

Somalia Emergency Operation 200281
“Tackling Hunger and Food Insecurity in Somalia”

Duration of project	18 months (July 2011 – December 2012)
Number of beneficiaries	3,886,025 (yearly maximum of 2.65 million)
WFP food tonnage	239,820 mt
WFP food cost	US\$122,168,111
Total cost to WFP	US\$304,020,764

EXECUTIVE SUMMARY



Somalia has been without a functioning government for 20 years and is mired in one of the most complex and dire emergencies in the world. An estimated 2.85 million people (over one third of the population) are in need of emergency livelihood and life-saving assistance.¹ The entire population consistently faces a devastating combination of conflict, displacement, drought and high food prices. Vulnerability to food insecurity is widespread throughout the country due to limited access to resources and lack of governance in most of Somalia.

Much of southern and parts of central Somalia are under the strict control of the militant Islamist group Al Shabaab, which denies access to WFP and other humanitarian organizations. Approximately 57 percent of the population in need (1.65 million) reside in these inaccessible areas. The remaining 1.2 million affected people are in WFP operational areas. The balance of the Somalia population is only slightly less vulnerable, and is classified as borderline food-insecure.

Failed *Deyr*² rains in late 2010 have brought harsh drought conditions to much of Somalia leading to further displacement in addition to the already high level of displacements due to the ongoing conflicts. Global acute malnutrition rates have reached 30 percent in some areas of Somalia and remain at 16 percent nationally, which is above the World Health Organization’s emergency threshold of 15 percent.³ High global and local food prices, coupled with low local food production due to conflict and current drought, are further limiting access to food.

¹ Food Security and Nutrition Analysis Unit (FSNAU), Nutrition analysis post *Deyr* 2010/11, Technical series report No VI.35, February 2011. This figure, however, does not include the population in Mogadishu, except the internally displaced persons.

² The *Deyr* (minor) rains fall between September and November and the *Gu* (major) rains are from April to July

³ FSNAU, Food Security and Nutrition Analysis Post *Deyr* 2010/11, Technical Series Report No VI. 36, March 2011

While WFP's suspension of activities in southern Somalia in January 2010 reduced WFP's operational areas, operations in Somaliland, Puntland, parts of the central regions and Mogadishu continue.

Following allegations of food diversions in 2009, WFP has worked to implement a series of new and/or improved control mechanisms. These measures include the following:

- Improved household level targeting mechanisms;
- An enhanced strategy for WFP's engagement in Somalia, which includes providing life-saving assistance through activities which target on clear and observable criteria and evidence complemented by resiliency building through food for work/assets;
- Use of new standard operating procedures;
- Improved monitoring systems and coverage, including third party monitoring (for areas with limited access for WFP staff) and a beneficiary hotline;
- A renewed focus on strengthening cooperating partners' capacities through activity-specific training and a process of nurturing longer-term relationships;
- Development of tailored geographic strategies for food assistance.

In line with the WFP Strategic Plan (2008-2013), the overall objective of this emergency operation is to save lives and protect livelihoods in emergency and early recovery situations (Strategic Objective 1). This operation also aims to prevent acute hunger and invest in disaster preparedness and mitigation measures (SO 2).

WFP will adopt a flexible approach to engage in early recovery and livelihood support through enhanced partnerships with other United Nations agencies (particularly the Food and Agriculture Organization of the United Nations, the Office of the United Nations High Commissioner for Refugees and the United Nations Children's Fund) in order to support the re-establishment of livelihoods and build resilience to shocks.

The 18-month timeframe of the EMOP will allow WFP to incorporate the findings of the planned external country portfolio evaluation, scheduled to go to the Executive Board in June 2012, as well as all interagency food security and nutrition seasonal assessments until the post *Gu* 2012 seasonal assessment.

SITUATION ANALYSIS AND SCENARIOS

The overall context

1. Somalia, with an estimated population of 7.5 million,⁴ is classified as a least-developed country (LDC) and a low-income food-deficit country (LIFDC) and is among the poorest and most food-insecure countries in the world. Somalia ranks 225 out of 229 countries with a per capita gross domestic product (GDP) estimated at US\$600⁵ and 43 percent of the population living below the poverty line.⁶
2. Livestock and agriculture are the most important livelihoods systems, with livestock accounting for about 40 percent of GDP and about 50 percent of export earnings.⁷ Somalia is a structurally food deficit country and even in 2010, with high production levels, approximately 40 to 50 percent of cereal needs were met through imports.⁸ Somalia is particularly vulnerable to recurring natural disasters (floods, drought and animal disease epidemics).⁹
3. Somalia has been without a central government for 20 years. While a parliament, a Transitional Federal Government (TFG) and an elected president were established in 2006, the socio-political situation in Somalia has continued to deteriorate with increasing fighting exacerbating an already fragile humanitarian environment. The militant group, Al Shabaab, has since consolidated its power, gaining near complete control of southern Somalia, despite efforts made by TFG, with the support of African Union Mission in Somalia (AMISOM) and neighbouring friendly countries, to regain control of the Kenyan – Ethiopian bordering areas.
4. Important geographical and political differences exist in Somalia. Mogadishu is largely mired in a high intensity conflict, while in central Somalia, the unstable governments and clan conflicts result in occasional interruptions in access for humanitarian actors.
5. In the north, the autonomous Puntland State of Somalia¹⁰ and the unilaterally-declared independent Republic of Somaliland are more stable, though institutions and mechanisms of administration are still weak. Although Somaliland held a successful democratic election in June 2010, the troubled Sool-Sanaag region remains a disputed area and a source of sporadic conflict with neighboring Puntland.
6. Conflict and civil insecurity have intensified since 2009 resulting in massive population displacement and human rights abuses, disrupting trade and economic activities. Humanitarian access has been seriously curtailed by the growing power of Al Shabaab. In January 2010, WFP was banned by Al Shabaab from operating in areas under their control following attacks on WFP compounds and the imposing of unacceptable conditions. The impact of the lack of food assistance in southern Somalia was partially

⁴ UNDP, 2005.

⁵ CIA, World Fact Book 2010.

⁶ UNDP, 2010, Millennium Development Goals Progress Report Somalia

⁷ World Bank, 2004, Towards a Livestock Strategy and CIA, World Factbook – Somalia, 2011

⁸ UN-OCHA, CAP 2011 Somalia

⁹ Godiah, L. M. (2008) An evaluation of the national market profile in Somalia. Prepared for the WFP Regional Bureau for Eastern and Southern Africa.

¹⁰ Puntland is widely believed to be the base from which most pirates operate in the Gulf of Aden and Indian Ocean and conflicts between the Puntland authorities and local militia are common

offset in 2010 by two good consecutive rainy seasons and subsequent harvests; however, the recent failed *Deyr* rains has led to a rapid deterioration of both food and nutrition security highlighting the extreme vulnerability of the population.

7. The Office of the United Nations High Commissioner for Refugees (UNHCR) estimates that 1.46 million people are internally displaced within Somalia and that approximately 24,000 people were displaced on a monthly basis between July and December 2010.¹¹ Conflict remains the key driver of displacement in Somalia with the majority of those displaced currently settled in Lower Shabelle and the Afgoye corridor, Mogadishu and central Somalia.¹²
8. Somalia has one of the lowest school enrolment and literacy rates in the world, especially for girls. According to the United Nations Children's Fund (UNICEF), the gross enrolment rate for primary education is only 30.7 percent and only 38 percent of primary school students are girls.¹³ Enrolment has been further impacted by the current drought. The Education cluster reported a 38 percent drop in school enrolment between November 2010 and April 2011 affecting approximately 1,244 schools,¹⁴ out of which over 400 have been closed as families relocate in search of food, water and better pasture conditions.

The food security and nutrition situation

9. The continuing food and nutrition security crisis and endemic vulnerability to food insecurity in Somalia is driven by conflict, drought, displacement and high food prices. These factors impact all facets of life in Somalia including the ability of government or local authorities to provide basic social services and community members' access to these services. These drivers have eroded the resiliency of communities reducing the sustainability of traditional pastoral and agro-pastoral livelihoods and caused urban migration of failed pastoralists.
10. While the two consecutive good seasons in 2010 temporarily improved the situation in Somalia, the 2010/11 La Nina phenomenon contributed to failed *Deyr* rains and abnormally dry conditions in early 2011 which quickly reversed these gains. According to the post *Deyr* seasonal assessment,¹⁵ some 2.85 million people – over one third of the population – are in need of humanitarian assistance. The largest concentrations of rural populations in crisis are in central and southern regions. Significant deterioration was also noted in the urban areas. Internally displaced persons (IDPs) represent the second largest single population group in crisis;¹⁶ however, WFP-led rapid IDP assessments have shown that the vulnerability level of IDPs varies considerably with some having access to land, income sources and/or retaining an adequate asset level (i.e. livestock).

¹¹ UN-OCHA/UNHCR: New IDP updated September, 2010

¹² FSNAU, Nutrition analysis post *Deyr* 2010/11, Technical series report No VI.35, February 2011

¹³ UNICEF 2006/07 Primary School Survey.

¹⁴ UN-OCHA, Somalia Weekly Humanitarian Overview Issue 15 – 8-15 April 2011

¹⁵ FSNAU, Nutrition analysis post *Deyr* 2010/11, Technical series report No VI.35, February 2011

¹⁶ FSNAU, Food Security and Nutrition Analysis Post *Deyr* 2010/11, Technical Series Report No VI. 36, March 2011

TABLE 1: POPULATIONS IN CRISIS – RECENT TRENDS*					
	Post-Deyr 2008/09	Post-Gu 2009	Post-Deyr 2009/10	Post-Gu 2010	Post-Deyr 2010/11
Urban	705,000	655,000	580,000	310,000	475,000
Rural	1,215,000	1,435,000	1,255,000	785,000	1,005,000
IDPs (UNHCR)	1,295,000	1,550,000	1,390,000	1,410,000	1,465,000
Adjusted IDP to avoid double counting in Rural IPC	850,000	850,000	850,000	850,000	910,000
Total population in crisis	2,770,000	2,940,000	2,685,000	1,945,000	2,390,000 ¹⁷

* Source: Somalia Integrated Food Security Phase Classification (FSNAU)

11. Global acute malnutrition (GAM) is estimated nationally at 16 percent and severe malnutrition is 4 percent which translates into 1 in 7 children being acutely malnourished and 1 in 25 severely malnourished. In WFP operational areas, the nutrition situation of children has remained largely stable over the past season. Median GAM rates are 10.3 percent, 10.7 percent, and 12.6 percent respectively for Somaliland, Puntland and central regions in December 2010, compared to 9.1 percent, 9.8 percent and more than 15 percent¹⁸ (resp.) during the *Gu*'2010 assessment. The nutrition situation of IDPs shows improvements attributed to regular humanitarian assistance, in particular food and labour opportunities.¹⁹ GAM rates in most of southern Somalia are above the alarming level of 25 percent.²⁰
12. Stunting prevalence stands at 19.7 percent nationwide with marked regional differences (9.4 percent in Somaliland compared to 22 percent in South and Central Somalia) reflecting 20 years of conflict that led to the collapse of health and basic social services.²¹ Vitamin A and iron deficiencies in Somalia constitute a serious public health problem.²² The proportion of children aged 0-59 months deficient in vitamin A and iron is 33 percent and 59 percent respectively, whereas in women of child-bearing age it is 54 percent and 41 percent respectively.²³ Only 5 percent of 0-5 months old infants are exclusively breastfed, while 61 percent continue to be breastfed at 12 month of age.²⁴
13. The nutrition crisis is driven by endemic food insecurity and high morbidity rates (e.g. diarrhoea prevalence is estimated at 19.7 percent in children²⁵) and poor availability and utilization of health services. The situation is further exacerbated by a lack of access to drinking water.

¹⁷ In June 2011, this total was increased to 2.85 million.

¹⁸ A median GAM prevalence was not calculated during the *Gu*'10 specifically for the Central region. However, GAM was measured at 22.8% in the Addun livelihood (Eastern part of Mudug and Galgadud), and 15.3% in the Hawd livelihood (Western part of Mudug and Galgadud)

¹⁹ There are no reliable data on the IDPs population living in Afgoye (the number of IDPs in this area is estimated at over 400,000 people), where most humanitarian agencies, including WFP, are unable to access

²⁰ FSNAU, Food Security and Nutrition Analysis Post *Deyr* 2010/11, Technical Series Report No VI. 36, March 2011

²¹ FSNAU, Nutrition analysis post *Deyr* 2010/11, Technical series report No VI.35, February 2011

²² WHO classification

²³ FSNAU/UCL, National Micronutrient and Anthropometric Survey, Somalia 2009.

²⁴ *ibid*

²⁵ FSNAU/UCL, National Micronutrient and Anthropometric Survey, Somalia 2009.

14. The failed *Deyr* rains are driving cereal production to levels not seen since 1995.²⁶ Deteriorating pasture and water conditions have resulted in abnormal migration of livestock.²⁷ According to UNHCR, 52,000 people have fled primarily to urban centers in central region as well as Mogadishu due to drought between December 2010 and February 2011.²⁸
15. In addition to poor rainfall, the lack of irrigation infrastructure systems combined with high input costs (especially fuel), poor tillage and pest damage have precipitated the decline in cereal production. Dwindling rangeland and water resources are also increasing competition among clans, further escalating the already high incidence of resource-based conflicts.
16. The limited availability of locally-produced cereals on the markets contributed to the sharp rise of their prices across the country.²⁹ In southern and central Somalia, cereal prices increased sharply over the past year, recording a 67 percent increase in central Somalia which gets its supplies of cereals from southern Somalia.³⁰ High prices reduce household purchasing power (which has declined across drought-affected areas) as reductions in livestock prices and wages and extremely high water prices exacerbate the impact of increased food prices.
17. Global high food prices have also contributed significantly to cereal price increases in Somalia. In 2010, the Food and Agriculture Organization of the United Nations (FAO) estimated that 53 percent of cereal requirements would need to be imported, despite the abundant *Gu* harvest.³¹ For 2011, FAO estimates that more than 350,000 mt of cereal will need to be imported to satisfy Somalia's food needs.³²
18. The HIV adult prevalence was estimated at 0.7 percent in 2009 and the incidence of tuberculosis (TB) was estimated at 494/100,000 in the general population of which 160/100,000 are sputum smear positive.³³ Co-infection with HIV among TB patients was estimated at 7.9 percent in 2009. Given the overall food security situation and the low density of facilities across Somalia, patients and clients generally travel long distances in order to get treatment and are considered highly food-insecure.

Scenarios

19. It is difficult to predict exactly how food needs will evolve. Protracted conflicts, the ban by Al Shabaab of WFP in the south, uncertainty with climate forecasts and the fact that Somalia is a structurally food deficit country even in a good year all impact the situation. WFP has therefore opted for an operation able to respond to the fluctuating situation. WFP plans to assist food and nutrition insecure households over a period of 18 months.³⁴
20. Current forecasts highlight a below normal *Gu* season, with a total number of people in need of humanitarian assistance likely to increase in the second half of the year. However,

²⁶ UN-OCHA, Somalia Humanitarian Overview Vol. 4 Issue 2 – February 2011

²⁷ FSNAU, Food Security and Nutrition Analysis Post *Deyr* 2010/11, Technical Series Report No VI. 36, March 2011

²⁸ UN-OCHA, Somalia Humanitarian Overview Vol. 4 Issue 2 – February 2011

²⁹ FSNAU, Food Security and Nutrition Analysis Post *Deyr* 2010/11, Technical Series Report No VI. 36, March 2011

³⁰ *ibid*

³¹ FAO, Price monitoring and Analysis country brief – Somalia June-August 2010, www.foodsec.org

³² FSNAU, Food Security and Nutrition Analysis Post *Deyr* 2010/11, Technical Series Report No VI. 36, March 2011

³³ TB and HIV (2009). Somalia - the Henry J. Kaiser Family Foundation; www.globalhealthfacts.org

³⁴ During this 18-month period, WFP will complete and incorporate both an external country portfolio evaluation and the post *Gu* 2012 seasonal assessment into the succeeding operation's strategy and design.

most of this increase is expected to be in inaccessible areas. As WFP's coverage of the population in the central region is already very high, the beneficiaries under this operation are expected to remain relatively stable at these high levels. WFP beneficiary numbers will be updated in September, following the next FSNAU seasonal assessment. Seasonal variations to food and nutrition security are expected, with deterioration during the *Jilaal* (December to March) and *Hagaa* (July to September) dry seasons.³⁵ These variations have been accounted for when determining the monthly beneficiary figures.

21. In the worst-case, deterioration of the current conflict, successive droughts, floods or a deepening of the global food crisis could lead to additional large-scale food shortages.
22. Lastly, a significant shift of power in the south could allow for reengagement and renewed access to vulnerable populations. If necessary, WFP would adjust this EMOP through a budget revision to cope with additional food requirements.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

23. Central and regional governing authorities are weak and under-resourced with Al Shabaab controlling much of the south. Basic service provision is practically non-existent and livelihood opportunities and the economy as a whole are vulnerable to shocks endemic to Somalia such as drought and conflict as well as external factors such as the interruption of remittance from the diaspora due to the global economic situation.
24. In addition to the TFG in Mogadishu, WFP works closely with the semi autonomous governments in Puntland and Somaliland and local authorities in the central regions to implement programs in areas under their respective control. In Somaliland and Puntland, there is a governmental system in place that allows WFP contact with regional authorities to plan and implement food assistance projects. In these two areas, WFP works mainly with the ministries of health, education and planning. In Somaliland, the Government has recently established the Food Assistance Coordination Agency to facilitate coordination between WFP and the local authorities. In central regions, WFP collaborates with various administrations.
25. In February 2011, WFP began a process of strategy development with key government and local authority counterparts in order to jointly identify sectoral priorities, problems blocking the achievement of these priorities and food assistance and non-food based solutions to these problems. This process has supported the strategic design of this EMOP.

Policies, capacities and actions of other actors

26. The 2011–2015 United Nations Somali Assistance Strategy (UNSAS) seeks to coordinate the United Nations' humanitarian, recovery and development priorities and has identified

³⁵ WFP Somaliland Food Security Assessment, 2007; WFP Puntland Food Security Assessment, 2008; WFP Central Food Security Assessment, 2011.

three outcome areas in which the United Nations is best placed to contribute to national priorities: i) Social Services; ii) Poverty Reduction and Livelihoods; and iii) Good Governance and Human Security.

27. An Integrated Strategic Framework (ISF) for the period April 2011-March 2012 has also been created to integrate the United Nations Political Office for Somalia (UNPOS) with the relief and recovery strategies of the UNSAS.

Coordination

28. WFP leads the Food Assistance and Logistics clusters and is also actively involved in other clusters including the nutrition and education clusters.
29. The United Nations also coordinates humanitarian interventions through an annual Consolidated Appeals Process involving United Nations agencies and non-governmental organizations (NGO).
30. WFP partners with FAO on agriculture and livelihoods activities, UNICEF and the World Health Organization (WHO) on health and nutrition, UNHCR on IDP issues, UNICEF on education and with the Food Security and Nutrition Analysis Unit (FSNAU) on food security and nutrition assessments.

OBJECTIVES OF WFP ASSISTANCE

31. EMOP 200281 will use food assistance in line with the WFP Strategic Plan (2008–2013) and the UNSAS. The overall goals are saving lives (Strategic Objective 1), and enhancing food and nutrition security and building resilience to shocks in Somalia (Strategic Objective 2). This EMOP has the following objectives:³⁶
 - To improve food consumption for people affected by conflict and drought, IDPs and other vulnerable groups;
 - To reduce acute malnutrition among children 6-59 months and pregnant and lactating women;
 - To protect livelihoods and enhance self-reliance of households and communities affected by shocks through social safety nets including emergency school feeding and institutional feeding; and
 - To support and strengthen resiliency of communities to shocks through asset creation.
32. WFP has revised the overall strategy for engagement in Somalia aimed at improving operational efficiency and effectiveness through strengthened targeting, greater oversight and a shift in focus from general food distributions (GFD) to nutritional interventions and livelihood approaches. EMOP 200281 also aims to address some of the root causes of food and nutrition insecurity. This will be accomplished by incorporating early recovery elements within life-saving interventions and establishing a flexible nutrition response allowing for preventive or curative approaches.

³⁶ Strategic Objective 1: Save lives and protect livelihoods in emergencies; Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures.

33. This operation includes a significant focus on the nutrition strategy to respond at scale in a holistic manner. The focus will remain on saving the lives of moderately malnourished children aged 6-59 months and pregnant and lactating women and preventing the short and long-term consequences of malnutrition during the first 1,000 days of life. This two-pronged approach will allow WFP to mitigate the immediate threat to the survival of thousands of Somali children, while preparing the ground for a healthier future.
34. Over the course of EMOP 200281, WFP will continue to develop internal and partner capacities in livelihoods programming as well as strengthen partnerships with FAO and other technical partners to ensure that livelihoods activities enhance community and household resilience to weather-related shocks.

BENEFICIARIES AND TARGETING

Targeting Methodology

Relief Assistance

35. Targeting of relief involves four main steps. First, the overall population to be targeted with relief assistance at the district/livelihood zone level is determined using the Integrated Phase Classification (IPC) methodology.³⁷ The FSNAU and partners determine the food security phase of each livelihood zone within each district based on a number of indicators including malnutrition rates, mortality, disease, food access/availability, dietary diversity, coping strategies, access to water, physical insecurity, displacement, and livelihood assets. This information, which is provided through semi-annual seasonal assessments, only indicates where food insecurity exists at the district level including the percentage of population in humanitarian emergency and/or acute food and livelihood crisis.
36. Areas will be targeted with relief assistance on the basis of a combination of the emergency threshold for GAM rates and the percentage of the population classified as humanitarian emergency (HE) or acute food and livelihood crisis (AFLC). The severity of the crisis in a given area determines whether only the HE population estimate or the HE and AFLC population figures will be used to determine the level of assistance as follows:

³⁷ The IPC is a standardized scale that integrates food security, nutrition and livelihood information into a clear statement about the nature and severity of a crisis and implications for strategic response within the five varying levels (referred to as 'phases'): i) Generally food secure, ii) borderline food-insecure, iii) acute food and livelihood crisis, iv) humanitarian emergency and v) famine/humanitarian catastrophe.

TABLE 2: TARGETING CRITERIA FOR RELIEF ASSISTANCE			
		Nutrition Context	
		GAM < 15 %	GAM > 15%
Food Security Context	< 50% of the population in HE + AFLC	Target only HE population with relief	Target HE + AFLC population with relief
	> 50% of the population in HE + AFLC	Target HE + AFLC population with relief	Target HE + AFLC population with relief

37. As a second step, WFP conducts a response analysis exercise at the field level, where security permits, together with local authorities/governments. This involves reviewing the FSNAU IPC and nutrition assessment results as well as defining the overall programme strategy for each area using additional WFP assessments, field level knowledge, livelihood baselines, the frequency of crises in the area and other available information. The response analysis process contributes to ensure transparency, accountability, broader stakeholder involvement, and local level buy-in.
38. In order to reduce the overall inclusion error and incorporate a more comprehensive approach to relief assistance, this EMOP proposes a strategic shift from the previous operation. Targeted supplementary feeding programme (TSFP) family rations and food-for-work (FFW) schemes will be prioritized to meet relief needs. GFD will continue to be used during acute emergencies when other options are not possible due to time or access constraints. In the context of Somalia, using TSFP as a targeting mechanism and channel for delivering relief assistance proved to be more reliable and less subjective than using other vulnerability criteria. Eligibility for the TSFP being based on anthropometric criteria, the relief assistance provided through TSFP family rations is better accepted by the communities and local authorities and also reduces the likelihood of beneficiaries being pressured to share their food entitlements among the entire community. Similarly, self-targeting FFW schemes will be used to meet basic relief needs when suitable projects have been identified and partners have the necessary implementation capacity. This approach also provides a more locally acceptable option for targeting and provides a benefit to the community through basic rehabilitation works. GFD will be used to meet any geographic or seasonal gaps in the targeted population not reached through TSFP and FFW or as a stop gap while these are being set up.
39. The third step establishes the beneficiary caseload at the village level. First, TSFP including family ration coverage is determined. Then in areas classified as HE, where relief is appropriate and the family ration coverage is inadequate, additional villages to be targeted with FFW or GFD are determined using a comprehensive village database. The database incorporates village level population data and political and socio-economic vulnerability indicators, such as livelihoods, clan status, IDP presence and access to water, schools and hospitals and TSFP coverage.
40. The fourth and final step, applicable only to GFD, as FFW is self-targeting, involves household level targeting at villages selected through the village database. Enhanced guidelines regulate beneficiary selection and overall implementation. GFD is always

targeted to the most vulnerable through the use of livelihood-specific targeting criteria tailored to each community. The household level targeting is guided by a series of newly developed targeting standards using a set of selection criteria based on baseline livelihoods data by wealth group in targeted villages tailored to each livelihood zone or village. Increased transparency in the selection process is ensured through active community involvement in targeting, announcements broadcasted by local media and displays of the chosen selection criteria at the village level.

41. Targeting mechanisms in urban areas vary. In the highly insecure and politicized environment of Mogadishu, WFP employs a system of wet feeding sites as a self-targeting mechanism for food distributions to the most vulnerable. The wet feeding programme in Mogadishu provides daily hot meals to over 80,000 destitutes. Wet feeding beneficiaries are calculated based on current program activities and the level of uptake at the various feeding centres. In other urban centres, the urban poor are targeted through the TSFP centres. WFP is also reviewing options for a voucher system on a pilot basis in stable urban centers.
42. Newly displaced people in camp settings may receive assistance for a period of up to three months, once verified by WFP or UNHCR, at which point food security assessments will determine appropriate interventions beyond that period.
43. In areas not classified as HE, the level of food insecurity, GAM rates, CP and WFP capacities and the existence of key basic service infrastructure including schools, and mother and child health clinics are all taken into account to inform the scope of WFP's interventions.

Nutrition interventions

44. The WFP strategy focuses on a preventative approach during the first 1,000 days of life and treating acute malnutrition in children 6-59 months and pregnant and lactating women. In response to fluctuating malnutrition rates, WFP is setting up a permanent network of partners and facilities to deliver a range of nutrition services. This will allow a more flexible approach for responding at scale, integrating preventive and curative nutrition and strengthening partners for longer-term relationships. TSFP is to be implemented in all areas of high food and nutrition vulnerability, whereas mother-and-child health and nutrition (MCHN) programmes will be implemented in areas with lower food and nutrition vulnerability. The determination of the relevant nutrition response is as follows:

TABLE 3: TARGETING CRITERIA FOR NUTRITION INTERVENTIONS	
GAM rates	Implementation strategy
GAM below 10%	MCHN
GAM between 10% and 15%	MCHN and/or TSFP depending on the situation and operational context ³⁸
GAM above 15%	TSFP

³⁸ Including CP capacities, access to facilities, security, availability of resources, presence of aggravating factors, etc.

45. WFP will provide TSFP to moderately acutely malnourished children aged 6-59 months and acutely malnourished pregnant and lactating women. Children will be screened and referred to TSFP using mid-upper arm circumference measurements (MUAC)³⁹ and weight-for-height.⁴⁰ Pregnant and lactating women are referred to TSFP using MUAC⁴¹. The average duration of treatment varies between three and four months. Beneficiary figures were determined based on the prevalence of malnutrition.
46. MCHN focuses on the first 1,000 days of life targeting children under 2 and PLW through blanket supplementary feeding for the prevention of acute malnutrition in areas with more stable nutritional situations and a functioning basic health system. The approach streamlines the integration of health and nutrition services whereby children aged 6-23 months and pregnant and lactating women seeking health services in WFP-supported MCHN clinics will receive a monthly supplementary ration. Beneficiary figures are calculated using facility admittance trends. On average children aged 6-23 months stay for 18 months in the program, while pregnant and lactating women will receive WFP assistance for up to 12 months.⁴² This programme will continue to focus on northeast and northwest Somalia, where GAM rates are more stable and the institutional context more favourable for integrating health and nutrition.

Social Safety Nets

47. WFP assistance is also provided through an emergency school feeding programme (ESFP) and institutional feeding (IF) as an added safety net in relatively stable areas where the education system is functioning and for extremely vulnerable populations including anti-retroviral treatment (ART) and TB-DOTS clients.
48. Access to food through ESFP is a major safety net component in vulnerable communities, with the primary objective of supporting children and their families to offset part of their food needs. ESFP targets primary school children mostly in the north through school meals comprised of a daily breakfast and lunch as well as take-home rations for girls based on 80 percent attendance in a given month as per the school attendance registers. The 2008 WFP ESFP baseline study clearly showed that although overall enrolment had increased in WFP-supported schools, the enrolment gain was disproportionately for boys resulting in a larger gender gap; the take-home ration for girls is intended to address this. ESFP planned beneficiary figures were defined with local authorities based on ongoing program activities and operational capacities of WFP and partners.
49. The IF activity targets pre-ART, ART, and TB-DOTS clients and their families through institutions and centres supported by the Global Fund to fight AIDS, TB, and Malaria (GFATM). The strategy implemented is a care and treatment approach, but given the high levels of food insecurity and malnutrition in the country, WFP continues to support all TB-DOTS clients and pre-ART and ART clients as an interim measure. Meanwhile, WFP is continuing to work with partners to establish mechanisms for nutritional screening or separate food security assessments at individual level. A limited amount of support may be provided to other institutions, such as general hospital in-patients and orphanages under certain conditions. IF beneficiary figures are based on current admission trends.

³⁹ MUAC between 115 and 125mm.

⁴⁰ Weight for height =>-3 <-2 Z-score will be the admission criteria.

⁴¹ MUAC less than 21cm

⁴² Pregnant women are eligible from the second trimester while lactating women are eligible for the first six months.

50. All pregnant women registered at WFP-supported MCH clinics will receive a one-off incentive ration (MCHN incentive) when they deliver under medical attention to promote healthier pregnancies and safer deliveries. Only 5 percent of deliveries are currently attended by skilled health workers.⁴³

Livelihoods Assistance

51. This operation will incorporate focused food-for-assets (FFA) and food-for-training (FFT) programmes to increase the sustainability of traditional livelihoods and enhancing resilience. While the overall purpose of WFP assistance is to address immediate household food and nutrition insecurity, in more stable areas or seasons, FFA and FFT will also allow WFP to take advantage of its strong field presence to build household and community assets. FFA and FFT beneficiary figures are based on current program activities, proposed new activities and operational capacities.
52. Communities identified by FSNAU as borderline food-insecure (BFI) or facing AFLC will be targeted with FFA in order to build community resiliency to shocks through the expansion of productive assets. Priority interventions and participant households will be selected in consultation with community representatives, but will include projects focused on improving water and pasture availability and access which are the greatest natural causes to food and nutrition insecurity in pastoral and agro-pastoral settings. Specific assets will include dams, reservoirs, soil bunds, check dams and feeder roads, among others. A monthly family ration will be provided for the period of time worked under FFA. Work norms and workdays will be used to calculate the food entitlement.
53. FFT will target similar areas with a focus on income-generating activities, literacy and numeracy training, specifically for women.

Geographical Response Strategies

54. Overall the main livelihoods of Somalia include pastoralism, agro-pastoralism, fishing and urban centres. There are important variations between the livelihood systems in the country, and consequently vulnerability factors that are driving the food and nutrition crisis require nuanced livelihood-specific responses. These responses must address both the acute food and nutrition needs and be built on, where possible, a livelihood resilience foundation. These nuanced approaches also need to take into account different regional socio-economic variations.
55. In Mogadishu, the operation will be life saving with a focus on self-targeting mechanisms such as wet feeding and TSFP. Central regions will also remain relief-oriented with TSFP including a family ration and GFD due to the high level of population in HE and low level of resilience. Where possible, relief-oriented FFW will be used to address household food insecurity while incorporating elements of early recovery focusing on access and availability of water. In Puntland, the full range of activities will be implemented due to its varying livelihood zones and vulnerability factors. Finally, in Somaliland, due to the relative peace and physical security as well as higher levels of resiliency, the operation will focus to a much greater degree on early recovery-oriented activities and will only resort to relief activities in times of extreme shock, primarily through nutrition activities and relief-oriented FFW.

⁴³ UNICEF/Health Management Information System data 2011

Beneficiaries

56. Based on a range of factors (the FSNAU post *Deyr* 2010/11 harvest analysis, WFP assessments and other activity-specific targeting criteria, past programme experience, cooperating partner implementation capacities and availability, and other factors), WFP plans to reach up to 2.65 million people per annum. The monthly average beneficiary caseload is one million.⁴⁴
57. WFP beneficiary numbers are updated twice a year (March and September), after each FSNAU seasonal assessment through a series of detailed response analysis processes at the regional level with local authorities. By determining the number of people in HE and AFLC, these assessments have a direct impact on the beneficiary projections for relief assistance. However, the longer planning horizons of the various other activities mean the assessment results have a limited impact on planning figures, particularly in areas classified as BFI. Ad-hoc rapid food security and nutrition assessments also inform the response throughout the EMOP period.

⁴⁴ In the previous EMOP the beneficiary figures were based on the monthly average. This did not take into account the rotation of beneficiaries in FFW/A projects, supplementary feeding, MCHN and institutional feeding programmes. The new EMOP beneficiary reporting methodology takes new admissions and discharges into account.

TABLE 4: BENEFICIARIES BY ACTIVITY TYPE AND YEAR

Activity	Average Monthly Beneficiaries	Year 1 (July to December 2011)	Year 2 (January to December 2012)	Percentage female
<i>Nutrition Activities</i>				
Mother-and-child health and nutrition (MCHN)	113,000	113,000	158,000	55%
Targeted supplementary feeding programme (TSFP) – Individuals	61,000	122,000	244,000	56%
<i>Relief Activities</i>				
TSFP family ration	357,000	732,000	1,464,000	56%
Wet feeding	100,000	100,000	120,000	50%
General food distributions	194,000	194,000	233,000	50%
Food for work ⁴⁵	17,000	25,000	50,000	50%
<i>Social Safety Nets</i>				
ESFP - School meals ⁴⁶	81,000	81,000	81,000	42%
ESFP - Girl's take-home ration ⁴⁷	34,000	34,000	34,000	100%
Institutional feeding ⁴⁸	39,000	39,000	78,000	44%
Incentive for MCHN	30,000	180,000	360,000	53%
<i>Livelihoods Activities</i>				
Food for assets ⁴⁹	75,000	113,000	226,000	50%
Food for training ⁵⁰	26,000	26,000	52,000	50%
Total	1,127,000	1,759,000	3,100,000	
Adjusted total⁵¹	993,000	1,505,000	2,650,000	

⁴⁵ Four months average project cycle, 20% of beneficiaries previously reached under GFD or TSFP

⁴⁶ This represents the maximum figure for entire project period

⁴⁷ *ibid*

⁴⁸ Eight months average for TB-DOTS patients and 12 months for HIV clients. 66% (25,740) IF beneficiaries are TB patients and their family members; there is 8% (3,120) co-infection of TB patients with HIV leading to the 39,000 HIV clients/TB patients without double counting or 42,120 HIV clients/TB patients with double counting.

⁴⁹ Four months average project cycle, 20% of beneficiaries previously reached under GFD or TSFP.

⁵⁰ *ibid*

⁵¹ The total number of beneficiaries was adjusted to avoid double-counting of persons assisted through more than one activity. This includes TSFP individuals also receiving TSFP family ration, THR beneficiaries also benefiting from school meals, lactating women (MCHN) previously pregnant, TSFP beneficiaries also benefiting from wet feeding; women receiving the MCHN incentive; co-infection of TB patients with HIV; FFT, FFW and FFA beneficiaries previously reached under GFD or TSFP.

NUTRITIONAL CONSIDERATIONS AND RATIONS

58. Institution-based activities will provide fortified milled cereals to facilitate acceptance and utilization and mitigate risks for misuse. Milling and fortifying WFP grains in country is currently not feasible.
59. The GFD and TSFP family rations have been harmonised to facilitate acceptance of the new strategic approach focusing on targeted relief distributions primarily through TSFP, and complemented by FFW and GFD if needed. As several studies have shown that highly food-insecure families meet between nine percent and 15 percent of their food needs through own production and/or up to 20 percent through purchases,⁵² the ration provides 80 percent of total energy requirements.
60. The individual TSFP ration for moderately malnourished children is made of corn-soya blend (CSB), vegetable oil and sugar or a ready-to-use supplementary food (RUSF). The use of each ration depends on a number of operational and logistical factors, including security and partner capacity. Over the course of the EMOP, WFP will explore opportunities for procuring RUSF from suppliers supported by WFP in other countries.

⁵² WFP Somaliland Food Security Assessment, 2007; WFP Puntland Food Security Assessment, 2008; WFP Central Food Security Assessment, 2011

TABLE 5: FOOD RATIONS BY ACTIVITY

Activity	Ration Sizes (grams/person/day)							Total number of feeding days per year	Energy (kcal)	% Energy from protein	% Energy from fat
	Cereal	Pulse	Veg. oil	CSB	Sugar	Salt	RUSF				
<i>Nutrition Activities</i>											
Mother-and-child health and nutrition (MCHN)			20	250	17			365 (U2), 180 (PLW)	1,245	14.5	25.3
TSFP – Individuals (RUSF)							92	90 – 120	500	10	59.2
TSFP – Individuals (CSB)			20	250	17			90 – 120	1,245	14.5	25.3
<i>Relief assistance</i>											
TSFP family ration	278	122	29					90 – 120	1,646	14.1	22.7
Wet feeding	375	150	25	40				312	2,241	14.8	18
General food distributions	278	122	29					30 – 180	1,646	14.1	22.7
Food for work	417	122	29					120	2,132	13.5	19.9
<i>Social Safety Nets</i>											
ESFP – School meals	150	30	25	50	20			225	1,153	10.1	24.1
ESFP – Girl’s take-home ration			20					270	177	0	100
Institutional feeding inpatient	400	50	30	100				240-365	2,300	11.2	17
Institutional feeding family	278	122	29					240-365	1,690	12.7	18.7
MCHN Incentive	278	122	29					30	1,690	12.7	18.7
<i>Livelihoods assistance</i>											
Food for assets	417	122	29					120	2,132	13.5	19.9
Food for training	222	56	15					120	1,101	13.3	19.9

61. All activities are planned throughout the course of the EMOP, except ESFP which is based on the school year. The average individual project period is 3 to 12 months. Seasonal assessments will inform the continuation of projects or reallocation of resources.

62. A total of 239,820 mt of food commodities is required for the duration of the EMOP, as detailed in Table 6 below.

TABLE 6: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)								
Activity	Cereal (Grain)	Cereal (MML)	Pulse	V. Oil	CSB	Sugar	RUSF	Total
<i>Nutrition Activities</i>								
Mother-and-child health and nutrition (MCHN)	0	0	0	1,044	13,050	887	0	14,981
TSFP – Individual	0	0	0	305	3,820	260	1,628	6,013
<i>Relief assistance</i>								
TSFP family ration	53,402	0	23,435	5,570	0	0	0	82,407
Wet feeding	20,346	0	8,138	1,357	2,170	0	0	32,011
General food distributions	29,155	0	12,794	3,043	0	0	0	44,992
Food for work	3,714	0	1,086	258	0	0	0	5,058
<i>Social Safety Nets</i>								
ESFP – School meals	1,585	5,312	1,508	974	1,751	677	0	11,807
ESFP – Girls’ take-home ration	0	0	0	272	0	0	0	272
Institutional feeding inpatient	0	6,086	2,418	611	201	0	0	9,316
MCHN incentive	0	3,755	1,647	392	0	0	0	5,794
<i>Livelihoods assistance</i>								
Food for assets	16,918	0	4,950	1,177	0	0	0	23,045
Food for training	3,124	0	788	212	0	0	0	4,124
Total (mt)	128,244	15,153	56,764	15,215	20,992	1,824	1,628	239,820

IMPLEMENTATION ARRANGEMENTS

63. **Operational Capacity:** In WFP operational areas, an extensive field presence exists through area offices in Hargeisa, Bossaso, Galkayo and Mogadishu and sub-offices in Berbera and Garowe all of which serve as major extended delivery points except Garowe. At present, more than 50 percent of WFP's 325 staff members, including 21 internationals, are permanently posted inside Somalia. The EMOP envisions an even more robust field presence, with an international staffing structure of a typical area office composed by one head of office, three programme officers, logistics officer, security officer and finance officer.
64. **Participation:** WFP has increasingly involved local communities in the planning and implementation of the various activities through the formation of food assistance committees and enhancing information sharing on rations and targeting criteria. WFP uses ration cards and registration lists to ensure greater transparency in targeting and where possible, ration cards are issued in women's names.
65. **Partnerships:** WFP currently works with 73 cooperating partners that are subjected to regular performance reviews, the results of which are kept in a database that is continuously updated and consulted prior to the renewal of field-level agreements (FLA). WFP will continue to place a significant focus on regular training of CPs in order to strengthen their capacity in all activities, including nutrition partners. Collaborative arrangements with partners will continue to be articulated in letters of agreement, memoranda of understanding and FLAs that specify respective responsibilities and tasks, including inputs, implementation schedules, monitoring and reporting requirements and performance indicators. WFP also strategically partners with sister United Nations agencies to ensure complementarities.
66. **Logistical arrangements:** At the present time all WFP food deliveries are made by sea. While Mombasa and Dar es Salaam are the primary load ports for Mogadishu, Djibouti is also used to supply the ports of Bossaso and Berbera in the north; South African ports are also used on occasion. Piracy continues to be a major threat to sea transport in Somalia. Since 2007, WFP's maritime transport has been greatly supported by a system of naval escorts using naval assets provided by various governments, the North Atlantic Treaty Organization (NATO) and the European Union. The system has proven to be effective and no escorted WFP ship has been hijacked since its implementation.
67. Direct deliveries are made to approximately 700 final distribution points (FDPs) and to five active extended delivery points within Somalia, each equipped with logistics staff and commodity tracking systems. Commercial transport companies are employed for ocean, overland, and inland transport through established WFP short-listing and contracting procedures. A bond system is in place for all transport carried out by the companies whereby WFP holds a 30 percent cost, insurance and freight (c.i.f) financial bond in order to mitigate the risk of losses. In the event of any loss, the transporter is responsible for reimbursing 100 percent of the c.i.f value of the commodities.
68. **Procurement:** Historically, WFP has purchased maize, pulses and CSB from Kenya, Uganda and South Africa. Through its ongoing market analysis, WFP is also actively reviewing the possibility of in-country purchases. WFP purchased sugar in Somalia in 2008 and attempted to procure a limited amount of sorghum in Somaliland in 2010,

however the supplier reneged on the agreement. WFP will pursue options to strengthen the linkages between WFP and local farmers and small scale traders as well as between FFA activities and increased agricultural production.

69. **Milling:** Milling options are inadequate to ensure appropriate quality control. Over the course of EMOP 200821, WFP will explore opportunities for in-country milling and fortification and other food processing options. Should these options be feasible and cost-effective, a separate Purchase for Progress-type programme will be developed and integrated into the EMOP.
70. **Cash-based interventions:** Building on the growing body of experience of cash-based interventions by the international community in Somalia, coupled with the functioning and integrated market system, WFP will take this opportunity to further explore voucher and cash for work on a pilot basis with the view to assess their relevance, feasibility and sustainability and the potential for scaling-up based on market assessments.

PERFORMANCE MONITORING

71. The monitoring is based on the logical framework matrix in Annex 3 in line with the WFP Strategic Results Framework (2008-2013) with a series of activity-specific monitoring tools designed to measure both outcome and output level indicators.
72. While WFP endeavours to directly monitor all FDPs to collect qualitative and quantitative data, in Mogadishu and parts of central Somalia access remains constrained by United Nations regulations or insecurity. In WFP operational areas where United Nations staff movements are not cleared by the United Nations Department of Safety and Security (UNDSS), either for short or prolonged periods, WFP has contracted private companies for “third party monitoring”. Staff of these entities receive the same training as WFP monitors and their data and reports feed into the overall WFP monitoring system. WFP triangulates information through other sources with the information provided by monitoring companies.
73. Data collected is analysed to measure progress and take corrective actions. This analysis determines requirements for further training and awareness raising of CPs, tasking of post-distribution monitoring or future distribution monitoring, and action to be taken against stakeholders in the case of misuse. This includes cancelling FLAs and deducting the value of any food misused from invoices under process.
74. In order to enhance monitoring capacity, especially for FFA programmes, WFP plans to work with FAO on a pilot programme for remote sensing satellite imagery analysis. Using FAO’s existing knowledge and capacity in this area, the imagery will provide useful information not only on the status of FFA projects but will also assist WFP to assess agricultural production and complement ongoing UNHCR efforts to use satellite imagery in improving estimates of IDP populations in inaccessible area of Somalia.
75. In order to triangulate onsite monitoring, WFP tracks beneficiary complaints through a beneficiary feedback hotline and coordinates follow up missions and corrective measures at the area office level. All the relevant contact information and the purpose of the hotline have been widely communicated through radio announcements, the distribution of hotline cards and on GFD beneficiary ration cards. An alternative monitoring system is also in place whereby, key stakeholders, including beneficiaries, are contacted via telephone to

verify distributions took place as planned. These monitoring tools are meant to facilitate necessary corrective action as well as further capacity building requirements.

76. WFP aims to monitor a high percentage of its distributions on a monthly basis, despite the extremely challenging security situation. In 2010, WFP monitored on average 57 percent of the active FDPs each month through both direct and alternative monitoring. With the introduction of the third party monitoring, this has increased to 68 percent coverage in January 2011. Direct monitoring by WFP or third party entities accounts for 37 percent of the FDPs in 2010 and 58 percent in January 2011 respectively.
77. Monthly reconciliation between seasonal allocation plans, monthly distribution plans and deliveries are also conducted in order to verify that discrepancies are justified and that there are not any unauthorized deliveries occurring at any stage of the planning and implementation chain.
78. WFP, in close collaboration with FEWS-NET and FAO, is operating a permanent cross-border monitoring system that tracks livestock and food movements and seeks to increase the understanding of cross-border trade in the region. Enumerators are in place to collect data at key points on Somalia's border with Kenya, Ethiopia and Djibouti. To date, WFP has conducted two independent cross-border monitoring exercises which looked at food movements (including food aid) between Somalia and Kenya/Ethiopia. Under this EMOP, WFP will seek to continue to support both inter-agency and WFP monitoring of cross border trade flows.
79. Outcome level performance will be measured using various sources, including direct data collection by WFP (community asset score, food consumption score), FSNAU seasonal assessment data (GAM rates), project specific CP reporting (nutrition programme outcomes) and other agency data (GFATM partners data on TB and HIV & AIDS). Data collection tools utilized under the previous operation provide baseline data, whereas the community asset score formats will be completed prior to conducting a sample of FFA activities in order to serve as a baseline.
80. An external country portfolio evaluation is planned during the last quarter of 2011. Its findings will be used to inform adjustments to the operation, if appropriate, as well as the development of the subsequent operation.

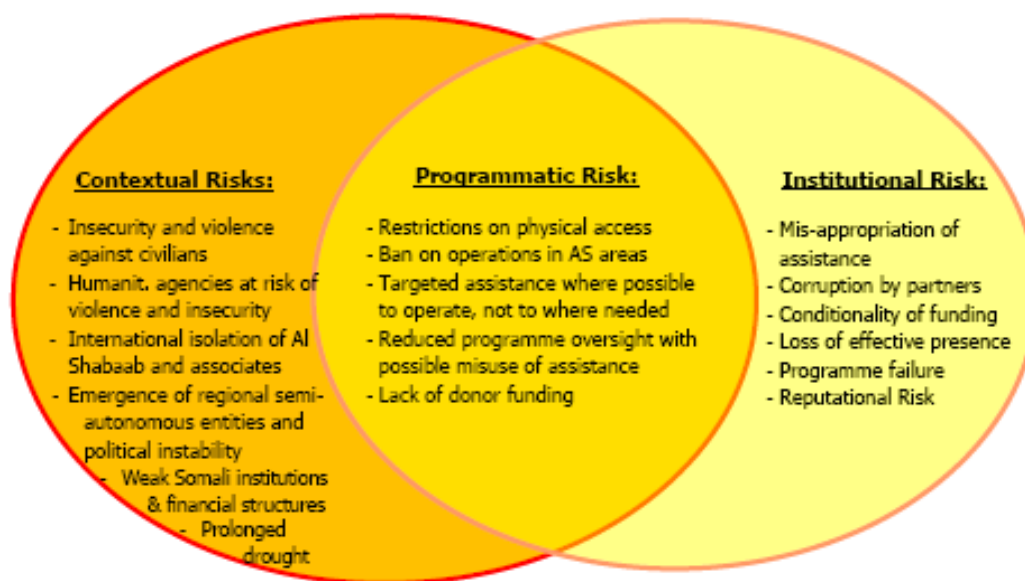
HANDOVER STRATEGY

81. Given the ongoing conflict and subsequent population displacement as well as the country's vulnerability to recurrent natural disasters, substantial emergency food assistance will likely be necessary beyond 2012 in Somalia. In the absence of a sustainable and effective central government, it is unlikely that WFP will have the opportunity to plan a handover strategy and engage in long-term resource programming.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

Hazard and Risk assessment

FIGURE 1: KEY RISKS



82. As figure above shows, the main risks related to EMOP 200281 are wide ranging and interconnected and can be classified as contextual, programmatic or institutional. Consequently, efforts intended to mitigate a particular risk have, or will have, a knock-on impact, increasing exposure to new risks or heightening existing risks.
83. WFP has put in place a multitude of interlinked mitigation efforts and initiatives focusing on ensuring greater oversight of staff, partners and processes through a number of checks and balances including third party monitoring, improved programme design, greater inclusivity and transparency in planning, strengthened targeting approaches, a series of standard operating procedures to provide greater guidance on implementation and a focus on developing the capacity of partners. Despite these measures, a degree of residual risk will always remain.
84. The overall costs associated with the mitigation of these risks, above the previous operation and 'normal' WFP operational presence and activities, is estimated at approximately US\$17.9 million over the course of the EMOP. These costs represent approximately 23 percent of the total other direct operational costs (ODOC) and direct support costs (DSC). These mitigation efforts result in an overall increase in the cost of the operation with:
- US\$10.6 million in costs for additional monitoring activities, cooperating partner training and capacity development directly attributable to a specific mitigation measure(s);
 - US\$3.7 million for staff travel for monitoring and oversight missions;

- US\$3.6 million for the creation of additional posts including one additional junior compliance officer, a roving finance officer, an additional eight programme officers and an expanded M&E unit.
85. Additional risks include high food prices, insufficient partner capacities and droughts. All of these factors could lead to an increasing number of people in need of food assistance because of loss of livelihood assets and/or reduced access to markets.
 86. Insecurity is the single greatest risk to the ability of WFP to implement the operation and similarly, a change in the current conflict dynamics in the south could result in WFP regaining access to currently inaccessible areas. A re-engagement in the south would entail a significant scale up of WFP operations in Somalia.
 87. A lack of sustained and continuous contributions could also further jeopardize the implementation of this emergency operation.

Preparedness Planning

88. WFP will continue to play a strategic role in joint United Nations contingency planning processes while also continuously updating its own contingency plans to respond to possible increased conflict, drought and the potential re-engagement by WFP in Al Shabaab-controlled areas.
89. Efforts by the TFG, AMISOM, and regional actors to break Al Shabaab's hold on southern Somalia achieved limited success in early 2011 with gains made along the Kenyan-Ethiopian border but very little gains in Mogadishu.
90. While WFP has made contingency plans for possible renewed access to large swathes of southern Somalia, including the densely populated Afgoye Corridor, a major opening of the south would present multiple challenges and risks for WFP. As such, the WFP contingency plan addresses issues of re-establishing transport, storage, CP and other networks or facilities. In the event that this will occur during the life of this EMOP and based on the post *Deyr* analysis, it is estimated that WFP would require an additional 46,000 mt of commodities for an initial period of three months for approximately one million additional beneficiaries.
91. In order to address certain internal procedural weaknesses, WFP has invested and will continue to invest in strengthening its control mechanisms through enhanced strategy and programme design, increased monitoring, enhanced planning and implementation through the development of a number of guidelines and tools designed to improve targeting, reduce and mitigate potential misuse and develop CPs' capacities.

SECURITY CONSIDERATIONS

92. Conditions in Somalia are fluid and unpredictable. Provisions must be made to frequently adjust activities in response to changing security conditions. In light of the significant increase in security incidents and threats towards aid workers and United Nations staff, WFP has developed a strategic management model to ensure operational continuity

within the current Somali context, linking an enhanced security presence with local authorities, elders and community leaders to ensure continued access.

- 93. International and key national staff will be required to complete a compulsory Safer and Secure Access to Field Environment for Somalia (SSAFE) training in Nairobi, while other national staff will receive a similar adapted training on the ground.
- 94. The lack of reliable external security services also entails substantial expenditures for the refurbishing and periodic upgrading of all offices and housing for United Nations staff to comply with minimum operating security standards (MOSS). WFP will make capital investments and improvements including the building of a new complex in Garowe, which is included in the budget.
- 95. Additional armoured vehicles and security-related equipment is included in the budget. Also, in parts of Somalia, United Nations agencies cannot use their own vehicles, the hiring of vehicles results in extra rent and communications costs for WFP. The temporary nature of the rental precludes the installation of long-distance telecommunication equipment, while the absence of very high frequency radio networks and unreliability of mobile phone networks means that satellite phones must be used.
- 96. WFP also manages on behalf of the humanitarian community the United Nations Humanitarian Air Service (UNHAS) through a separate, but complementary, Special Operation (SO). This SO is critical in ensuring staff safety in travel to and within Somalia.

RECOMMENDATION

- 97. The Executive Director and Director-General of FAO are requested to approve the proposed emergency operation (Somalia 200281), designed to benefit 2.65 million people with a food cost of US\$122 million and a total cost of US\$304 million.

APPROVAL

.....
Ms. Josette Sheeran
Executive Director
United Nations World Food Programme

Date:

.....
Dr. Jacques Diouf
Director-General
Food and Agriculture Organization of the
United Nations

Date:.....

ANNEX 1A

PROJECT COST BREAKDOWN			
Food⁵³	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	143,399	49,231,006	
Pulses	56,765	30,743,866	
Oil and fats	15,213	22,043,041	
Mixed and blended food	22,619	18,676,622	
Others	1,824	1,473,576	
Total food	239,820	122,168,111	
Cash transfers		0	
Voucher transfers		0	
Subtotal food and transfers			
External transport			29,533,279
Landside transport, storage and handling			56,002,764
Other direct operational costs			14,469,762
Direct support costs ⁵⁴ (see Annex I-B)			61,957,639
Total WFP direct costs			284,131,555
Indirect support costs (7 percent) ⁵⁵			19,889,209
TOTAL WFP COSTS			304,020,764

⁵³ This is a notional food basket for budgeting and approval. The contents may vary.

⁵⁴ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

⁵⁵ The indirect support cost rate may be amended by the Board during the project.

ANNEX 1B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	22,565,732
National professional staff	2,667,962
National general service staff	3,430,350
Temporary assistance	5,780,001
Overtime	101,706
Hazard Pay & Hardship Allowance	2,211,000
International consultants	345,900
Local consultants	139,084
United Nations Volunteers	276,107
Commercial Consultancy Services	2,933,412
Staff duty travel	4,082,467
Sub-total	44,533,720
Office expenses and other recurring costs	
Rental facilities	945,000
Utilities (general)	748,200
Office supplies	495,000
Communications and IT services	1,213,969
Insurance	0
Equipment repair and maintenance	306,000
Vehicle Running Cost and Maintenance	1,883,520
Office Set-up and Repairs	3,000,000
United Nations organizations services (WFP's share of common United Nations cost in Nairobi)	2,331,000
Sub-total	10,922,689
Equipment and other fixed costs	
Vehicles	2,443,700
TC/ICT equipment	1,132,050
Local Security Costs	2,925,480
Sub-total	6,501,230
Total direct support costs	61,957,639

ANNEX 2: LIST OF ACRONYMS

AFLC	acute food and livelihood crisis
AMISOM	African Union Mission in Somalia
ART	anti-retroviral therapy
BFI	borderline food-insecure
CIF	cost, insurance and freight
CP	cooperating partner
CSB	corn-soya blend
<i>Deyr</i>	minor rains - typically between September to November
EMOP	emergency operation
ESFP	Emergency School Feeding Programme
FAO	Food and Agriculture Organization of the United Nations
FDP	final distribution point
FEWS-NET	Famine Early-Warning System Network
FFT	food for training
FFA	food for assets
FFW	food for work
FSNAU	Food Security and Nutrition Analysis Unit - Somalia
GAM	global acute malnutrition
GDP	gross domestic product
GFD	general food distribution
<i>Gu</i>	major rains - typically April to July
<i>Hagaa</i>	minor dry season – typically July to September
HE	humanitarian emergency
HF	high frequency
HIV / AIDS	human immunodeficiency virus / acquired immune deficiency syndrome
IDPs	internally displaced person
IF	institutional feeding
IPC	Integrated Phase Classification
ISF	Integrated Strategic Framework
<i>Jilaal</i>	major dry season – typically December to March
LIFDC	low-income food-deficit country
LDC	least developed country
LTSH	landside transport, storage and handling
MCHN	mother-and-child health and nutrition
MUAC	mid-upper arm circumference
MOSS	minimum operating security standards
NATO	North Atlantic Treaty Organization
NGO	non-governmental organization
RUSF	ready-to-use supplementary food
SAM	severe acute malnutrition
SO	Strategic Objective
SSAFE	Safer and Secure Access to Field Environment (for Somalia)
TB	Tuberculosis
TFG	Transitional Federal Government
TSFP	targeted supplementary feeding programme
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNPOS	United Nations Political Office for Somalia
UNSAS	United Nations Somali Assistance Strategy
WHO	World Health Organization

ANNEX 3: LOGFRAME SUMMARY OF SOMALIA EMOP 200281

Results	Performance indicators	Risks, assumptions
<p>Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies <i>Support conflict and disaster-affected people, IDPs and other vulnerable groups, whose food and nutrition security has been adversely affected by shocks</i> <i>Protect livelihoods and enhance self-reliance of households and communities affected by shocks through social safety nets</i></p>		
<p>Outcome 1.1 Reduced acute malnutrition in children under 5 in targeted, areas (through relief and nutrition interventions).</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as percent) (<15 percent). ➤ Percentage of moderately malnourished children admitted into SFP cured (>70). ➤ Percentage of moderately malnourished children admitted into SFP dead (<3). ➤ Percentage of moderately malnourished children admitted into SFP default (<15). 	<p><i>Armed conflicts or natural disasters do not further disrupt food production and consumption.</i> <i>No outbreaks of further epidemic diseases (e.g. measles, cholera, avian flu etc.)</i> <i>Complementary non-food inputs such as water and sanitation provided by partners.</i> <i>Adequate number of qualified and motivated nutrition and health workers available.</i> <i>Basic nutritional and health facilities are available and accessible to all targeted beneficiaries.</i> <i>Security situation will allow WFP and partners to implement activities and monitor their effectiveness.</i></p>
<p>Outcome 1.2 Improved food consumption over assistance period for targeted emergency-affected households (through relief assistance).</p>	<ul style="list-style-type: none"> ➤ Household food consumption score (80% of households have borderline or acceptable consumption). 	
<p>Outcome 1.3 Stabilized enrolment of girls and boys at high risk of dropping-out from target primary schools</p>	<ul style="list-style-type: none"> ➤ Retention Rate (70%) ➤ Gender Ratio: ratio of girls to boys enrolled (1:1) 	
<p>Outcome 1.4 Maintained access to services for anti-retroviral therapy (ART) and TB treatment</p>	<ul style="list-style-type: none"> ➤ Default rate (TB) (<15%) ➤ Default rate (ART) (<20%) ➤ TB treatment success rate (90%) 	

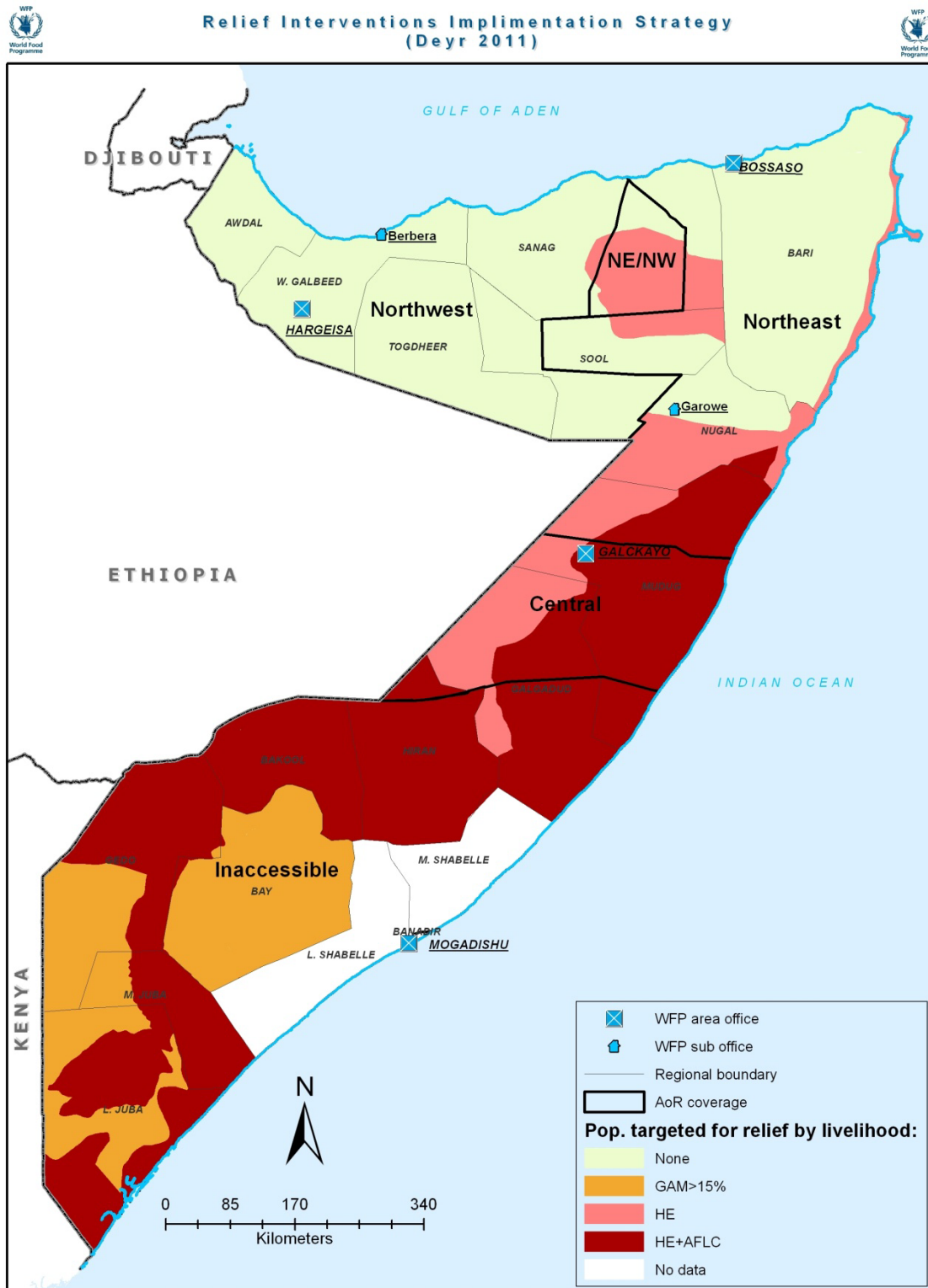
Results	Performance indicators	Risks, assumptions
<p>Output 1.1</p> <p>Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</p>	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food, by category and as % of planned ➤ Tonnage of food distributed, by type, as % of planned distribution ➤ Quantity of ready-to-use supplementary food distributed and as % of planned distribution. ➤ Quantity of fortified food distributed as % of planned distribution ➤ Number of security incidents during food distribution.⁵⁶ 	<p><i>Security situation will allow WFP to expand its nutrition programme and reach the most vulnerable, transport the food commodities and distribute to targeted beneficiaries.</i></p> <p><i>WFP will have access to most parts of Somalia..</i></p> <p><i>Adequate number of appropriate partners available.</i></p> <p><i>Qualified staff willing to work for WFP Somalia.</i></p> <p><i>Food commodities available without major pipeline breaks.</i></p>
<p>Output 1.3</p> <p>ESFP coverage as per plan.</p>	<ul style="list-style-type: none"> ➤ Number of schools assisted by WFP 	
<p>Output 1.4</p> <p>Institutional feeding coverage as per plan.</p>	<ul style="list-style-type: none"> ➤ Number of TB and HIV & AIDS facilities assisted 	
<p>Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures</p> <p><i>Support and strengthen resiliency of communities to shocks through asset creation</i></p>		
<p>Outcome 2.1</p> <p>Hazard risk reduced at community level in target communities</p>	<ul style="list-style-type: none"> ➤ Community Asset Score (% of communities showing increased score) 	<p><i>Complementary non-food inputs are provided by partners.</i></p> <p><i>Adequate number of qualified CPs available.</i></p> <p><i>Security situation will allow WFP and partners to implement activities and monitor their effectiveness.</i></p>

⁵⁶ Number of security incidents to be compiled by WFP headquarters based on incident reports sent routinely by CO

Results	Performance indicators	Risks, assumptions
<p>Output 2.1</p> <p>Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</p>	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food, by category and as % of planned ➤ Tonnage of food distributed, by type, as % of planned distribution ➤ Quantity of ready-to-use supplementary food distributed and as % of planned distribution. ➤ Quantity of fortified food distributed as % of planned distribution ➤ Number of security incidents during food distribution.⁵⁷ 	<p><i>Security situation will allow WFP to expand its FFA activities and reach the most vulnerable, transport the food commodities and distribute to targeted beneficiaries.</i></p> <p><i>Adequate number of appropriate partners available.</i></p> <p><i>Qualified staff willing to work for WFP Somalia.</i></p> <p><i>Food commodities available without major pipeline breaks.</i></p>
<p>Output 2.2</p> <p>Built or restored disaster mitigation assets by target communities</p>	<ul style="list-style-type: none"> ➤ Risk reduction and disaster mitigation assets created or restored, by type and unit 	

⁵⁷ Number of security incidents to be compiled by WFP headquarters based on incident reports sent routinely by CO

ANNEX 4: MAP



The boundaries and names on this map do not imply official endorsement or acceptance by the United Nations.
 The regional and District boundaries reflect those endorsed by the Government of the Republic of Somalia in 1986
 Produced 30th May 2011 by the WFP-Somalia VAM Unit

Data Sources:
 Admin Layers : UNDP, 1998
 Nutrition/IPC, Livelihood : FSNAU

Datum: WGS 1984, 38N