

**Executive Board  
Annual Session**

Rome, 12–16 June 2006

# **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

## **Agenda item 9**

*For approval*

**E**

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## **PROTRACTED RELIEF AND RECOVERY OPERATIONS – SOMALIA 10191.1**

### **Food Aid for Relief and Protection of Livelihoods**

Number of beneficiaries	2,164,000
Duration of project	24 months (1 August 2006–31 July 2008)
WFP food tonnage	170,686 mt
<b>Cost (United States dollars)</b>	
WFP food cost	42,511,720
Total cost to WFP	124,569,265

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval.**

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, which has an estimated population of 7.4 million (2005), has lacked a central government for more than 15 years. It is classified as a least-developed, low-income food-deficit country and is one of the most food-insecure countries in the world; global acute malnutrition rates are as much as 20 percent in some areas.<sup>1</sup>

Civil insecurity continues to limit food availability by destroying productive assets and household food stores and disrupting commodity trade networks. Seasonal migration for pasture or employment has been disrupted, and conflict and natural disasters have displaced people across livelihood zones, districts, regions and international borders. Destitute and displaced populations face severe problems of food access, particularly during periods of stress triggered by natural disasters and human-induced crisis. When food is available, inadequate food utilization and consumption patterns, coupled with poor water, sanitation and caring practices contribute to appalling food insecurity in many households. Conflict severely hinders humanitarian access and, with natural disasters, strains vulnerable and overburdened ecosystems, creating serious complex emergencies in several areas.

WFP regularly assesses relief and recovery needs with the Food and Agriculture Organization of the United Nations and other actors. Food aid requirements have been adjusted according to changing needs in a succession of emergency and protracted relief and recovery operations over the past 15 years. This is the third protracted relief and recovery operation for Somalia, and was formulated at a time of severe cumulative drought. Production in the main cereal growing areas of southern Somalia has been badly affected, and livestock has been devastated in wider areas.

Forecasts for a poor rainy season in April to June 2006 imply a high risk of famine and humanitarian catastrophe. For the first of its two years, the operation therefore reflects far higher than average relief needs. Increased needs for the first half of 2006 were supplied from budget increases to the existing protracted relief and recovery operation. The needs for the second half of 2006 are included in this operation; an appeal has been made to pre-fill the pipeline, under the Executive Director's delegated authority. Further assessments are ongoing and regular updates and revisions will be provided.

The overall goals and objectives of this protracted relief and recovery operation are to save lives and protect livelihoods, thus contributing to national stability and the household food security of vulnerable groups. Food aid interventions encourage the long-term recovery of conflict- and disaster-affected people by creating sustainable assets and developing human resources. Activities include food for assets, food for training, nutritional support to people undergoing medical treatment, and support to education through school feeding. These objectives are in line with WFP's Strategic Objectives 1, 2, 3 and 4.

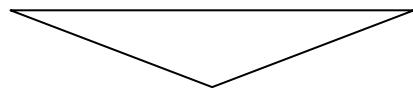
Up to two-thirds of the targeted beneficiaries are expected to be located in the south, and one-third in northwest and northeast Somalia.

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<sup>1</sup> Food Security Analysis Unit Somalia (FSAU). 2005. Post *Gu* Analysis, September 2005.



## DRAFT DECISION\*



The Board approves PRRO Somalia 10191.1 “Food Aid for Relief and Protection of Livelihoods” (WFP/EB.A/2006/9).

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations (document WFP/EB.A/2006/16) issued at the end of the session.



## SITUATION ANALYSIS AND SCENARIOS

### The Overall Context

1. Somalia, which has an estimated population of 7.4 million (2005),<sup>2</sup> lacked a central government from 1991 to 2005. The south of the country is in a state of anarchy, but the unilaterally declared independent Republic of Somaliland and the autonomous Puntland State in the north enjoy relative stability and security with *de facto* government institutions and basic administration mechanisms. In all regions there are extremist groups, and factional rivalry is widespread. Somalia continues to face humanitarian crisis and an unpredictable security situation. Hopes for a return to normalcy were encouraged by the recent election of a new parliament, a Transitional Federal Government (TFG) and a President; there has been little progress in resolving regional and clan disputes.
2. Somalia, a least-developed country and a low-income food-deficit country, is one of the world's most food-insecure countries. It is particularly vulnerable to recurring natural disasters. Significant numbers of internally displaced persons (IDPs) increase the pressure on overstretched natural, social and economic resources. Severe droughts and poor rains from 2001 to 2004 had devastating affects. South Somalia's two rainy seasons of 2005 were far below normal, and forecasts for 2006 anticipate below average precipitation for some areas, including the breadbasket regions. Pastoralists in some areas have lost 50 percent of their herds, and destitution is increasing, particularly in the south. Coping mechanisms, including overfishing and cutting trees for charcoal, have increased environmental degradation. Somalia is the only country in the Greater Horn of Africa where a high risk of famine has been forecast for June 2006 onwards.
3. Somalia's economy is constrained by its deep political divisions; economic life continues, partly because much activity is local and relatively easily protected. Livestock and agriculture are the most important sectors; livestock normally accounts for about 40 percent of gross domestic product and about 65 percent of export earnings. About half of the population are nomads and semi-nomads depending on livestock for their livelihoods. The Saudi Arabia and Gulf States ban on imports of Somali livestock because of rift valley fever concerns severely reduced economic activity and incomes in this sector. Persistent poverty is partly attributable to gender gaps, especially regarding education, health, decision-making and access to and control over productive resources. Until recently, women's access to education was severely limited.
4. Livestock, hides, fish, charcoal and bananas are Somalia's principal exports; cereals, *qat* (leaves of *Catha edulis* chewed for stimulating effect), mechanical goods and fuel are its principal imports. Despite apparent anarchy, the service sector has grown. All cities have telecommunication services, with the lowest international call rates in Africa. With no formal banking sector, money transfer services throughout the country handle US\$750 million to US\$1,000 million in remittances annually.

<sup>2</sup> Based on a population estimate of 6.8 million for 2002 (United Nations Development Programme [UNDP] Somalia and World Bank. 2003. *Socio-Economic Survey 2002*. Nairobi); and an estimated annual growth rate of 2.9 percent (World Bank. 2005. *Somalia – From Resilience Towards Recovery and Development*. Report No. 34356-SO).



5. The President and the TFG, elected in Nairobi in October 2004, have not yet returned to Mogadishu and appear to be divided. The new parliament's first session commenced in March 2006, at Baidoa. The TFG is still unable to establish control within Somalia, and conflict and insecurity are widespread, particularly in central and southern regions. This situation is likely to persist in the short and medium terms. Reports of increased weaponry imports and an upsurge of activity by extremist groups, allied to political divisions within the TFG, mean that conflict may continue in central and southern Somalia.

#### *⇒ IDPs and Returnees*

6. Conflict and natural disasters have caused massive population movements. In November 2005, about 250,000 Somalis were estimated to be in neighbouring countries,<sup>3</sup> and approximately 400,000 IDPs were in camps in major towns, especially Mogadishu, dispersed throughout rural areas or in spontaneous settlements.<sup>4</sup> Since 1991, Somalia has been ravaged by droughts, floods, cold rains and the December 2004 tsunami. These have stripped people of their livelihoods, particularly in rural and coastal areas. Pastoralists have had to migrate to urban areas, where they lack the skills necessary to earn a living.
7. These processes have resulted in large pockets of IDPs, particularly in Somaliland, Puntland, Mogadishu, the Shabelle region, Gedo and Lower Juba. IDP numbers have increased since the return of thousands of refugees, encouraged by attempts to restore peace and the stability of some areas.<sup>5</sup> Scarce opportunities for reintegration, particularly jobs, and the impossibility for some returnees to reach their places of origin have led them to join IDPs, the destitute and other vulnerable groups in settlements. There is no immediate prospect of a durable solution to the IDP problem.

### **Food Security, Nutrition and Health Situation**

#### *⇒ Impact of the Crisis on Food Security*

8. Food security varies greatly among the four main areas of Somalia. In most places, especially the south and centre, wholesale markets and internal trade are controlled by powerful warlords, who determine market prices. District markets depend almost entirely on local production and minimal quantities of imported goods for the few better-off households. Friction and power struggles involving clans and sub-clans make it difficult and expensive to transfer food from food-surplus to food-deficit areas; payments are required at checkpoints. Constraints are compounded by the protracted drought. Market failure and low price competition cannot be remedied by market support interventions alone; they also require improved security and the restoration of law and order.
9. Somaliland asserted its independence from the rest of Somalia in 1991. Its principal economic activities are nomadic livestock rearing and some rainfed subsistence agriculture in the southwest. Law and order have been restored and the security situation is stable in four of the six regions; parts of Sool and Sanaag are still unstable, and land access from Hargeisa is difficult. These two regions suffered the most from the 2001 to 2004 droughts, which damaged the natural resource base and reduced the herds that are the main source of

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<sup>3</sup> Joint United Nations Strategy for IDPs in Somalia, July 2005.

<sup>4</sup> According to Office of the United Nations High Commissioner for Refugees (UNHCR) statistics, 700,000 people have returned to Somaliland and 150,000 to Puntland.

<sup>5</sup> Joint United Nations Strategy for IDPs in Somalia, July 2005.



livelihood. Traditional nomadism was disrupted, and thousands of nomadic families were displaced to villages and towns where they depend on clan members or kinsfolk.

10. Puntland is in the northeast, bordering the Gulf of Aden and the Indian Ocean. Its security situation is stable, despite some localized conflict. Since 1998, Puntland has had an autonomous government within the Federal Republic of Somalia. Livestock rearing and fishing are the main food production activities. This area suffered most from the 2001 to 2004 droughts, compounded by the December 2004 tsunami. An estimated 60 to 80 percent<sup>6</sup> of the livestock holdings of pastoral communities were lost or sold. The extent and duration of the disaster overwhelmed normal coping mechanisms: assistance from clan members for restocking is much reduced, and many pastoralists have been unable to regain productive and sustainable livelihoods.
11. Generally, in Somaliland and Puntland, personal insecurity is less of a constraint to household food security and sustainable livelihoods for the poorest people than are: (i) poor social and economic infrastructure, damaged by civil war, erratic rainfall and natural disasters; (ii) a degraded natural resource base subject to soil erosion and environmental degradation, exacerbated by deforestation for charcoal;<sup>7</sup> (iii) the Gulf States' ban on livestock exports; and (iv) and the limited capacity of local government institutions to develop and implement policies and programmes.<sup>8</sup> These are likely to continue constraining recovery and rehabilitation in the medium term.
12. With Somaliland and Puntland, the central region forms Somalia's main livestock rearing region. Good rains in 2004/2005 led to improved rangelands, increased water availability and livestock recovery. The production and availability of livestock and products, particularly milk, have improved, but several good seasons will be required to overcome the negative effects of protracted drought and environmental degradation on grazing areas, herd sizes and household assets. Recovery is constrained by pockets of drought, conflict and insecurity.
13. In southern Somalia, historically the country's breadbasket, production of staple foods — sorghum and maize — has fallen by up to 50 percent because of protracted drought. The Food Security and Analysis Unit (FSAU) and the Climate Outlook Forum for the Greater Horn of Africa, held in March, forecast below normal rainfall for the April to June rainy season, and crisis is likely to continue until at least the end of 2006. The situation is aggravated by farmers' lack of extension services, credit, pest control and agricultural inputs since 1991, because of chronic insecurity and the absence of effective government institutions. Irrigation and water infrastructure along the two main Juba and Shabelle rivers are in serious disrepair. Output of major export crops — bananas, grapefruit and watermelons — has dropped dramatically.<sup>9</sup> Livestock depletion is significant in many parts.
14. Most of southern Somalia received only 10 to 40 percent of its normal rainfall in 2005, resulting in failed harvests, stressed grazing areas and acute water shortages. The harvest of early 2006 was the worst in ten years, and both 2005's harvests were very poor: in January it was only 23 percent or less and in July from 7 to 36 percent of the post-war average. Riverine areas were affected by floods in 2005. WFP is providing relief food to 1 million drought-affected people with budget increases to the current protracted relief and recovery operation (PRRO) until the end of July 2006. Based on a most likely scenario of

<sup>6</sup> FSAU. 2005. Post *Gu* Analysis, September 2005.

<sup>7</sup> Ministry of Pastoral Development and Environment, Somaliland, Charcoal Case Study.

<sup>8</sup> Ministry of Pastoral Development and Environment, Somaliland, Strategic Plan 2005–2007.

<sup>9</sup> United Nations. 2005. Transition Plan for Somalia. Nairobi.



poor rains and crop production with adverse affects on livestock, emergency relief food requirements are projected to increase dramatically in the second half of 2006.

15. In south and central Somalia, widespread civil insecurity continues to limit the availability of food by destroying productive assets and household food stores and disrupting commodity trade networks,<sup>10</sup> resulting in market failure. Humanitarian access is limited, and food relief cannot always reach its destination. Conflict also undermines economic access to food, through diminished financial assets, and limits physical access to food sources such as markets. Such impacts shape livelihood strategies and have impaired food and livelihood security. Normal seasonal migration for pasture or employment has been disrupted, and conflict has displaced people across livelihood zones, districts, regions and international borders, putting additional strain on the resources of host communities. These multiple impacts of conflict are likely to continue over the medium term.
16. With fewer conflicts and more stability, food insecurity in the northern regions has become increasingly a matter of access rather than availability. High food insecurity and vulnerability require special vigilance where livelihoods have been shattered by drought, especially in eastern Somaliland, remote parts of Puntland and areas with high concentrations of IDPs and returnees around main towns.

⇒ *Impact of the Crisis on Nutrition and Health*

17. Long-term conflict, economic decline and natural disasters are the primary causes of malnutrition in Somalia. Food insecurity and malnutrition are exacerbated by lacking health care, poor infant feeding practices and inadequate sanitation and public hygiene. Using recent data from sentinel sites, FSAU estimates acute malnutrition rates to be more than 15 percent in southwestern areas of Somalia. In northern Gedo and the lower Juba valley, the current rate is estimated at more than 20 percent. These rates warrant blanket supplementary feeding according to international standards.
18. In other areas, acute malnutrition rates are estimated at 10–15 percent. Aggravating factors — poor food security and access to health care — make these rates warrant blanket supplementary feeding. Only in the north, with some exceptions among destitute and IDP families,<sup>11</sup> and on the coast is acute malnutrition less than 10 percent (see map).
19. On the basis of anecdotal evidence, the United Nations Children's Fund (UNICEF) believes that micronutrient deficiencies are serious health issues in Somalia. Anaemia is suspected to be high among women and adolescents; very limited access to iodized salt makes iodine deficiency a concern. Sub-clinical vitamin A deficiency is probably a contributing factor in morbidity<sup>12</sup> and mortality. Fortified foods can help to address deficiencies; where the security situation permits, the local fortification of wheat flour is feasible.

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<sup>10</sup> FSAU. 2005. Post *Gu* Analysis, September 2005.

<sup>11</sup> Ibid.

<sup>12</sup> [www.unicef.org/somalia/nutrition.html](http://www.unicef.org/somalia/nutrition.html)



⇒ *Scenarios*

20. Several years of good rains, along with pasture improvement, the rehabilitation of water management infrastructure and environmental protection measures will be required to re-establish basic household food security throughout Somalia. The cumulative impact of recurring natural disasters, increased fuel prices, unfavourable terms of trade for livestock, the livestock export ban and continued civil unrest limit Somalia's ability to protect, secure and improve livelihoods and food security.
21. Increasing but fragile peace and stability in the north, and the existence of local and regional administrations committed to recovery and reconstruction in parts of the centre and south provide conditions for WFP to enhance its support. The volatile security situation, large numbers of vulnerable and destitute people and the proneness to natural disasters lead this PRRO to assign first priority to saving lives and protecting livelihoods. It will address health, educational, environmental and livelihood gaps in food-insecure areas, many of which have suffered years of conflict and socio-economic decline.

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## POLICIES, CAPACITIES AND ACTIONS OF THE CIVIL AUTHORITIES AND OTHERS

22. The political administrations in Somaliland and Puntland are working on recovery and rehabilitation. Somaliland is preparing a five-year development plan, and its Ministry of Pastoral Development and Environment has prepared range management and environmental management policies and a strategic plan for 2005 to 2007; it has also commissioned a case study on the impact of charcoal production on the environment and pastoral communities. An education policy is in place and, with assistance from United Nations Habitat, the Norwegian Refugee Council and WFP, two shelter construction programmes for IDPs are under way in the outskirts of Bossaso and Hargeisa, with labour provided by prospective beneficiaries. The Government of Puntland is finalizing a five-year development plan, and has established the Humanitarian Affairs and Disaster Management Agency, a coordination mechanism. WFP will integrate its recovery and rehabilitation activities with these policies and programmes.
23. Humanitarian and development assistance is coordinated and monitored through the Somalia Aid Coordination Body (SACB) of United Nations agencies, international and Somali non-governmental organizations (NGOs) and donors. In 2003, UNDP and the World Bank jointly prepared a country re-engagement strategy; the World Bank participates in SACB to ensure that activities proposed in the strategy coordinate with other efforts in Somalia. The Humanitarian Response Fund for Somalia, established by the Office for the Coordination of Humanitarian Affairs (OCHA) in February 2004, aims to improve the timeliness and appropriateness of humanitarian assessments and responses by providing a flexible resource that can be drawn on quickly. The current Somalia joint needs assessment (JNA) led by the World Bank and the United Nations offers the opportunity to approve a five-year reconstruction and development plan for the country. UNICEF supports the re-establishment of Somalia's education system through its Back to School Campaign — Somalia; the Food and Agriculture Organization of the United Nations (FAO) provides technical assistance, tools, seeds, agricultural and veterinary inputs to support livestock development, improved pasture management and food security through water management in Somaliland and Puntland.

24. WFP uses assessments and analyses by FSAU and the Famine Early-Warning System Network (FEWS-NET). These categorize areas facing food insecurity according to degree of risk: humanitarian emergency; acute food and livelihood crisis; alert; intermittent food insecurity with high risk; and food secure with moderate to low risk.<sup>13</sup> The information provided indicates only where food insecurity exists; for WFP programming purposes, further refinement is required to pinpoint precise numbers and locations of the vulnerable populations identified.
25. WFP's Vulnerability Analysis and Mapping Unit will collaborate with FSAU to deepen household food security analysis from the district/livelihood zone to the village/community level, analyse coping mechanisms and the role of remittances, gather specific information on IDPs and other vulnerable groups, and ensure that the data collected and the methodologies used are standardized. With United Nations and NGO partners, WFP will also conduct joint baseline surveys for emergency school feeding (ESF), nutrition programmes for vulnerable groups, and food-for-training (FFT) and food-for-work (FFW) activities.

## OBJECTIVES OF WFP ASSISTANCE

### Overall Goal and Objectives

26. The overall goal of this PRRO is to save lives and protect livelihoods while contributing to national stability and the food security of vulnerable groups, through food aid interventions that encourage the long-term recovery of people who have suffered conflict and recurrent natural disasters.

#### ⇒ *Objectives*

27. The immediate objectives and corresponding WFP strategic objectives and Millennium Development Goals of this PRRO are to:
- save the lives of conflict- and disaster-affected people;
  - protect and help restore the livelihoods and enhance the resistance to shock of vulnerable households;
  - improve the nutrition and health status of children, mothers, tuberculosis (TB) patients, people living with HIV/AIDS (PLWHA) and other groups at risk; and
  - support access to basic education, particularly for girls.

## WFP RESPONSE STRATEGY

### WFP Assistance in Somalia

28. Through a series of emergency operations (EMOPs) from 1991 to mid-1999, WFP distributed 113,310 mt of food to an average 1.3 million beneficiaries a year. The emergence of some relatively peaceful areas in Somalia encouraged WFP to launch the first PRRO 6073 from July 1999 to June 2002, providing 45,000 mt of food to 2.6 million beneficiaries. The second and current PRRO 10191 was to run from January 2003 to

<sup>13</sup> Integrated Food Security Phase Classification. From FSAU, 2005, Post *Gu* Analysis, September 2005.



December 2005 with a total food requirement of 64,534 mt for an estimated 2.9 million beneficiaries. This PRRO was extended to cover January to June 2006 with an additional 18,000 mt for 493,000 new beneficiaries. In response to drought in south Somalia, two budget revisions were approved for a total of 1 million new beneficiaries and 71,450 mt of food commodities up to 31 July 2006. The Somalia component of the regional tsunami EMOP 10405.0, distributed 3,600 mt of food to 30,000 beneficiaries in 2005.

29. Over the years, the quantities of food delivered have been less than the assessed needs because of access problems; the result is continued high malnutrition rates in many areas. WFP doubled food deliveries from 11,000 mt in 2003 to 22,000 mt in 2004; in 2005, more than 32,000 mt were delivered — almost two-thirds more than in 2004. Recent increases in piracy involving WFP food shipments may result in increased transport costs and longer delivery times.
30. Under a separate arrangement, the United Nations Common Air Service (UNCAS) provides humanitarian air services from Nairobi, reinforcing WFP's logistical and operational response capability. WFP manages UNCAS on behalf of UNICEF, UNHCR, UNDP and WFP.
31. PRRO Somalia 10191.00 was evaluated by a team of independent consultants managed by the Office of the Executive Director, Evaluation from 18 June to 13 July 2005. The evaluation found that PRRO activities generally addressed humanitarian needs effectively, but it noted that the total needs in all regions far exceed the combined resources of WFP and other agencies working in Somalia. The mission made recommendations, which WFP accepted. Concerns regarding the pastoral livelihood system and its implications for activity design are addressed in a review of food security trends, commissioned by the East and Central Africa Regional Bureau (ODK) and published in Kampala in December 2005. Understanding the pastoral livelihood system is critical for intervention design in WFP's transition to recovery activities in the drought-affected northern regions.

## Strategy Outline

32. WFP's emergency assistance in the PRRO will provide full and reduced general rations<sup>14</sup> — depending on needs and availability — to IDPs and other vulnerable groups affected by conflict and natural disasters who lack alternatives for maintaining basic food security. This support contributes to stability in a fragile political environment.
33. The PRRO will support relief and recovery in Somaliland, Puntland, central and southern Somalia. WFP's strategy is to scale down relief food distribution gradually, shifting to targeted food support and recovery and rehabilitation activities, which should constitute just less than half of programme activities by the final year of the PRRO. Given the proneness to natural disasters and the frequent setbacks in emerging from conflict, substantial emergency programming will probably be required beyond 2008.
34. Recovery will be based on a dual approach that creates sustainable opportunities in drought- and conflict-affected areas by: (i) re-establishing rural livelihood assets through agricultural and pastoral rehabilitation and the repair of water management infrastructure; and (ii) rehabilitating basic social infrastructure, particularly for education and primary health care. ESF, literacy and skills training through FFT, and agropastoral rehabilitation are the cornerstones of this approach. WFP-assisted recovery programmes can play a crucial role in re-establishing normality in communities affected by war and disaster.

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<sup>14</sup> c.f. paragraph 45.



35. External assistance can be phased out only when peace, civil order and effective government institutions have been established.

## The Role of Food Aid

36. The fourfold role of food aid under the present PRRO remains valid: (i) to save the lives and protect the livelihoods of food-insecure target groups; (ii) to create sustainable assets through resettlement, FFW and food for assets; (iii) to provide nutritional support to malnourished women, children and vulnerable groups; and (iv) to enhance human resources and access to education through FFT and ESF.

## BENEFICIARIES AND TARGETING

37. This PRRO will address the basic needs of the following beneficiary groups identified by United Nations Agencies, stakeholder meetings and needs assessments:

- chronically poor agropastoral and small farmer households in highly food-insecure areas with low seasonal access to markets;
- poor and food-insecure people lacking skills and literacy;
- pregnant and lactating women, and children under 5;
- IDPs, returnees and the destitute;
- school-age children, especially in food-insecure communities;
- TB and HIV/AIDS patients; and
- households or individuals in communities affected by conflict and/or natural disasters.

## Beneficiary Caseload, Food Basket and Commodity Requirements

38. Table 1 summarizes the beneficiary caseload by type of intervention.

**TABLE 1: TOTAL BENEFICIARIES BY TYPE OF INTERVENTION**

Type of intervention	Male	Female	Total
Relief	600 000	600 000	1 200 000
FFW/FFT	478 000	319 000	797 000
Mother and child health (MCH)	48 500	44 500	93 000
Other social sector support (SS) <sup>15</sup>	22 000	22 000	44 000
School feeding – ESF	19 375	10 625	30 000
<b>Total</b>	<b>1 167 875</b>	<b>996 125</b>	<b>2 164 000</b>

<sup>15</sup> PLWHA, TB patients, orphans, households headed by children, elderly people, etc.



39. Table 2 details the food rations by type of intervention.

<b>TABLE 2: FOOD BASKET BY ACTIVITY<sup>16</sup></b>						
Type of intervention	Cereal (g)	Pulses (g)	Vegetable oil (g)	CSB (g)	Sugar (g)	Kcal/day/person
Relief	500	60	20			2 128
FFW/FFT	500	60	20			2 128
MCH	400	50	30	100		2 213
SS	400	50	30	100		2 213
ESF	150	30	20	50	20	1 073
ESF (THR)			3.6 litres/month			

40. Table 3 shows total commodity requirements for 2,164,000 beneficiaries for 24 months (Annex IV gives yearly breakdowns by gender and sector of activity).

<b>TABLE 3: TOTAL COMMODITY REQUIREMENTS FOR TWO YEARS (mt)</b>							
Type of intervention	Feeding days	Cereals	Pulses	Vegetable oil	CSB	Sugar	Total
Relief	180	108 000	12 958	4 321			125 279
FFW/FFT	60	23 910	2 869	956			27 735
MCH	210	7 812	977	586	1 954		11 329
SS	120	2 112	264	158	528		3 062
ESF <sup>17</sup>	225	1 552	310	693	518	208	3 281
<b>Total</b>		<b>143 386</b>	<b>17 378</b>	<b>6 714</b>	<b>3 000</b>	<b>208</b>	<b>170 686</b>

## NUTRITIONAL CONSIDERATIONS AND RATIONS

41. PRRO rations take account of local food preferences and are based on WFP specifications, adjusted to the recommendations of the 2005 JNA mission and other assessments. To address micronutrient deficiencies, 50 g of corn-soya blend (CSB) is included in the school feeding ration, and other commodities in the food basket, such as vegetable oil, have been fortified. All children attending class will receive two meals a day. A monthly take-home ration of 3.6 litres of vegetable oil will also be provided to the families of girls who attend school for at least 22 out of 26 school days each month.

<sup>16</sup>Average household size = six.

<sup>17</sup>Including take-home rations for girls.



## IMPLEMENTATION ARRANGEMENTS

### Shifts in WFP Programming

42. Progress in restoring stability in northern Somalia, the prospect of disarmament, demobilization and reintegration (DDR) activities and the establishment of local administrative institutions in parts of the south and central zones create hope for long-term peace and stability. WFP is proposing the following main shifts within the PRRO:

- WFP will continue to assist IDPs, disaster victims and other vulnerable, food-insecure groups through safety nets, working with OCHA, UNHCR and IDP working groups to identify displaced and returning populations.
- A major focus of WFP assistance will be ESF, which helps to restart schools and encourages people to return home. Take-home rations for girls will promote girls' school attendance. FFW and FFT in drought- and flood-prone areas will promote the rehabilitation of socio-economic and water management infrastructure, reforestation and pasture regeneration and improvement, construction or rehabilitation of feeder roads, and better living conditions.

### Key Programme Components

43. School feeding and FFT activities will take affirmative action to support women to ensure gender balance and the mainstreaming of WFP's Enhanced Commitments to Women. Relief and nutritional components of the PRRO represent about three-quarters of total food assistance; the annual share will vary according to needs. Recovery activities account for approximately one-quarter of WFP's food assistance and include the following.

#### ⇒ *Emergency Response Through Relief Rations*

44. Relief components in PRRO 10191.1 assist an average of 1.2 million people annually. Other activities target food-insecure and disaster-prone areas with take-home family rations, extending the safety net for disaster-affected households. To ensure sustained access to food, commodities will be prepositioned. If necessary, and subject to resource availability and security conditions, WFP will expand its FFW and FFT activities for emergency response.

45. Vulnerable groups will be assisted through relief rations. Those who rely completely on external food assistance will receive a full ration of 2,100 kcal/day. Beneficiaries with alternative resources — remittances, etc. — may receive reduced rations of 1,700-2,100 kcal/day. Barring the recurrence of disaster, progressively fewer people will be assisted through relief rations.

#### ⇒ *Emergency Response Through Therapeutic and Supplementary Feeding*

46. In concert with the World Health Organization and UNICEF, WFP will continue to feed severely malnourished children at therapeutic feeding centres and moderately malnourished people at supplementary feeding centres, managed by international NGOs. These activities will target populations in and near IDP camps and those affected by disaster.



⇒ *Recovery Response Through Safety-Net Programmes*

47. WFP will continue its institutional feeding of vulnerable groups, ESF, FFT and FFW programmes to support patients at hospitals and clinics, the elderly, disabled people, street children and orphanages.
48. WFP's school feeding activities in Somaliland and Puntland have assisted the civil administration's relaunch of the school system. WFP proposes to expand the ESF programme in these regions and in areas of peace and stability in the south and central zones.
49. FFW activities will promote reconstruction and rehabilitation by providing temporary economic support to communities, especially IDPs, returnees and women. This will improve living conditions in IDP and returnee resettlement areas. Activities in Somaliland and Puntland will include support for improved livestock rearing, fishing, environmental protection and agropastoral activities, the rehabilitation of social infrastructure, the correction of gully erosion, sand dune fixation and the rehabilitation and reconstruction of river embankments and water control infrastructure.
50. FFT activities will help individuals and households acquire marketable and life sustaining skills, including vocational and agricultural skills. Women, returning populations and host communities will be particularly targeted. Skills training for women will include basic literacy, numeracy and nutrition awareness for income generation activities. WFP will support DDR activities in Puntland and the south and central zones.

### **Selection of Activities and Activity Approval Mechanisms**

51. Selection criteria will vary by component and type of interventions, but all projects must:
  - be consistent with national or regional policies and development objectives and with WFP's objectives, policies and procedures;
  - target the most food-insecure areas and the most vulnerable sub-groups in those areas;
  - be implemented in areas where food assistance has a comparative advantage and is the intervention of choice among those in need;
  - be designed and implemented with maximum community participation; and
  - demonstrate that communities and participants will be the direct recipients of project outputs, that outputs will bring sustained improvements in health, nutrition and livelihoods and that beneficiaries will retain ownership of outputs.

### **Institutional Arrangements and Coordination**

52. In line with the United Nations goal of expanding its political and developmental presence in Somalia, WFP will maintain at least three sub-offices in Somaliland, Puntland and the south and central zones, and will establish field offices in strategic locations. The size of the country, low population density, dispersed human settlements, poor road networks, localized conflict and high transport costs make this indispensable. Wherever possible, WFP will share premises with other United Nations agencies to ensure cost-effectiveness and compliance with minimum operating security standards (MOSS).



53. PRRO 10191.1 involves partners in activity implementation. Civil administrative bodies, communities, NGOs, community-based organizations (CBOs) and United Nations agencies may propose projects compliant with the PRRO, which will be assessed by a project review committee at the sub- and country office levels. Collaborative arrangements will specify tasks and obligations, inputs, implementation schedules, monitoring and reporting requirements and objective performance indicators.
54. In view of the high level of needs, the planned expansion of activities, the distances involved and the difficulty of access, sub- and field office equipment and staffing will be strengthened to support increasing food deliveries and ensure accurate beneficiary targeting, project appraisal and monitoring and evaluation (M&E).

## **Partnerships**

55. WFP participates in and leads coordination activities involving the TFG, host administrations, United Nations agencies, local and international NGOs, and the donor community.
56. WFP will continue to collaborate with FSAU and FEWS-NET on nutritional data collection and collation, needs assessment and beneficiary targeting to encourage local and international partners to assist in distributing WFP food. WFP will continually review performances to ensure that only those with the requisite capacities are retained. It will also build the capacities of local NGOs, CBOs and national counterparts.
57. WFP operations increasingly emphasize self-reliance, so increased partnership with other United Nations agencies and NGOs is important, for instance, in the Jowhar Canal Rehabilitation Programme, the UNICEF Back to School Programme and FAO-supported rangeland, environmental and livestock activities.

## **Capacity-Building**

58. WFP will build capacity at the administrative level, where feasible, through major counterpart departments. It will train WFP field staff, NGO partners and CBOs in project and programme development and management, needs assessment, security awareness, warehousing, gender mainstreaming, HIV/AIDS, results-based management (RBM) and M&E.

## **Logistics Arrangements**

59. WFP Somalia receives most of its food commodities through Mombasa, Kenya, whence they are forwarded by sea to Merka and Elmaan in the south, and sometimes Bossaso in Puntland and Berbera in Somaliland. Kismayo has good port facilities, but is seldom used because of political instability; the main port of Mogadishu is closed. Owing to recent increases in piracy off the Somali coast, WFP Somalia will use Djibouti to tranship cargo for Bossaso and Berbera. The latter will also receive direct shipments for Somaliland and Puntland. The present paucity of safe ports in the south and central zones leaves little alternative to road access through Kenya.
60. Somalia's decayed infrastructure will continue to limit WFP's delivery capacity. Diversions and detours are frequently necessary. In extreme cases, deliveries by air may be necessary for the most urgent food needs. Such contingencies will be incorporated into the landside transport, storage and handling (LTS defence) rate. Introduction of the Commodity Movement Processing and Analysis System at country and sub-offices has improved WFP's monitoring and tracking of food movements from the Mombasa stores through



extended delivery points to final delivery points (FDPs). WFP's logistics capacity assessment of 2005 will be reviewed and updated periodically.

61. Transportation and handling services are outsourced to contractors, and WFP Somalia does not maintain its own transport fleet. To ensure safe delivery to FDPs, commercial haulers are required to deposit with WFP cash or bank guarantees, which in the south are up to 100 percent of the freight and insurance value of the food commodities. This bond system has successfully eliminated convoy looting. All cargo in south Somalia is stored in contractor warehouses; in the northeast and northwest, local authorities have assigned warehouses to WFP. WFP Somalia has sub- and field offices in Wajid, Beletwein, Merka, Mogadishu, Bossaso, Garowe, Berbera and Hargeisa; and warehouses at Wajid, Mogadishu and Huddur in the south and Hargeisa and Bossaso in the north.

## **Procurement Plans**

62. In consultation with the procurement and contract branch, the country office has purchased maize, pulses and CSB from Kenya, Uganda and South Africa under the current PRRO. WFP will encourage donor cash contributions that can be used for local or regional procurement.

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## **PERFORMANCE MONITORING**

63. Monitoring will be based on the RBM-compliant logical model in Annex III, with continuous refinement of indicators based on analysis of results. Area-specific PRRO components were designed according to a logical framework identifying the results hierarchy with WFP's Strategic Objectives numbers 1 to 4. During implementation, PRRO outputs will be monitored monthly at the country office, using performance indicators. Progress towards objectives will be evaluated annually by comparing outcome indicators with baseline data collected prior to the PRRO.
64. To avoid food-driven projects, ensure that rehabilitation activities improve or support livelihoods and enable the measurement of outputs and outcomes, as recommended by the Evaluation Mission in 2005, the country office has established guidelines for project preparation and M&E and project review panels at sub- and country offices. Staffing for this is budgeted in the PRRO. Attention will be paid to the food security status of beneficiary groups to avoid excessive inclusion of food-secure households to the detriment of vulnerable ones. Security conditions permitting, quantitative and qualitative monitoring data will be collected regularly by WFP field monitors using checklists standardized with WFP efforts to develop a corporate M&E system. Enhanced analysis and reporting of results will improve the use of information for decision-making.
65. The country office has finalized a database-supported monitoring system for programme components. This will provide timely, reliable and adequate information. Some M&E activities involve partners; for example, UNICEF and NGOs collaborate on food basket and post-distribution monitoring. WFP participate in joint food security assessments and nutritional surveys with FSAU, FEWS-NET, NGOs and United Nations agencies.
66. The summary logical framework matrix for the PRRO is presented in Annex III. It details the performance indicators for M&E, according to the expected results of the operation. A mid-term evaluation of the effectiveness of PRRO activities will be undertaken in the third quarter of 2007, in collaboration with partners and the WFP regional bureau.



## RISK ASSESSMENT AND CONTINGENCY PLANNING

67. Conditions in Somalia are unpredictable and prone to reversal, so provision must be made for frequent revisions to activities. In particular, the outcome of the TFG's efforts to establish central government authority and civil order will affect the execution of PRRO activities. Factors that could disrupt the operation include:
- insecurity resulting from external and internal political events;
  - increased maritime piracy;
  - recurrence of widespread drought or flood leading to large-scale food shortages; and
  - further deterioration of the road network.
68. Contingency planning for small- and medium-scale disasters, which are cyclical in Somalia and have increased in frequency over the last two decades, will be undertaken in consultation with local and regional administrative bodies and partners. A contingency for limited emergency relief assistance is included in the PRRO; resources will be used after assessments with national counterparts. WFP will preposition food stocks to the extent possible.

## SECURITY CONSIDERATIONS

69. The security situation, poor roads and long travel times have made UNCAS the safest and most efficient mode of transport for WFP staff. This inhibits travel and entails high transport and security-related costs, including the maintenance and management of airstrips.
70. In most of Somalia, where the security situation is unstable, the United Nations cannot use its own vehicles (see map). The hiring of vehicles, as required by MOSS, brings extra costs. The temporary nature of rental precludes the installation of long-distance telecommunication equipment; the absence of VHF radio networks – and cell phone networks outside main towns – means that satellite phone equipment must be used, with high running costs.
71. The lack of reliable, external security services entails substantial expenditure so that offices and housing for United Nations staff comply with MOSS. The rule requiring the presence of two international staff members for overnight stays results in extra staffing needs at sub-offices.

## BUDGET PROPOSAL AND INPUT REQUIREMENTS

72. A total of 170,686 mt of food will be required (see Annex I): 125,279 mt for relief rations, 6,343 mt for selective feeding, and 39,064 mt for safety net programmes. The total WFP costs are US\$124,569,265: direct operational costs are US\$97 million, and direct support costs are US\$19 million. WFP will strive for cost containment through the use of national staff, review of LTSR rates and other measures.



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## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

73. The Executive Board is requested to approve this proposed PRRO for 2006 to 2008 for Somalia, designed to benefit 2.1 million people over the two-year period. The food cost is US\$43 million and the total cost to WFP is US\$125 million.



**ANNEX I**

<b>PROJECT COST BREAKDOWN</b>			
	Quantity (mt)	Average cost (per mt)	Value (US\$)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Cereals	143 386	203	29 107 358
– Pulses	17 378	409	7 107 602
– Vegetable oil	6 714	780	5 236 920
– Corn-soya blend (CSB)	3 000	320	960 000
– Sugar	208	480	99 840
<b>Total commodities</b>	<b>170 686</b>		<b>42 511 720</b>
External transport			<b>12 219 342</b>
Landside transport			18 824 959
<b>Subtotal for ITSH</b>			<b>21 797 853</b>
<b>Total LTHS</b>			<b>40 622 812</b>
<b>Other direct operational costs</b>			<b>2 130 000</b>
<b>Total direct operational costs</b>			<b>97 483 874</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>18 936 000</b>
Indirect support cost (ISC) at 7%			8 149 391
<b>TOTAL WFP COSTS</b>			<b>124 569 265</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purpose. The contents may vary depending on the availability of commodities.



**ANNEX II**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff</b>	
International professional staff	4 633 380
National professional staff	1 001 300
National general service staff	2 887 500
Temporary assistance	102 000
Overtime	15 820
Incentives	415 000
International consultants	338 000
National consultants	105 000
United Nations volunteers	320 000
Staff duty travel	3 310 000
Staff training and development	206 000
<b>Subtotal</b>	<b>13 334 000</b>
<b>Office expenses and other recurring costs</b>	
Rental facilities	950 000
Utilities (general)	251 000
Office supplies	220 000
Communication and IT services	591 000
Insurance	425 000
Equipment repair and maintenance	125 000
Vehicle maintenance and running costs	745 000
United Nations organizations services (WFP's share of common United Nations cost in Nairobi)	625 000
Other office expenses	895 000
<b>Subtotal</b>	<b>4 827 000</b>
<b>Equipment and other fixed costs</b>	
Vehicles	150 000
TC/ICT equipment	400 000
Furniture, tools and equipment	225 000
<b>Subtotal</b>	<b>775 000</b>
<b>Total direct support costs</b>	<b>18 936 000</b>



ANNEX III: SUMMARY OF LOGICAL FRAMEWORK FOR SOMALIA PRRO 10191.1		
Results-chain	Performance indicators	Risks, assumptions
<b>I. Contribute to Strategic Objective 1: Saving lives in crisis situations</b>		
<b>Outcome 1.1</b>  Reduced and/or stabilized acute malnutrition among target beneficiaries.	1.1.1 Prevalence of acute malnutrition (w/h) under 5 (target = < 15%, baseline = 19%).	<ul style="list-style-type: none"> <li>➤ Armed conflicts or natural disaster do not further disrupt food production and consumption.</li> <li>➤ No further outbreaks of epidemic diseases (measles, cholera, avian flu, etc.)</li> </ul>
<b>Outcome 1.2</b>  Reduced crude mortality.	1.2.1 Under-5 mortality (proxy for crude mortality) <sup>1</sup> (target <= 2/10,000/day).	
<b>II. Contribute to Strategic Objective 2: Protect livelihoods and enhance resilience to shocks</b>		
<b>Outcome 2.1</b>  Increased ability of target population to manage shocks and meet food needs.	2.1.1 No. of beneficiaries, by sex, participating in FFW activities (targets: M: 77,000; F: 47,000). 2.1.2 No. of beneficiaries, by sex, completing skills training (target M – 2,500, F – 6,000). 2.1.3 No. of physical assets created, by unit and type. 2.1.4 No. and type of skills training conducted.	<ul style="list-style-type: none"> <li>➤ Wider social and economic conditions allow beneficiaries optimal use of assets created and skills gained.</li> <li>➤ Shocks experienced are within levels anticipated by operation.</li> </ul>
<b>III. Contribute to Strategic Objective 3: Improved nutrition and health status of target beneficiaries</b>		
<b>Outcome 3.1</b>  Improved nutrition and health status of children, mothers and other vulnerable groups in target areas.	3.1.1 Prevalence of malnutrition (w/h) under 5 (target = < 10% severely malnourished). 3.1.2 Prevalence of malnutrition among adult women (assessed using BMI and/or low birth weight) (target = > 18.5). 3.1.3 Monthly % of weight change of TB patients and PLWHA (target = ≥ 0). 3.1.4 Adherence rate to treatment for TB patients and PLWHA (target = 80%). 3.1.5 Patient mortality rate. 3.1.6 % of orphanages with deworming completed.	<ul style="list-style-type: none"> <li>➤ No further outbreak of epidemic diseases (measles, cholera, avian flu, etc.)</li> <li>➤ Supplementary food available.</li> <li>➤ Drugs available with CPs.</li> <li>➤ Reliable CPs operating in target area.</li> <li>➤ Social and economic conditions allow beneficiaries uninterrupted access to health and nutrition services.</li> </ul>

<sup>1</sup> Because of people's mobility, crude mortality rate in Somalia can be measured for camp populations only.



ANNEX III: SUMMARY OF LOGICAL FRAMEWORK FOR SOMALIA PRRO 10191.1		
Results-chain	Performance indicators	Risks, assumptions
<b>IV. Contribute to Strategic Objective 4: Support access to education and reduce gender disparity in access to education:</b>		
<b>Outcome 4.1</b>  Increased enrolment of boys and girls in WFP-assisted schools.	4.1.1 Absolute enrolment: no. of girls and boys enrolled in WFP-assisted schools (target: 10% increase per year). <sup>2</sup>  4.1.2 No. of in-school meals provided on time (target – 2 meals/day).	➤ Wider social, cultural and economic conditions allow children uninterrupted access to education. ➤ Community Education Committees (CECs) functional. ➤ CECs sensitize parents on role of girls' education.
<b>Outcome 4.2</b>  Improved/stabilized attendance of boys and girls in WFP-assisted schools.	4.2.1 Attendance rate: % of girls and boys in WFP-assisted schools attending classes during the school year.  4.2.2 Annual increase in attendance rate (target: 5%).	



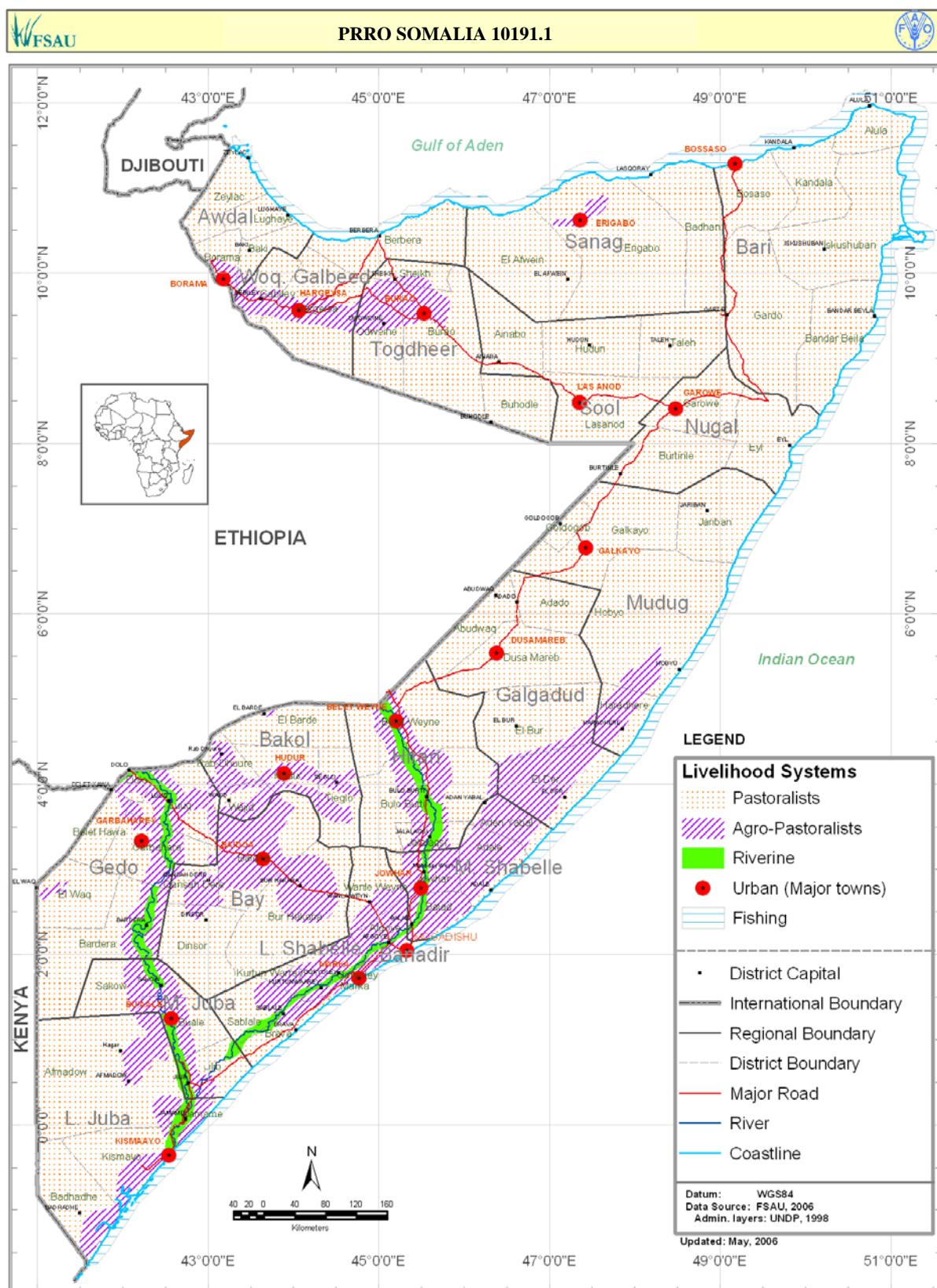
<sup>2</sup> It is difficult to collect net enrolment figures in Somalia without proper demographic data because there has been no effective central government for 15 years.

**ANNEX IV: BENEFICIARY AND COMMODITY BREAKDOWN BY CALENDAR YEAR AND SECTORS**

Year	Sector	Beneficiaries	Males	Females	Cereal	Pulses	Veg. oil	CSB	Sugar	Total
Year I (Aug. to Dec. 2006)	Relief	679 000	339 000	340 000	61 111	7 333	2 443			70 888
	FFW/FFT	402 000	241 000	161 000	12 060	1 447	482			13 990
	MCH	20 000	10 000	10 000	1 680	210	126	420		2 436
	Other SS	9 500	4 500	5 000	456	57	34	114		661
	ESF(school meals)	16 000	11 000	5 000	270	54	36	90	36	486
	ESF (take-home rations)	5 000		5 000			81			81
	<b>Total for Year I</b>	<b>1 126 500</b>	<b>605 500</b>	<b>521 000</b>	<b>75 577</b>	<b>9 101</b>	<b>3 203</b>	<b>624</b>	<b>36</b>	<b>88 541</b>
Year II (Jan. to Dec. 2007)	Relief	360 500	180 500	180 000	32 444	3 892	1 299			37 635
	FFW/FFT	255 000	153 000	102 000	7 650	918	306			8 874
	MCH	46 500	24 000	22 500	3 906	488	293	978		5 665
	Other SS	22 000	11 000	11 000	1 056	132	79	264		1 531
	ESF(school meals)	23 000	15 500	7 500	776	155	104	259	104	1 397
	ESF (take-home rations)	7 500		7 500			243			243
	<b>Total for Year II</b>	<b>707 000</b>	<b>384 000</b>	<b>323 000</b>	<b>45 832</b>	<b>5 586</b>	<b>2 323</b>	<b>1 500</b>	<b>104</b>	<b>55 345</b>
Year III (Jan. to Jul. 2008)	Relief	160 500	80 500	80 000	14 445	1 732	578			16 756
	FFW/FFT	140 000	84 000	56 000	4 200	504	168			4 872
	MCH	26 500	14 500	12 000	2 226	278	167	557		3 228
	Other SS	12 500	6 500	6 000	600	75	45	150		870
	ESF(school meals)	30 000	20 000	10 000	506	101	68	169	68	912
	ESF (take-home rations)	10 000		10 000			162			162
	<b>Total for Year III</b>	<b>369 500</b>	<b>205 500</b>	<b>164 000</b>	<b>21 977</b>	<b>2 691</b>	<b>1 188</b>	<b>876</b>	<b>68</b>	<b>26 800</b>
<b>Total for two years</b>		<b>2 203 000</b>	<b>1 195 000</b>	<b>1 008 000</b>	<b>143 386</b>	<b>17 378</b>	<b>6 714</b>	<b>3 000</b>	<b>208</b>	<b>170 686</b>

Note: The total beneficiaries – 2,203,000 – is used to calculate the food requirements. However, the net beneficiaries are 2,164,000 (refer to PPIF) after deduction of 39,000 students for duplicate counting in ESF.





## ACRONYMS USED IN THE DOCUMENT

CBO	community-based organization
CEC	Community Education Committee
CP	cooperating partner
CSB	corn-soya blend
DDR	disarmament, demobilization and reintegration
EMOP	emergency operation
ESF	emergency school feeding
FAO	Food and Agriculture Organization of the United Nations
FDP	final delivery point
FEWS-NET	Famine Early-Warning System Network
FFT	food for training
FFW	food for work
FSAU	Food Security Analysis Unit (Somalia)
HIV/AIDS	human immunodeficiency virus/acquired immune deficiency syndrome
IDP	internally displaced person
JNA	joint needs assessment
LTSI	landside transport, storage and handling
M&E	monitoring and evaluation
MCH	mother-and-child health
MOSS	minimum operating security standards
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
PLWHA	people living with HIV/AIDS
PRRO	protracted relief and recovery operation
RBM	results-based management
SACB	Somalia Aid Coordination Body
SS	Social sector support
TB	Tuberculosis
TFG	Transitional Federal Government
UNCAS	United Nations Common Air Services
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund