divorcees and physically handicapped. This PRRO will reach on average about 12 percent (calculated on the basis of direct beneficiaries), or 22 percent (direct and indirect beneficiaries) of the total population of Somalia.
36. About 700,000 direct beneficiaries and 620,000 indirect beneficiaries a year will be reached in this operation, through recovery rehabilitation and activities, support to social institutions and emergency relief assistance. Of these, 70 percent will be in southern Somalia and 30 percent in north-west and north-east Somalia. The beneficiaries will belong to the main food economy groups: rain-dependent farmers, flood irrigation farmers, pump irrigation farmers, agro-pastoralists and pastoralists and, as far as they can safely be reached, urban dwellers.



Sector	Beneficiary group
Rehabilitation and recovery	Women, female heads of households and youths Farmers using artificial irrigation Farmers using rain-fed irrigation Agro-pastoralists Returnees
Support to social institutions	Malnourished children and children under five years of age Expectant and nursing mothers Children in support centres (orphanages) Primary schoolchildren (during lean periods) Tuberculosis patients
Emergency relief	People affected by crop failure (drought, floods, etc.) Internally displaced persons Women heads of households, elderly and widowed people without sufficient clan and family support Urban poor (the elderly and disabled)

37. Beneficiaries of recovery and rehabilitation assistance will comprise households headed by women, widowed people without sufficient clan and family support, rain-dependent farmers, irrigation farmers, agro-pastoralists, returnees, and women and men attending adult literacy courses (one sixth represents the number of actual workers). The estimated number of beneficiaries is 686,000 for the first year, 707,000 for the second and 777,000 for the third year. The gender breakdown is 60 percent female and 40 percent male beneficiaries.
38. The social fabric throughout Somalia differs, but shares the common characteristics of being highly sophisticated, rational, complex, organized and deeply rooted in reciprocal relations. WFP's mandate of reaching the poorest of the poor at critical times of their lives is therefore best realized by involving the communities themselves in the selection of beneficiaries/workers in rehabilitation and recovery activities. The process will be guided by WFP staff and implementing partners to ensure that poor and food-insecure households participate in food-for-work projects and benefit from the assets thus restored or created. Community knowledge about impoverished households will be a starting point for selecting direct beneficiaries/workers.
39. Beneficiaries of social institutions will comprise children, particularly those who are malnourished and/or under five, expectant and nursing mothers, tuberculosis patients, orphans, and primary schoolchildren in food-insecure areas during lean and off-season periods. The average yearly number of beneficiaries for the three-year period is 299,200. The gender breakdown is 53 percent female and 47 percent male.
40. The targeted beneficiary groups have limited family support and inadequate clan or community care. About 50 percent of the beneficiaries under this component will be malnourished children, children under five, and expectant and nursing mothers who will benefit from WFP supplementary and therapeutic feeding, through mother and child health (MCH) networks supported by UNICEF and international NGOs. An additional 15 percent of beneficiaries will be children in care institutions managed by NGOs that will receive supplementary feeding assistance. Around 5 percent will be tuberculosis patients and their families, who will be given food assistance at main referral hospitals with a view to receiving adequate nutrition while undergoing treatment. Most of the tuberculosis patients



are from poor homes and rely for their food supplies on relatives, who are in most cases themselves food-insecure. Many tuberculosis patients are also breadwinners in their families, but will be unable to pursue gainful activities while undergoing treatment. Finally, some 30 percent of social institution beneficiaries will be primary schoolchildren and their teachers in food-insecure areas. These will receive supplementary food assistance during lean periods.

41. Beneficiaries of emergency relief assistance will comprise people affected by crop failure, internally displaced persons, widows and women heads of households lacking sufficient clan and family support, and the urban poor. The estimated yearly number of beneficiaries is as follows: a) 412,200 for the first year; b) 379,200 for the second; and c) 312,000 for the third year. Of these, 52 percent will be female and 48 percent male.
42. Approximately 75 percent of the beneficiaries are expected to be in the southern regions, i.e., Bay, Bakool, Gedo, Lower Shebelle, Middle Shebelle, Lower Juba, Middle Juba, Hiraan and Benadir. The remaining 25 percent will be in the north-east regions of Bari, Nugal and Mudug, and north-west regions of Awdal, Galbeed, Togdheer, Sanaag and Sool.

OBJECTIVES AND IMPLEMENTATION PLAN

Goals and objectives

43. The PRRO will contribute to improved household food security and the revival of local economies in Somalia. The primary objectives, in line with WFP's mandate in Somalia will be to:
 - a) promote and support local initiatives that will create short- and long-term employment opportunities and lead 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 education.
44. The activities that will contribute to achieving these objectives will include:
 - a) rehabilitation and recovery activities; b) support to social institutions; and c) emergency relief assistance.

Rehabilitation and recovery activities

45. These activities will be implemented through food for work and food for training. They will focus on the revival of local economies in relatively stable areas of chronic food insecurity, and enhance coping mechanisms and stimulate self-help initiatives that will promote agricultural production and rehabilitation of productive assets in the medium and long term. Such projects will include: a) rehabilitation of wells, ponds and irrigation networks; b) reconstruction of river embankments; c) rehabilitation of basic infrastructure (primary schools and clinics); d) rehabilitation of essential access roads from farms to markets; e) community seed banks; f) training for income-generation activities; and g) environmental projects such as re-afforestation.



46. Implementation of rehabilitation and recovery activities will be guided by the criteria of effectiveness and efficiency, with a focus on realistic project planning and design. Project proposals will be scrutinized by WFP staff and implementing partners in respect of a) technical and logistic feasibility; b) targeting of beneficiaries; c) role of food aid; d) creation of assets and their primary beneficiaries; e) involvement of women in identification, planning, implementation and management; f) community and counterpart contribution; g) environmental risks; and h) suitable management and maintenance arrangements. Where appropriate, projects will actively support the reintegration of returnees into their home communities.
47. Projects will be implemented in partnership with local authorities, international NGOs, sister United Nations agencies and national NGOs, primarily in food-insecure areas. Identification and prioritization will be beneficiary-driven and guided by WFP staff and implementing partners. Direct beneficiaries of food assistance will be identified in consultation with, and with the full participation of, local authorities and implementing partners. Beneficiary communities will be expected to establish and recognize extended delivery points (EDPs) and appoint implementing committees to receive food commodities on their behalf.
48. Gender responsiveness will be enhanced by mainstreaming gender issues in all rehabilitation and recovery activities; giving increased attention to building internal and counterpart capacity in gender-sensitive planning, on the basis of clearly articulated strategies such as the gender-based distribution policy introduced in 1996 referred to in paragraph 23. The aim is to ensure the promotion of women's roles in project identification and prioritization, planning, implementation, monitoring, food distribution and management. In this regard, WFP Somalia will continue sensitizing staff and partners on the necessity of an impact-oriented, gender-focused approach to rehabilitation and recovery assistance. In addition, efforts will be made to reach women in the context of their families and communities and give support to women's associations, links among them and their efforts to promote adult literacy.

Support to social institutions

49. Such support will focus on maintaining minimum nutritional standards, and provide support to organizations engaged in training in health and hygiene awareness and the promotion of adult literacy. In primary schools, the provision of a daily meal will be conditional on attendance and offer incentives to increase and maintain enrolment. Increased enrolment of girls will be a precondition for assistance, which will be pursued through a sustained dialogue with parent-teacher associations. Food aid support will generally be of limited duration and seek to address or correct seasonal fluctuations in food prices and availability. Food aid will be distributed in institutions where local authorities, NGOs, sister United Nations agencies or private groups can provide adequate assurances of operational responsibility and support. Where feasible, institutions will be encouraged to identify and pursue self-supporting activities.
50. Food aid support will also be made available to MCH centres, tuberculosis treatment centres, care institutions for children and adult education centres. Food assistance to these social institutions will be implemented in partnership with UNICEF, WHO, UNESCO and international NGOs. Food assistance will typically complement the activities of implementing partners.
51. Malnourished children, children under five and expectant and nursing mothers are currently assisted through a network of MCH centres supported by UNICEF and



international NGOs. Expectant and nursing mothers from poor homes are the primary attendants of these centres.

52. WHO supports a tuberculosis treatment programme in Somalia which currently reaches 4,450 patients. This is expected to increase to 6,000 in 1999 and 8,000 by 2000. Tuberculosis patients often leave their homes for DOT treatment and are dependent for their assistance on relatives, many of whom are from poor homes. WFP's food assistance will ensure adequate nutritional standards of tuberculosis patients and their families while undergoing their six-month treatment.¹
53. Wet feeding at care institutions for children may become necessary during the lean season (May to July), or on a continuing basis until care-taker arrangements can be implemented. As long as these care centres are operated in a transparent and accountable manner, WFP will be prepared to support them with food aid allocations.

Emergency relief assistance

54. The objective of food aid will be to save lives and assets in rural and urban areas during temporary and severe food deficits, as a result of: 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, possibly, famine. Food assistance will be provided on a short-term basis until it becomes possible to undertake or resume rehabilitation and recovery activities.
55. Appropriate response measures will be determined and implemented in close consultation with sister United Nations agencies and partners. The prerequisites for WFP emergency relief assistance will include: a) thorough assessments; b) identification of beneficiaries; c) an implementation plan; and d) confirmation of logistic viability. In preparing a food aid intervention, site assessments will determine the extent of the emergency, local coping mechanisms, availability of local support for implementation, the most appropriate responses and communal support. Such assessments will be conducted by FSAU and WFP staff, with other expertise as may be required. WFP will identify necessary food and cash resources and prepare an implementation plan. This approach, which has been pursued in the past, has proved to be effective.
56. Emergency relief assistance will be distributed through local community structures or through international and national NGOs working in the targeted areas. Beneficiaries will be identified in consultation with—and with the full participation of—local authorities and WFP implementing partners using the following priorities: a) women heads of household; b) expectant and nursing mothers; c) households with malnourished children; d) displaced people; e) those suffering temporary loss of subsistence income; and f) people with no alternative access to food sources such as livestock and wild produce.

¹ Tuberculosis drugs increase appetite, and the need for energy is increased during the healing process. Food is also used as a motivator to complete treatment.



57. To ensure immediate intervention capacity, WFP will seek to establish and maintain in Mombasa—in coordination with the WFP regional office—a buffer stock of basic commodities sufficient for 250,000 beneficiaries. Such stocks can, however, only be created through sufficient food aid contributions and advance programming of shipments.

Logistics

58. **United Nations Combined Air Services.** The implementation of this operation depends heavily on access to the target beneficiaries. In the absence of commercial airline services and with virtually no other means of reaching critical areas of need other than by air, three United Nations agencies (UNICEF, UNDP and WFP) have created the United Nations Combined Air Services for Somalia (UNCAS), which has become the logistics backbone of United Nations operations in the country. UNCAS is operated by WFP, as a joint system of air services for United Nations agencies and their NGO implementing partners. The operation is funded on a cost recovery basis. To facilitate operational activities and monitoring, and to support the participation of smaller and indigenous NGOs in relief, rehabilitation and recovery efforts, United Nations agencies are sponsoring air travel of their respective implementing partners. WFP Somalia will require an average of 816,100 dollars a year to finance just below 1,000 return journeys for staff of WFP and implementing partners.¹ This represents about one fourth of the annual UNCAS operating costs (see Annex II for travel component).
59. Expectations of insecurity and the continued dispute over the control of Mogadishu Port are likely to force WFP to use the Port of Mombasa in Kenya for transshipment to what are considered safe ports at Merka and El Maan around Mogadishu, Bosasso and Berbera in the north-east and north-west. Transshipments will be made according to operational requirements.
60. It is possible that during the course of this operation, as a result of political progress, the main Mogadishu Port will re-open. If this happens, WFP will gradually revert to direct sea transport, taking due precautions in regard to storage and security.
61. From the Mogadishu area ports, WFP delivers to (EDPs) throughout southern Somalia except in Lower Juba. Throughout 1997 and 1998, WFP contractors have been successful in ensuring deliveries, despite two major and three minor attacks on WFP convoys.
62. Lower Juba as well as Gedo will be partially reached through cross-border operations and transit through Kenya. For these operations, the Dadaab refugee camps in Kenya are occasionally used for temporary storage.
63. The deteriorated infrastructure—impassable roads and demolished or unusable bridges, mined sections of transit routes and local insecurity—will likely continue to limit WFP's delivery capacity. Diversions and detours are frequently necessary during transport operations. In extreme cases, deliveries by air may become necessary to respond to the most urgent food needs. Such contingencies have not been incorporated within the landside transport, storage and handling (LTSH) rate of 276 dollars a ton.
64. The cost of transporting food from Somalia's ports to the EDPs and to final distribution sites has been calculated on the basis of operational projections for this PRRO. Similarly, the substantially higher cost of overland transport through Kenya (cross-border) is

¹ WFP's sponsorship of partners represents about 30 percent of WFP's total payments to UNCAS, with the balance incurred for WFP staff travel. The cost for the UNCAS operation indicated in the budget of this PRRO relates **only** to WFP and its sponsored partners. Other agencies will resource their contributions separately.



considered in the LTSH rate calculation for 3,932 tons a year. However, the cost of ocean transport from Mombasa to coastal ports of Somalia (transshipment) is not covered by the LTSH rate; such costs are given as “external transport” in the project budget (see Annex I).

65. To ensure safe delivery of food to targeted areas, WFP is using Somalian commercial hauliers who are required to deposit with WFP a cash or bank guarantee equal to the value of food commodities they are to handle and transport. WFP will also continue assigning staff in Mogadishu to accompany the long-distance convoys, to monitor and report on their progress

Partnership arrangements

66. WFP Somalia currently collaborates with 14 international and 28 national NGOs, United Nations agencies, local authorities and beneficiary communities. Seventy percent of WFP-assisted projects are implemented in partnership with international and national NGOs, and the remaining 30 percent in partnership with sister United Nations agencies, local authorities and beneficiary communities. It is important to note that potential partners are scarce in the most insecure and most vulnerable areas. This fact has promoted the direct cooperation between WFP and local communities.
67. Coordination is pursued on mainly two levels:
- a) through the Somalia Aid Coordination Body (SACB) and its Sectoral Committees, as well as the United Nations Country Team (UNCT) in Nairobi: these fora are pursuing 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.
68. Collaboration with NGO partners, United Nations agencies and functioning local authorities will be pursued to ensure that limited resources are put to work to complement each other and maximize the impact of WFP-assisted projects. Opportunities of technical, financial and managerial support for projects will continue to be pursued and exploited within the mandate and focus agreed upon in the CAP process, taking account of the comparative advantage of sister United Nations agencies and NGOs.



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

Agency	Area of collaboration
FAO	Crop assessment, development of community seed banks and dissemination of improved varieties
UNICEF	Nutrition, MCH centres, primary education, drinking-water and income generation, assistance to women's groups
UNDP	Mine awareness campaigns and demobilization
WHO	Assistance to tuberculosis patients
UNHCR	Reintegration of returnees in food-insecure areas
UNESCO	Education, especially adult education

70. To streamline and consolidate partnership with the NGO community, the formation of umbrella cooperating partners will be encouraged, who will implement projects through national NGOs or community-based structures.
71. Where local authorities and emerging administrative entities are striving to create an environment conducive to rehabilitation and recovery activities, these will be supported and promoted where appropriate. By working with credible, established local authorities and community administrations in planning and implementing food aid projects, WFP will seek to contribute to the strengthening of such institutions.

Capacity-building

72. Capacity-building of national staff/counterparts, implementing partners and functioning local authorities will remain a strategic priority. Training of national staff and counterparts will focus on: a) emergency operations; b) programming of relief and rehabilitation activities; c) participatory rural appraisal; d) incorporating gender issues in project planning; and e) monitoring and evaluation. Training workshops will also address efficiency, effectiveness and accountability. Training of implementing partners will focus on needs assessments, monitoring and impact reviews.¹
73. 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. WFP's implementing partners and community counterparts will be encouraged to participate in these workshops.

Monitoring and evaluation

74. WFP, FSAU, implementing partners and beneficiary communities will seek to strike a balance between the collection of statistical information and qualitative reviews. The effects of interventions on the living conditions of direct and indirect beneficiaries, as well as the outreach of assistance to the most vulnerable, will need to be studied further. Impact reviews will be conducted regularly by WFP staff, while selective evaluations may involve

¹ WFP has already commenced regular training activities in Somalia, some in conjunction with FSAU training workshops, others with the WFP regional office. As far as feasible, training is conducted in Somalia, with the participation of community representatives and women's committees.



FSAU and outside consultants. Monitoring indicators have been developed, jointly with FSAU.

75. A mid-term programme review will be conducted for which limited technical advice will be required. Similarly, other consultancy services will help to refine or support targeting, impact assessment and related training activities.

EXIT STRATEGY

76. Recurrent crop failures, uneven economic development, recurrent drought, floods and insecurity make it likely that WFP assistance will need to continue for some time to come. The level of destruction and infrastructural decay is similarly calling for sustained efforts and a large input of resources, if a reversal of the current trend is to be achieved. WFP's resources are therefore expected to be deployed in an efficient and cost-effective manner to address chronic and acute food shortages. A conscious effort will be made during the implementation of the PRRO to increasingly move from emergency activities towards rehabilitation and recovery in relatively peaceful areas and to enhance coping mechanisms and the recovery of local economies. This focus will be pursued by maintaining a monitoring capacity all over Somalia.

RISK ASSESSMENT

77. Somalia is an insecure place for United Nations agency staff, operations and facilities—a weak law and order structure and persistent inter-clan conflict erode public security. However, the concept of prudent risk has been accepted by the UNCT; by close monitoring of field operations and strict application of security measures, risk factors have been reduced to an acceptable level. A measure of the threat to United Nations staff is that the United Nations Security Phase 4 (Programme Suspension), or Phase 5 (Evacuation) is still applied throughout. United Nations work continues in the country only with a strict adherence to security procedures. Local conditions vary greatly, with most likely insecurity scenarios being isolated occurrences which will not generally affect conditions elsewhere in the country. Country-wide evacuation is the least likely scenario.
78. There are many variations in the types of threat, but in general the threats can be identified as follows: *murder*, motivated by grievance or retribution against specific targets (a United Nations agency, or a staff member). The intention is Somali retribution against the target, or application of pressure to support some local objective vis-à-vis the United Nations;¹ *kidnapping/hostage taking*, with similar motives;² *banditry*, targeted against foreigners in general, or the United Nations specifically with profit as the motive;³ *accidental involvement* in inter-clan fighting, where death or injury is possible since knowledge and control of weapons are limited. Fighting in Bay, Bakool, and Lower Juba

¹ Over a 12-month period—October 1997 to September 1998—one international staff from an international (NGO) was murdered, four national staff from INGOs and one national staff from the UN.

² Over the same period staff from USAID (1), EC (3), INGOs (4), ICRC (9) and United Nations (5) were kidnapped—fortunately all have been released safely.

³ Over the same period there were numerous reports of attacks and thuggery affecting aid convoys, UN assessment missions and agency personnel; similarly, there have been four reported cases of armed attacks on UN personnel while crossing the 'Green Line' in Mogadishu.



and Jamame, Jowhar, Mogadishu, Belet Weyn, Kismayo and Buale/Sakow has resulted in the relocation of UN/INGO personnel to safer areas.

79. A team of four security officers permanently monitors the security situation and, if necessary, accompanies United Nations staff on their missions into Somalia. WFP contributes one security officer to this team who is working from WFP premises. Staff security support costs are identified in the direct support cost budget and include communications, awareness training, travel and rescue allowances.
80. Additional factors that could lastingly disrupt the implementation of the operation are:
 - a) serious security problems due to external and/or political factors;
 - b) a re-emergence of relief at the expense of recovery;
 - c) widespread drought or flooding leading to large scale food shortages; and
 - d) further serious deterioration of the road network.

INPUT REQUIREMENTS

Food aid requirement

81. The PRRO covers a three-year period, starting from July 1999. The total resource requirement is 63,104 tons of food commodities; the total cost of this operation is budgeted at 55,448,041 dollars.
82. Food aid programmed for rehabilitation and recovery assistance amounts to 48 percent of the total WFP food requirements in the first year, 50 percent in the second year and 55 percent in the third year. Support to social institutions comprises nearly 19 percent of total yearly food requirements. By expanding rehabilitation and recovery assistance during successive periods, emergency relief requirements should be reduced from 33 percent in the first year to 26 percent in the third year. Given the high levels of uncertainty in the evolving situation in Somalia, flexibility for reprogramming food allocations must be maintained: resources for emergency relief assistance could very well be reprogrammed to rehabilitation and recovery activities and vice versa. Similarly, in the event of a large-scale food emergency, such as a major flood or exceptional and regional drought, a separate appeal may need to be launched to cover additional needs. Annex III details food aid requirements.

Ration scales

83. The food rations for this operation meet basic nutritional requirements:
84. For *emergency interventions*, the food ration is composed mainly of cereals and pulses, since fat is available in Somalia from three sources: livestock, local sesame production and imported oil. Nevertheless, a contingency oil requirement of one third of daily emergency requirements is provided for, should the need exist. 500 grams of cereals and 60 grams of pulses per person per day will provide 1,950 calories. Depending on the seasonal degree of vulnerability of targeted groups, needs assessments often suggest that only a portion of the ration should be distributed.



85. The *ration for support to social institutions* is based on institutional feeding requirements, as assessed by nutritionists from FSAU and from other United Nations agencies. Support is extended through MCH centres, supplementary feeding centres, children's care institutions and hospitals. The ration is composed of 400 of cereals, 50 of pulses, 20 of oil and 100 of corn-soya blend (CSB). This ration will provide 2,100 calories. Rations for support of primary schoolchildren will be about half, providing 1,100 calories.
86. The individual *ration for rehabilitation and recovery assistance* is 500 grams of cereals, 60 of pulses and 20 of oil. This ration provides 2,100 calories. For a family of six, the ration per family per month is 90 kilograms of cereals, 10.8 of pulses and 3.6 of oil; the latter also reflects a desired income transfer.

Non-food items

87. The implementation of rehabilitation and recovery projects often depends on the timely and adequate availability of non-food items. These are normally made available by government institutions or implementing partners. In Somalia, the provision of non-food items has been more problematic: government institutions do not exist or are unable to underwrite the cost of non-food items; similarly, because of funding constraints, implementing partners most often cannot meet the full cost of non-food inputs and rely on WFP to complement their cash resources. Based on past experience, an average rehabilitation and recovery project requires 80 tons of food commodities. About 60 percent of these projects can be implemented through food for work alone, or through supplementary contributions from beneficiary communities. The remaining 40 percent of rehabilitation projects require cash support of about 23,000 dollars per project, to cover the cost of construction materials (60 percent), mechanical works (30 percent) and local technical services (10 percent). WFP expects implementing partners to meet an average of 60 percent of these costs; the balance, averaging 500,000 dollars a year, will be contributed by WFP.

CASH SUPPORT FOR REHABILITATION AND RECOVERY

	No. of projects with cash requirement	Total cash required (dollars)	Implementing partner contributions (60%) (dollars)	WFP contributions (40%) (dollars)
Year I	52	1 196 000	717 600	478 400
Year II	53	1 219 000	731 400	487 600
Year III	58	1 334 000	800 400	533 600

Technical assistance

88. Technical support and assessments by the Food Security Assessment Unit (FSAU) have become a standard component of humanitarian and recovery assistance. Baseline studies on crop statistics, livestock, market performance and agro-meteorology, and the regular collection and dissemination of information on household food economy, vegetation and climatic conditions, trade and markets, health and nutrition are important elements in the planning and decision-making process of humanitarian agencies and donor representations. In these areas, FSAU is developing baseline information, monitoring



indicators and analytical tools, which support programming for rehabilitation, recovery and emergency relief assistance.

89. The information generated by FSAU permits prediction of the impact on food security of risk factors, such as crop shortfalls. It provides valuable advice to the planning and implementation of rehabilitation projects and emergency interventions, as well as local procurement opportunities. Similarly, by advising on “at risk areas” and “populations at risk”, FSAU facilitates targeting of food aid to people in need of nutritional support.
90. FSAU has been funded through ad hoc contributions from the European Commission (EC), the Government of Italy, USAID and WFP. Sharing the same office site, WFP has managed FSAU and extended operational, administrative and logistic support. An evaluation of FSAU in August 1998—commissioned by the EC—reviewed its scope of activities and analytical capacities. The evaluation also focused on WFP’s management support to FSAU. It recommended that WFP continue to manage FSAU during Phase 3, which is expected to start in early 1999. WFP is willing to accept this responsibility, subject to the availability of separate bilateral funding. The average annual cost of FSAU is estimated at 1,425,000 dollars, which is not included in this PRRO.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

91. The PRRO is recommended for approval by the Executive Board, within the budget provided in Annexes I and II.



ANNEX I

COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereals	52 708	135 00	7 115 580
– Pulses	6 367	430 00	2 737 810
– Vegetable oil	1 966	840 00	1 651 440
– CSB	2 063	355 00	732 365
Total commodities	63 104		12 237 195
External transport		144 36	9 109 455
LTSH		276 00	17 416 704
Subtotal direct operational costs			38 763 354
B. Direct support costs (see Annex II for details)			
Subtotal direct support costs			13 008 860
Total direct costs			51 772 214
C. Indirect support costs (7.1 percent of total direct costs)			
Subtotal indirect support costs			3 675 827
TOTAL WFP COSTS			55 448 041

¹ This is a notional 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**DETAILED DIRECT SUPPORT REQUIREMENTS (dollars)**

Staff costs	
International	3 365 000
Local	2 149 000
Subtotal	5 514 000
Travel and DSA	
International	34 499
In-country	1 239 578
Regional Travel (BTA)	11 703
Subtotal	1 285 780
Office expenses	
Rental charges	371 034
Utilities	55 123
Communications	334 796
Office supplies	68 094
Furniture	8 000
Equipment repair and maintenance	53 324
Subtotal	890 371
Vehicle operations	
Vehicle purchase	50 000
Maintenance and running cost	299 426
Subtotal	349 426
Equipment	
Communications equipment	0
General office equipment	22 400
Data processing	39 400
Office additions (FSAU)	
Subtotal	61 800
Non-food items	
Non-food items	1 500 000
Subtotal	1 500 000
Other items	
International consultants	113 490
Staff security and related costs	636 516
Overtime	53 096
Newspapers and periodicals	1 800
Hospitality	3 000
Bank charges	73 958
Field staff training	46 500
Aircraft operations/UNCAS	2 448 313
Public information	30 000
Subtotal	3 407 483
TOTAL DIRECT SUPPORT COSTS	13 008 860



ANNEX III

FOOD AID REQUIREMENTS JULY 1999–JUNE 2002 (in metric tons)

Component	Commodities					Total	% of Total
	Cereals	Pulses	Oil	CSB			
Relief/Emergency	16 560	1 987	437	0	18 984	30	
Rehabilitation and recovery	27 897	3 348	1 116	0	32 361	51	
Social support	8 251	1 031	413	2 063	11 758	19	
Total	52 708	6 367	1 966	2 063	63 104	100	

MONTHLY RATIONS (kilograms)

	Cereals	Pulses	Oil	CSB
Relief/Emergency	15.00	1.80	0.40	0.00
Rehabilitation/FFW	90.00	10.80	3.60	0.00
Social support	12.00	1.50	0.60	3.00

DAILY RATIONS (grams)

	Cereals	Pulses	Oil	CSB
Relief/Emergency	500	60		0
Rehabilitation/FFW	500	60	20	0
Social support	400	50	20	100

IN PERCENT

	Cereals	Pulses	Oil	CSB
Relief/Emergency	87.2	10.5	2.3	0.0
Rehabilitation/FFW	86.2	10.3	3.4	0.0
Social support	70.2	8.8	3.5	17.5

