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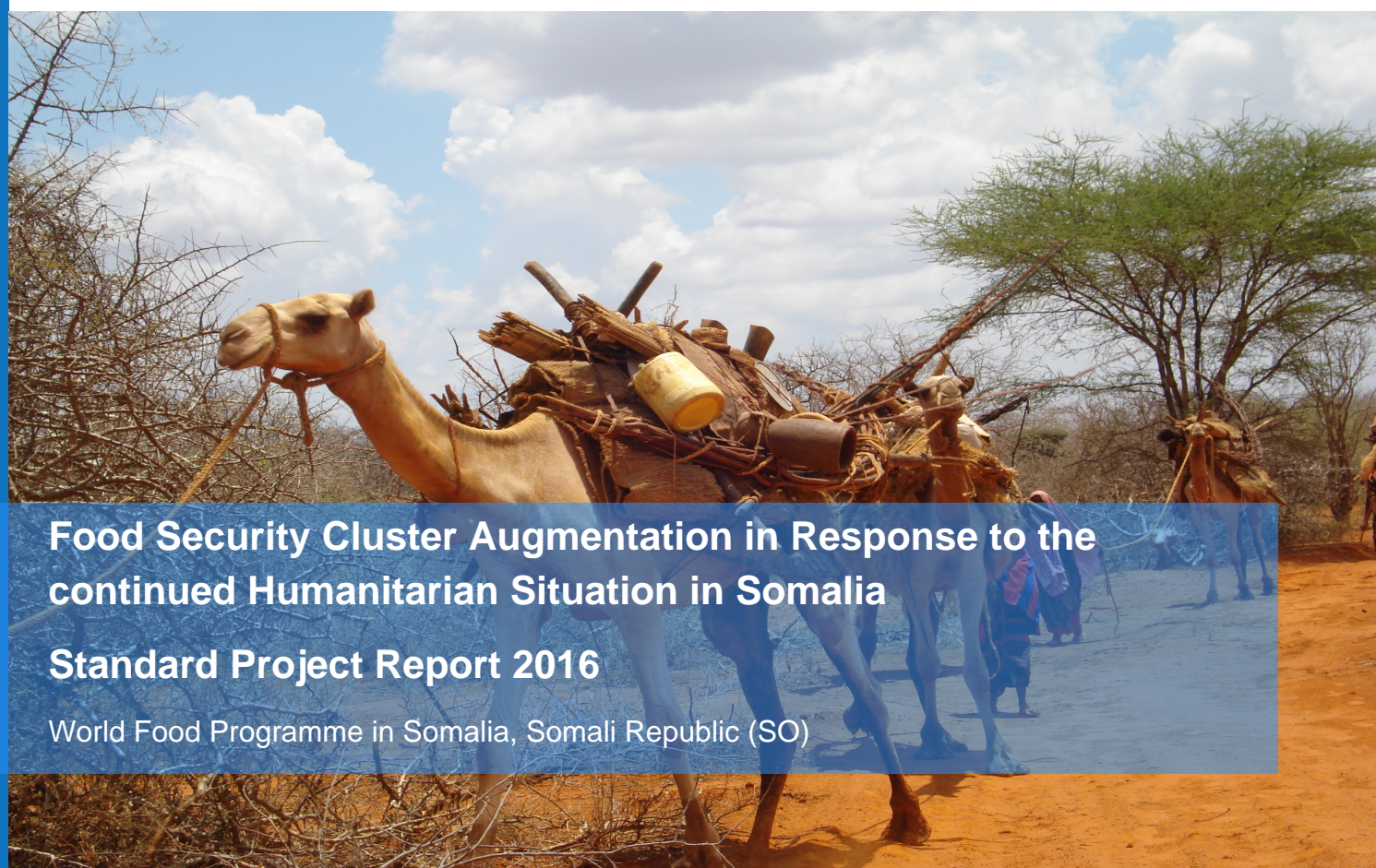
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Further Information

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SPR Reading Guidance



**Food Security Cluster Augmentation in Response to the
continued Humanitarian Situation in Somalia**

Standard Project Report 2016

World Food Programme in Somalia, Somali Republic (SO)

Table Of Contents

Country Context and WFP Objectives

Country Context

Response of the Government and Strategic Coordination

Summary of WFP Operational Objectives

Country Resources and Results

Resources for Results

Achievements at Country Level

Supply Chain

Implementation of Evaluation Recommendations and Lessons Learned

WFP Contribution to Infrastructure Development in Somalia

Project Objectives and Results

Project Objectives

Project Activities

Operational Partnerships

Results/Outcomes

Protection and Accountability to Affected Populations

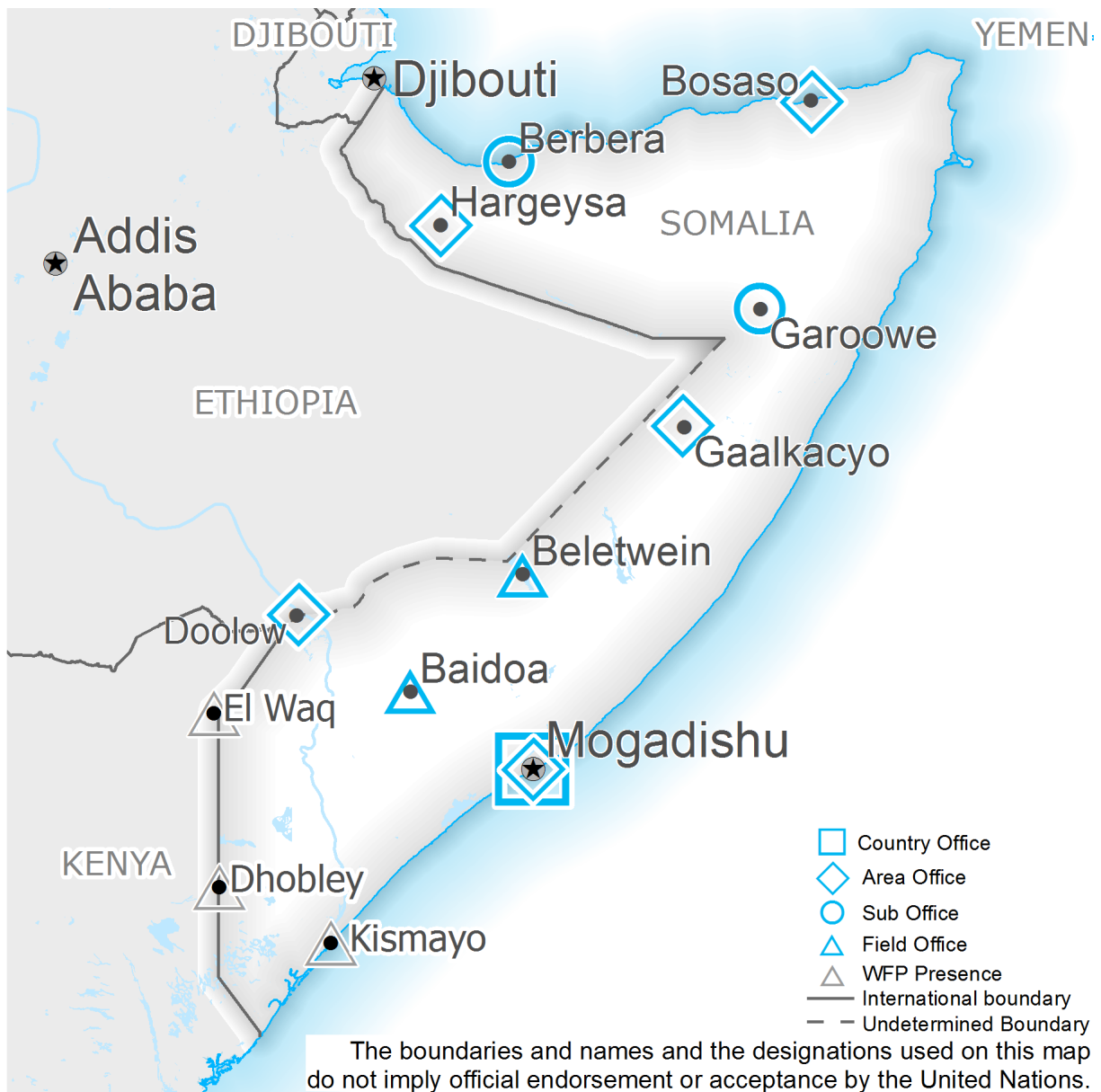
Sustainability, Capacity Development and Handover

Figures and Indicators

Data Notes

Project Indicators

Country Context and WFP Objectives



Country Context

Over the past 25 years, Somalia has endured violence, political instability as well as environmental and economic shocks resulting in acute hunger and malnutrition. Most state services ceased in the 1990s, affecting the provision of education and health services, and food production, access and availability. This has left Somalia with some of the worst development indicators globally. Over half of Somalia's 12.3 million people live below the poverty line.[1] Mortality rates of 146/1,000 live births among children under the age of five and maternal mortality rates of 850/100,000 live births are among the highest rates in the world[2].

Traditionally, Somalis have relied on social capital, kinship networks and intra-clan support to address food gaps. However, years of conflict have diminished the natural capital, increasing vulnerability and acute hunger. Gender inequality in Somalia is among the highest globally[3], with high levels of gender based violence, child marriage, and maternal mortality. Literacy levels are low for both men and women while school enrollment rates are among the lowest in the world, especially for girls. Only 42 percent of children aged 6–12 years attend primary school. Of

these, only 36 percent are girls[4].

Poor Gu (April to June) rains, conflict related population displacement, trade disruptions, and El Nino related drought conditions led to a deterioration of the food security situation throughout the year. By the end of 2016, an estimated 5 million people (40 percent of the population) were food insecure and in need of humanitarian assistance, up from 4.7 million at the beginning of the year. Global acute malnutrition rates remained high, above the critical threshold (15 percent) in many parts of Somalia with over 300,000 children under the age of five suffering from moderate acute malnutrition.[5] The drought has continued into 2017 and in many areas is comparable to the crisis situation in 2010. However, unlike the 2010 drought which was preceded by a good season, by the end of 2016, the coping capacities of the most vulnerable households were already reduced, given the poor Gu rain.

Conflict and insecurity continue due to the presence of anti-government insurgents especially in the southern and central parts of the country. 1.1 million Somalis are internally displaced, highly vulnerable and in need of continued humanitarian assistance. In November 2013, Kenya, Somalia and the Office of the United Nations High Commissioner for Refugees (UNHCR) signed a tripartite agreement to help Somali refugees from Dadaab in Kenya begin to voluntarily return home to designated areas in Somalia that were deemed relatively safe. Nearly 90 percent of the 33,000 voluntary returns to Somalia since the signing of the tripartite agreement took place in 2016.

In recent years, Somalia has slowly emerged from a “failed” to a “fragile” state, with the establishment of the Federal Government of Somalia (FGS) in 2012. However, insecurity and bureaucratic impediments continue to hinder humanitarian access for millions of vulnerable Somalis in need of support. Other contextual and programmatic risks include changing geographic boundaries, limited capacity and presence of cooperating partners, corruption, and sustained food insecurity resulting from conflict and climate shocks. For these reasons, Somalia remains one of the most dire and complex humanitarian operating environments in the world.

[1] World Bank, Somalia Overview <http://www.worldbank.org/en/country/somalia/overview> [2] UNDP (2015). *Human Development Report* [3] UNDP (2012). *Somalia Human Development Report 2012: Empowering Youth for Peace and Development*, p. xviii [4] Somalia Federal Republic, Ministry of Human Development and Public Services, *Go 2 School Initiative 2013 - 2016: Educating for Resilience* [5] Food Security and Nutrition Analysis Unit (FSNAU) for Somalia, *2016 Post Gu Food and Nutrition Assessment Report*

Response of the Government and Strategic Coordination

In February 2015, WFP re-opened the Somalia office in Mogadishu for the first time in twenty years. The move has allowed WFP to maintain strategic coordination and closer interaction with the Federal Government and local authorities, as well as partners and beneficiaries.

The Somali Compact has been a key strategic planning and coordination tool for the Somali Government and its partners. Endorsed in September 2013, the 2014–2016 Somali Compact outlined five Peace and State building Goals (PSGs) under the New Deal for Somalia. In 2016, WFP continued to be an active participant in the working group for PSG 4 (Economic Foundations) and the social protection sub working group for PSG 5 (Revenues and Services). From 2017 to 2019, the key priorities set out by the Somali Compact will continue under the National Development Plan (NDP), which is an ambitious and more comprehensive document outlining the challenges and goals for the Government and its partners over the next three years. WFP worked closely with government and other partners in the development of the NDP by participating in consultations, sharing information and providing support in the actual drafting of the document. In addition to the Somali Compact, PRRO 200844 contributed to achieving targets set under the United Nations Integrated Strategic Framework on development and the Strategic Response Plan on the humanitarian assistance.

WFP and UNICEF co-led the social protection sub-working group under the structure of the Peace and State building Goal 5. Together, WFP and UNICEF secured funding for a joint programme beginning in 2017, to assist the Government in developing a social protection policy. In addition, a two-day training on social protection theory was delivered to government counterparts. These activities were significant as there is currently no formal social protection system or policy in place in Somalia. WFP and UNICEF also advised and assisted the Government in the development of social protection goals under the resilience chapter of the National Development Plan.

Since 2012 WFP, FAO, and UNICEF partnered under the Joint Resilience Strategy with the aim of working towards complementary outcomes that provide the foundation for household and community resilience in vulnerable populations. A mid-line assessment undertaken in Dolow in 2015 using the Resilience Index Measurement and Analysis methodology showed an improvement across all three pillars of the Joint Resilience Strategy, namely, production and productivity, access to basic services, and safety nets. However, lessons gathered over the implementation period (2012 to 2016) underscored the need to improve on joint implementation of programmes. As

such, advanced consultations between the three agencies took place in 2016 towards the development of a Joint Resilience Programme to begin in 2017.

Building on synergies between both organizations to address the alarming food insecurity levels in Somalia, WFP and UNICEF engaged in a strategic partnership to jointly implement a humanitarian augmented response using SCOPE [1] biometric registration and digital delivery of transfers. The joint response targeted internally displaced persons with critical levels of malnutrition, as well as Somali refugees returning from Dadaab. The use of SCOPE for both in-kind and cash-based programmes in Somalia played an important role in a country where nearly half of the population does not have an identity card. SCOPE was used for both registration and food assistance transfer, as well as ensuring that transfers were done securely, and that only the targeted beneficiaries received WFP assistance.

WFP is an active partner of the Return Consortium facilitating the voluntary return of Somali refugees from Kenya. Contributing to the tripartite agreement among Kenya, Somalia and the UNHCR, WFP supported the voluntary return of refugees and their integration through food security and nutrition programmes in their areas of return.

[1] SCOPE is WFP's beneficiary and transfer management platform that supports the programme intervention cycle from beginning to end.

Summary of WFP Operational Objectives

2016 marked the first year of the new protracted relief and recovery operation (PRRO) 200844 through which WFP aims to provide food and nutrition assistance to 2.4 million vulnerable people over three years. Under the PRRO, WFP continues the shift from relief to recovery and resilience-building activities with an emphasis on addressing the underlying causes of undernutrition. A 2015 external evaluation of WFP's programmes from 2013 to 2015 found that WFP's approach to linking relief and recovery according to local needs was successful in addressing the different needs of vulnerable Somalis. In continuing with this established approach, WFP aims to:

- i) stabilize and contribute to reducing the prevalence of moderate acute malnutrition in boys and girls aged 6-59 months and pregnant and lactating women (PLWs); provide life-saving relief assistance to populations in *Crisis* and *Emergency* [1]; and protect populations at risk of acute food insecurity due to shocks through predictable and reliable safety net programmes such as school meals (WFP Strategic Objective 1);
- ii) contribute to addressing the causal factors of acute malnutrition with renewed focus on integrated preventative programmes for children aged 6-23 months, PLWs and people living with HIV and TB; and stabilize seasonally vulnerable households through a resilience lens (WFP Strategic Objective 2), contributing to Sustainable Development Goal 2;
- iii) enhance and invest in the livelihood food security and productivity of *Stressed* [2] households through investment in food production and sustainable income generation (WFP Strategic Objective 3), contributing to Sustainable Development Goal 2;

Over the three-year duration of the PRRO, WFP will utilize new technologies for biometric registration, transfer management and remote monitoring and evaluation. This will allow WFP to collect information more rapidly and refine its programming according to changing needs. With the envisaged increase in biometric registration and the use of SCOPE for transfer management, WFP will increase the use of cash-based transfers to at least 40 percent of total transfers whenever market functionality and seasonality permit.

WFP recognizes that there are significant gender challenges in the Somalia context, many of which directly impact food security. In support of objective 1 (food assistance adapted to different needs) of the gender policy, WFP will deliberately target specific groups which it has identified as being particularly vulnerable, such as IDP households headed by women. WFP will continue to undertake Community-Based Participatory Planning (CBPP), an inclusive community driven process that ensures women and men are involved in the planning, selecting, and implementation of programmes, taking into consideration the different obligations, challenges, time constraints, and priorities of women and men across seasons.

Building on continued capacity development of the Ministries of Health and Education, WFP aims to progressively hand over nutrition and education programmes to the Government. WFP will work with authorities and key nutrition partners to develop a national food fortification policy for the eventual handover of the school meals programme, and promote the commercial availability of fortified flour through an ongoing public/private initiative. WFP will also strengthen coordination with regional and federal disaster management departments by investing in capacity strengthening in monitoring, needs assessments, early warning, triggers for early response, targeting, and response coordination. WFP will also continue to coordinate with other United Nations agencies and non-governmental partners to ensure maximum complementarity and impact.

In 2016, WFP also implemented two special operations to support the provision of humanitarian assistance in Somalia. Special operation 200924 “Provision of Humanitarian Air Services in Somalia and Kenya” continued to facilitate the provision of safe and reliable air transport services to the humanitarian community in Somalia and Kenya including medical and security evacuations. The special operation, set to end in December 2017, is linked to Strategic Objective 1 (Save lives and protect livelihoods in emergencies) of WFP's Strategic Plan (2014–2017), and to Sustainable Development Goals 2 (Zero Hunger) and 17 (Partnerships). Special operation 200440 “Food Security Cluster Augmentation in Response to the continued Humanitarian Situation in Somalia” enabled the food security cluster that is co-led by WFP and FAO to assume humanitarian leadership around coordination and information management of emergency food security responses. The special operation ended in June 2016 after which the food security cluster activities were integrated into WFP's PRRO and the ongoing FAO programme.

[1] Integrated Food Security and Humanitarian Phase Classification. Individuals categorized as Crisis (IPC 3) are those whose household group has food consumption gaps with high or above usual acute malnutrition or is marginally able to meet minimum food needs only with accelerated depletion of livelihood assets that will lead to food consumption gaps. Emergency (IPC 4) are those whose household group has large food consumption gaps resulting in very high acute malnutrition and excess mortality; or has extreme loss of livelihood assets that will lead to large food consumption gaps in the short term.

[2] Individuals categorized as Stressed (IPC 2) are those whose household food consumption is minimally adequate but are unable to afford essential non-food expenditures without resulting to unsustainable coping mechanisms.

Country Resources and Results

Resources for Results

The overall funding received in 2016 remained at approximately the same levels as in the last five years and was augmented by resource transfers from the previous project. However, drought conditions and a deteriorating food security situation in 2016 led to an increase in the number of vulnerable men, women and children in need of humanitarian assistance, which placed added pressure on the limited resources available for WFP's activities throughout the year. As a result, WFP scaled back its programmes, prioritizing the provision of emergency relief assistance and targeted supplementary feeding programmes for children aged 6-59 months, and pregnant and lactating women. This also meant that WFP had to regularly revise the allocation of resources, providing reduced rations (up to fifty percent in some months) throughout the year and significantly reducing its livelihoods and seasonal safety net programmes. Compared to previous years, more of the directed resources received in 2016 were earmarked for specific interventions or locations. This compounded the funding situation as WFP was not able to implement activities that did not have resources earmarked for them, such as incentives for girls' school attendance and HIV and TB nutrition programmes in Puntland and Somaliland. However, multilateral contributions and advance financing considerably helped offset immediate pipeline breaks as they allowed WFP to quickly access commodities from the Global Commodity Management Facility in Berbera and Mombasa. Through increased donor engagement and investment in innovations that support cost efficiency, WFP saw its donor base expand to include new donors such as Russia, Slovenia, China and Republic of Korea.

WFP remains committed to exploring innovative ways to provide high quality assistance to populations in need while maintaining cost benefits for our partners, donors and the local economy. In 2016, reductions in costs associated with cash-based transfers, food transportation and handling (Landside Transportation Storage and Handling) and administration (Direct Support Costs) were effected through two budget revisions.

With the introduction and scale up of SCOPE, WFP was able to remove many of the transactional overheads for its cash based transfer activities. WFP now signs agreements directly with food retailers for value voucher redemption, leading to a reduction in the cost of delivering cash-based transfers. The associated cost of delivering cash-based transfers further reduced from 16 percent to 10 percent due to the combined effect of a reduced partnership cost per dollar and the economy of scale of delivering a higher transfer value.

The decrease in the transportation and handling costs was due to the reduction of the fuel price on the market as well as the regular review of transport contracts. An increase in nutrition-related activities (high value, small tonnage commodities) as well as an increase in cash-based transfers also helped reduce the overall reduction in the LTSH rate. The opening of the Berbera corridor for shipments to Ethiopia and Yemen in the last quarter of 2015, led to a considerable increase in activities at Berbera Port in Somaliland from January 2016. Consequently, a cost sharing agreement was made with WFP Yemen and Ethiopia country offices, that led to a 90 percent drop in fixed costs at the Berbera port as the costs were absorbed by operations in the two countries. Storage costs were further reduced by optimizing the use of WFP's storage facilities through provision of space to other WFP operations (Ethiopia and Yemen in Berbera) and other UN agencies such as UNICEF in Bossaso and IOM in Kismayo.

Achievements at Country Level

Somalia continued to face large-scale food insecurity due to the drought-affected poor harvest in the first half of 2016, which deteriorated as severe drought conditions persisted and spread from the north into other parts of the country in the second half of the year. To address and reverse this situation, WFP prioritised its nutrition programmes and scaled up the relief programme which led to a 26 percent surge in the overall number of people that WFP assisted in 2016, and high beneficiary achievements in the nutrition programmes. Internally displaced persons, as a particularly vulnerable part of the Somali population, made up 20 percent of WFP's overall beneficiaries.

Due to limited resources and pipeline breaks, livelihoods activities, TB/HIV nutrition and the take home rations given to school girls to encourage them to attend school were significantly affected. No take home rations were distributed in schools in Puntland and Somaliland while the TB/HIV programme was only implemented in Mogadishu. WFP reached nearly all the people targeted for the food assistance for assets (FFA) programme in 2016. However, the actual needs for livelihood activities were much higher than anticipated, as identified by WFP's bi-annual seasonal analysis response planning exercise carried out after the major rain seasons. In fact, for the second consecutive year, WFP not only reduced its livelihood activities over the course of the year, but also provided a smaller food

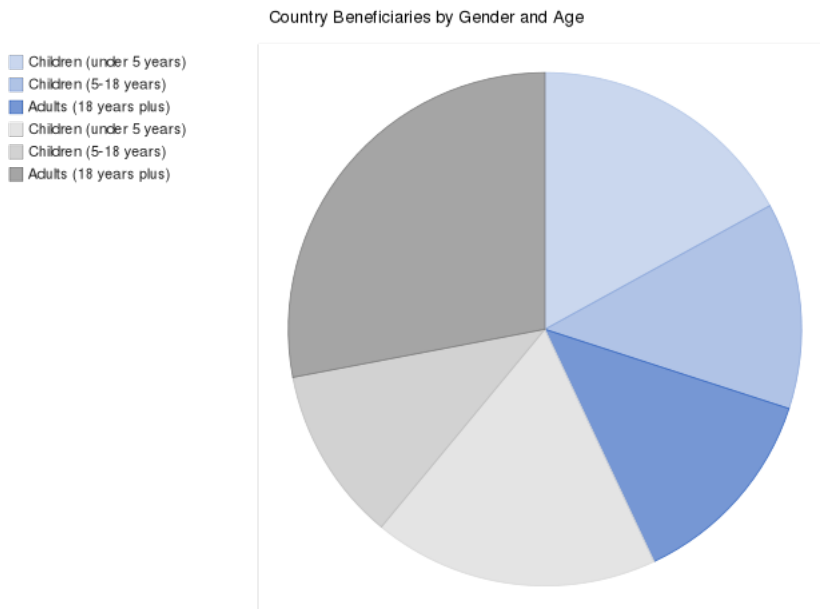
basket for the people participating in the programme. Livelihood and resilience activities remain critical to enable recovery and to avert future deterioration of the situation.

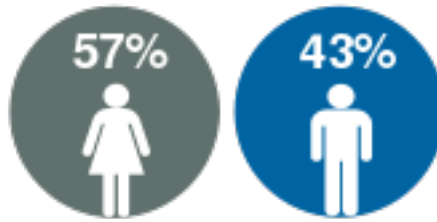
The coverage and number of mother and child health nutrition (MCHN) sites has increased from 138 sites in 2013 to 186 in 2016. Similarly, MCHN coverage increased from two regions to five by the end of 2016. This expansion was not factored in the initial PRRO targets. This led to a much higher coverage and beneficiary achievement than initially anticipated. This target will be revised in a budget revision planned for 2017.

By the end of 2016, WFP had registered 1,473,940 beneficiaries from 413,265 households in SCOPE. WFP expanded the use of SCOPE from only delivering value vouchers to also delivering in-kind food assistance and cash to beneficiaries. In-kind assistance was delivered to 37,000 people displaced by conflict in Central Somalia while 3,132 beneficiaries received in-kind food assistance through SCOPE after participating in community asset building activities. Over 60 percent of all the people assisted through the relief programme received cash based transfers.

Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	306,337	324,357	630,694
Children (5-18 years)	234,258	198,218	432,476
Adults (18 years plus)	234,258	504,556	738,814
Total number of beneficiaries in 2016	774,853	1,027,131	1,801,984





Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country PRRO	30,308	3,404	4,701	12,990	-	51,403
Total Food Distributed in 2016	30,308	3,404	4,701	12,990	-	51,403



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country PRRO	34,966	26,359,663	-
Total Distributed in 2016	34,966	26,359,663	-

Supply Chain

Logistics is at the core of WFP operations, ensuring that food is delivered at the right time and place, despite insecurity and inadequate infrastructure. In Somalia and globally, WFP is at the forefront of humanitarian logistics, with a leadership role in the logistics cluster as well as its role as the humanitarian logistics focal point with the national authorities. In 2016, WFP mobilised up to 200 contracted trucks, a time-charter vessel and 15 ships each month, in order to deliver food to various locations in Somalia.

In the areas that were not accessible by road, such as trading centres in south and central Somalia including Wajid, Baidoa, Buldo Burte, and Dinsoor, WFP used cargo planes to deliver essential nutrition products. WFP assets were also used to airlift specialized nutritious foods and other items for UNICEF and the WASH cluster partners in response to a cholera outbreak in the second half of 2016. This resulted in more optimal use of the cargo planes and helped reduce the operating cost for all agencies. To enable faster responses during emergencies, over 10,000 mt of food were strategically prepositioned in 13 WFP warehouses across the country.

Somaliland and Puntland are supplied mainly through Berbera and Bossaso ports while Mogadishu and Kismayo are the principal ports for southern Somalia. In 2016, the Berbera port in Somaliland became a strategic operational and Global Commodity Management Facility hub for Somalia, Ethiopia and Yemen. The new corridor offers increased efficiency, shorter transit times compared to Djibouti and competitive port related costs. In order to efficiently respond to the WFP Yemen and Ethiopia logistics needs and establish critical regional collaborations, the quantity of volumes handled at the port in 2016 rose by over 250 percent compared to the previous year. In 2016,

WFP purchased 42 percent of its food through the Global Commodity Management Facility facilities in Mombasa, Berbera and Djibouti. WFP continued to utilize its Global Commodity Management Facility as a mechanism to shorten food delivery time by four and a half months, from when contributions are confirmed until when they are delivered.

Due to the fluid security situation in Somalia, road transport is often disrupted by violent conflict or the presence of militants, especially in south central Somalia, leading to delays in the delivery of WFP food. During the year, WFP conducted a road assessment in order to find alternative means to deliver food by road from Mogadishu to Baidoa and Dolow in south and central Somalia. The assessment found that the route was longer in distance and time than the existing overland route from Mombasa and was more expensive but remained a possible fall back in the event that military operations along Kenya/Somalia border intensified. Following militant attacks against the local government office in north Galkayo in August 2016, Puntland authorities imposed a ban on commercial trucks passing through north Galkayo in September. As a result, WFP operations were temporarily affected as movement of food to and from the WFP warehouse in south Galkayo was halted. By the end of 2016, the roads were still blocked, but WFP had found an alternative route to deliver food to its beneficiaries through Galkayo.

To strengthen the capacity of smallholder farmers to access reliable markets, WFP procured 4,000 mt of high quality^[1] local maize from 500 small-scale farmers in Lower Shabelle (up from 200 mt from 100 farmers from the same farmers' cooperatives in 2015) through a shared initiative with FAO. The farmers were supported with agricultural productive assets, extensive trainings on modern warehouse management techniques for reducing post-harvest losses and facilitation of market linkages. By enabling the farmers to sell their surplus crops at competitive prices, the initiative is helping them to increase their income, improve their livelihoods and enhance agriculture-based entrepreneurship.

To match the expansion of cash based transfers and SCOPE registration, WFP significantly expanded its nationwide network of retailers and equipped them with global positioning system enabled point-of-sale technology. By the end of the year, WFP had conducted on-site market assessments and inspection of potential retailers, and registered 500 retailers throughout the country. While the number of retailers continues to grow, a new retailer management system has been established to strengthen working relationships with WFP. Regular meetings in locations with an active retailer base are resulting in increased performance and crisis management along with decreased operational risks.

[1] The maize bought from the farmers met East African Standards for Maize, which WFP uses as a benchmark in Somalia.

Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
Corn Soya Blend	5,366
Maize	3,510
Ready To Use Supplementary Food	3,262
Sorghum/Millet	4,930
Split Peas	1,901
Vegetable Oil	1,474
Wheat	7,508
Total	27,951

Implementation of Evaluation Recommendations and Lessons Learned

An external evaluation of the last PRRO project carried out in 2015 recommended the streamlining of nutrition activities for maximum effectiveness in view of the Somali context and the funding limitations. More specifically, the

evaluation recommended the discontinuation of nutrition programmes in areas where malnutrition rates were not so high and the subsequent expansion of mother and child health and nutrition (MCHN) programmes to integrate both the preventative and treatment approaches to malnutrition. Considering the persistently high global acute malnutrition rates in 2016, WFP not only scaled up its MCHN programme but also expanded coverage to three additional sites in Mogadishu. However, due to the prevailing poor nutrition situation throughout the year, WFP could not scale down on prevention and treatment of acute malnutrition programmes. WFP remained an active member of the nutrition cluster as well as a member of the Strategic Advisory Group of the nutrition cluster. Through these different avenues WFP continued to ensure that its nutrition programmes were well aligned for an effective collaboration with the Ministry of Health, local authorities and United Nations agencies under the Joint Health and Nutrition Programme.

A WFP-commissioned nutrition causal analysis undertaken in 2015 emphasized the role of behaviour change communication (BCC) in addressing the cultural issues of child care, health, food preparation and immunization. Unlike previous BCC messaging that was primarily targeted at caretakers who are mostly women, the new strategy included specific messaging for girls, boys, men and women. WFP and UNICEF continue to train community nutrition workers on BCC especially in areas where Integrated Management of Acute Malnutrition and resilience programs are running.

A Strategic Review of the school meals programme was initiated in December 2016. Results are expected to provide insight into the future management of the programme, in particular on the issues of sustainability and increased government ownership of the school meals programme.

WFP Contribution to Infrastructure Development in Somalia

In order to achieve the core objective of tackling chronic malnutrition and recurrent food insecurity, WFP delivers essential food supplies and cash-based transfers largely utilizing local physical and financial capacity, and infrastructure. Regular and sustained access represents a critical challenge due to the surging insecurity, capacity limitations and inadequate infrastructure. Road access continues to be constrained by illegal checkpoints, road blockages, clashes along major access roads, and direct threats on humanitarian and commercial goods during transit. With the longest coastline (3,333km) in Africa, Somali ports are an important element of the supply chain for efficient and resilient humanitarian response, not only for WFP, but also other humanitarian actors operating in the region.

Through its special operations, WFP has over the years made significant contributions to the development of logistical infrastructure in Somalia by investing in port rehabilitation and capacity strengthening of port staff and management, repair of the feeder roads to the ports, and building of warehouses. Through special operation 105780 (2007-2013), WFP completed a thorough rehabilitation of the port of Mogadishu and the northern port of Bossaso. By dredging the port basins, and by installing navigation systems, communication and cargo handling equipment, WFP contributed to increased port traffic capacity. This has allowed the ports to operate larger vessels and decrease turn-around time. To help reduce the shortage of skilled workers within Somalia ports, and reduce shipping costs and losses through improved cargo superintendence and management, WFP also conducted training for 19 young pilots and 22 port personnel in the Mogadishu, Bossaso and Berbera ports under special operation 200475 (2013-2014). Upgrading Somalia's ports has had a positive economic impact, expanding market opportunities in both national and international trade. In 2017, WFP plans to support the rehabilitation of the Kismayo port and strengthen the capacity of the Kismayo Port Authority and the Ministry of Ports and Marine Transport.

Well operating ports play a crucial role in local trade and development by not only reducing the cost of supply and supporting fishery, but also by attracting transit operations, ship repairs and shipbuilding. As Somalia is positioned on the most important world sea trade routes, the maritime sector represents a major potential to the country's economy. By supporting the rehabilitation of the maritime infrastructure in southern Somalia, WFP will significantly advance the local economy. The increased commercial opportunities will in turn generate new national and international public and private investments.

Project Objectives and Results

Project Objectives

Special Operation 200440 was launched in September 2012 to enable the Food Security Cluster (FSC), that is co-led by WFP and FAO, to assume humanitarian leadership of coordination and information management of emergency food security responses and recovery programmes. In line with WFP's Strategic Objective 1, the Special Operation enabled the FSC to support recovery through the provision of strategic guidance on livelihood planning in order to strengthen resilience and address the underlying causes of the protracted food crises in Somalia. The activities of the FSC were guided by six strategic priorities which included: i) coordination of member responses and strategic guidance; ii) reporting; iii) monitoring and identification of humanitarian gaps; iv) emergency preparedness and contingency planning; v) advocacy and resource mobilization; vi) and strengthening the capacity of humanitarian actors.

Special Operation 200440 was originally set to end in December 2015 but was extended through a budget revision to June 2016, after which FSC activities were integrated into WFP's Protracted Relief and Recovery Operation (PRRO) 200844 and the ongoing FAO programme. Consequently, FAO and WFP mainstreamed the cluster coordination costs into their regular programming costs. Despite the integration, all cluster objectives, activities and outputs remain the same. In 2016, the FSC continued to strengthen the capacity of its members and partners, carry out advocacy, report on responses and support in identification of gaps as well as contribute to local level contingency planning in Somalia.



Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	1,833,066
Direct Support Costs	5,039,054
Indirect Support Costs	481,048
Total	7,353,169

Project Activities

In 2016, the FSC reactivated the Mudug sub-national regional cluster which had not been operational in 2015 due to security and administrative challenges, and continued to work with 12 sub-national clusters and one national cluster. As a result, an average of 12 coordination meetings a month were held in Somalia and one national level meeting in Nairobi, with an average attendance of 45 people in each meeting. Due to some partners reprioritising and changing their response strategies to the needs in Somalia, the actual number of agencies subscribed and participating in the cluster system was lower than planned. The overall funding level for activities within Somalia reduced, resulting in fewer partners implementing food security activities, and a lower attendance level at cluster meetings.

The FSC partners shared information with the cluster, which enabled a harmonized response, helped identify gaps and enhanced discussions on sustainable ways to address the humanitarian needs in the country effectively. In September and October 2016, the longstanding inter-clan conflict between the Puntland and Galmuduug administrations erupted once again. Following the violent clashes, FSC partners in the region were not able to attend joint FSC meetings. Consequently, the FSC activated separate cluster meetings in Galkayo to ensure smooth FSC coordination on both sides of the conflict areas.

A total of 22 Food Security Cluster agencies participated in decision-making and leadership roles as vice coordinators, members of the Strategic Advisory Group (SAG) and the Cluster Review Committee.

The FSC through its regional coordination cells worked closely with partners responding to emerging shocks, including the drought effects of El Niño as well as population displacement due to flooding and conflict in south central Somalia. The FSC also strengthened relations with the federal government by ensuring that the relevant line ministries attended regional meetings, and by informing them on the overall risks and shocks. As a result, some partners prioritized and reprogrammed available funds to respond to the arising needs. Reporting, monitoring, and identification of gaps and resource mobilization for the overall humanitarian response remained central to the work of the FSC in 2016 in Somalia. The FSC provided response updates (bulletins) to cluster members, donors, the humanitarian community and the general public. The number of response updates mainly focused on the drought and sudden emergencies such as the internal displacement due to the conflict.

In the last few years, there had been an increasing demand from FSC partners to provide guidance around transfer values. Based on requests from the partners, the FSC formed a Cash and Markets Task Force (CMTF) in March 2015 to address this gap. The objective of the taskforce was to leverage FSC partners' knowledge and experience to develop guidance on cash transfer value logic for both unconditional and relevant food security cash for work/assets programming. The task force was co-chaired by the FSC and the Cash Learning Partnership (CaLP). Following deliberations within the FSC Strategic Advisory Group, it was agreed that the CMTF would strengthen the guidance note by providing a qualitative predictive analysis of per capita food and total expenditure gaps in Somalia aggregated by Integrated Food Security and Humanitarian Phase Classification (IPC) phases. Evaluation of CMTF's impact is still in progress.

In 2016, the FSC worked with partners to further strengthen the empirical basis to validate the evidence base for the transfer value logic. A statistician, hired by WFP on behalf of the cluster, analysed Food Consumption Scores (FCS) focusing on the average household's expenditure on food, total household expenditure and spending gap between household expenses. The analysis also focused on the Minimum Expenditure Basket (MEB), and the percentage expenditure gap vis-à-vis the Cost of Minimum Expenditure Basket (CMEB). Data was obtained from the Food Security and Nutrition Assessment Unit (FSNAU), REACH and WFP targeting 51,166 households. REACH is a joint initiative of two international non-governmental organizations, ACTED and IMPACT Initiatives, and the United Nations Operational Satellite Applications Programme (UNOSAT).

The FSC worked with its partners to map ongoing activities and ensure a coordinated response to the displacement caused by localised flooding in Middle and Lower Shabelle, Hiran and the people affected by drought conditions in Puntland and parts of Somaliland. However, the FSC did not meet the intended target on the number of guidance notes shared with cluster partners as the data analysis exercise on the cash transfer value logic was ongoing at the time. The FSC had to obtain relevant data from key partners including WFP and this took longer than anticipated. The FSC also had more than three meetings with the SAG to review the data and gaps.

Results from the analysis showed that the food expenditure gap for households in IPC phases Stress, Crisis and Emergency (IPC 2, 3 and 4) was 30 percent, 50 percent and 65 percent of the food MEB respectively. On the other hand, the overall expenditure gap for households in the same IPC phases was 40 percent, 58 percent and 70 percent of the total MEB respectively. Based on these findings, and the premise that transfer values should consider both survival food needs as well as non-food livelihood protection needs, the guidance note recommended that partners should provide households in IPC 2, 3 and 4 with cash transfer values equivalent to 40 percent, 58 percent and 70 percent of the total MEB respectively. This guidance was particularly useful for those agencies which did not have internally determined frameworks for establishing transfer values. Variations on all elements of this guidance are however permitted with sufficient justification which could include the specific objective of the intervention or the type of asset being created or rehabilitated.

The FSC completed the report on tools for assessing food security in urban areas of Somalia after incorporating comments from the Strategic Advisory Group. The FSC also circulated collated lessons learned from the rollout and refined the design tools and methodology. The urban tools and methodology were presented at the humanitarian summit held in May 2016 in Turkey.

Operational Partnerships

The FSC is co-led by WFP and FAO and provided coordination services to 477 organizations in 2016. These included six UN agencies (FAO, ILO, IOM, UNICEF, UNHCR, and WFP), 39 international NGOs and 432 local NGOs. Over the course of the project, the FSC has engaged with several organizations in Somalia, with the quality of the engagement depending on each organization's capacity, location, and resources. As such, the FSC

categorizes organizations as members, partners and observers. FSC partners are the organizations with ongoing activities and that report to the cluster regularly, while member organizations are those that utilize information from the FSC and are planning to start an activity that is coordinated by the cluster. 224 member organizations are members or partners, while the remainder act as observers. Observers are organizations that share information but are not affiliated with the cluster.

The FSC continued to work through the elected Vice Coordinator who led the regional level cluster activities in 12 regions. Vice Coordinators are from 14 different organizations, representing a mix of national and international NGOs. The cluster review committee members screened and vetted strategic response proposals and pool fund projects while the Strategic Advisory Group members guided the FSC and ensured that cluster priorities and activities addressed the needs of the broad cluster.

At a technical level, the FSC coordinated with the Food Security and Nutrition Analysis Unit - Somalia (FSNAU), Famine Early Warning Systems Network (FEWS NET), and Somali Water and Land Information Management (SWALIM) to effectively disseminate assessment findings and early warning information. The FSC successfully advocated for members to participate in the FSNAU-led seasonal assessments.

Results/Outcomes

The FSC created effective contingency planning for the El Niño related flooding in the south and the drought response in northern Somalia. This was partially achieved by keeping its membership updated on the food security needs, gaps and responses through regular email communication, the food security website, regular national and regional coordination meetings as well as bilateral discussions. The El Niño response was a high priority on the cluster agenda both at national and sub-national levels.

The capacity building component of the FSC's strategy helped improve the quality of proposals submitted by partners for both the Somalia Humanitarian Funding (SHF) and the Central Emergency Response Fund (CERF). These two funding mechanisms were able to approve and fund 16 proposals in 2016. The Cluster Review Committee of the FSC provided comments to the partners to help them improve the quality of their proposals while the Strategy Advisory Group was instrumental in reviewing and providing guidance on the cash determination logic and the urban assessment tools and methods. The final version of the urban tools and methods to assess the food security assessment in urban areas of Somalia was shared with partners, members, observers and donors in 2016.

REACH undertook further testing of the tools in Kismayo in southern Somalia but had not published the results of the exercise by the end of the reporting period. The training for the newly elected vice coordinators improved their capacity to conduct effective meetings and overall coordination with local authorities and other partners. FSC partners also continued to benefit from the various tools developed by the cluster over the years including technical guidelines on the use of cash and vouchers, cost efficiency analysis tools and information management tools.

In 2016, the FSC also participated in a high level coordination forum organised by OCHA, WFP and the Somali Government which included other clusters focusing on the El Niño preparedness and drought response in Puntland and Somaliland. This platform provided an opportunity for the FSC to highlight the capacity, gaps and challenges around food security responses. Overall, the FSC provided a platform to harmonize efforts of partners implementing food security responses. It also facilitated the successful preparation and finalization of the 2016 Strategic Response Plan as well as the allocation of pooled funding such as the Common Humanitarian Fund (CHF) and the Central Emergency Response Fund (CERF).

Protection and Accountability to Affected Populations

Following the baseline survey conducted in 2015 by the FSC which indicated that a significant number of agencies and partners lacked technical skills and competencies to mainstream Accountability to Affected Populations (AAP), the FSC developed a comprehensive training module targeting front line field staff and management to respond to the gaps. In 2016, the FSC conducted training on this module (from January to May 2016) to 156 people from 46 partner agencies. Over 80 percent of the participants were from local NGOs. The number of trainings held in the reporting period was however impacted by the security concerns mentioned earlier.

As a next step each region has been requested to nominate an AAP focal point, and the FSC focal point on this issue will document key issues collated from the field.

Sustainability, Capacity Development and Handover

In order to strengthen coordination of both development and humanitarian aid through government ownership and leadership, the Eighth High Level Aid Coordination Forum held in Somaliland in June 2016 proposed a harmonization of the government-led sector approach and the humanitarian partners-driven cluster coordination. Consequently, the Somaliland Government created eight sectors including the production sector which combines the Agricultural and Livelihood Cluster and the former government-led production sector in alignment to Peace and State-building Goals (PSG4 - Economic Foundation) as described under the Somaliland Special Arrangement (SSA).

The SSA is the sole framework for engaging with Somaliland's development process under the New Deal Partnership that ends in 2016. The FSC supported the Somaliland Government to draft the production sector's terms of reference and actively supported the government to transition from the cluster to the sector approach by setting up meetings with all stakeholders and jointly leading the meeting with the government. Up to 224 organisations attended and participated in these meetings.

Notably, 13 of the regional cluster coordination meetings conducted monthly were chaired by NGOs with the support of WFP and FAO staff in the various regions. The NGOs chairing the meetings were elected by other food security partners and the position is voluntary. In the majority of the regional coordination meetings, local authorities were invited and participated in the forum. The FSC conducted training activities focused on food security project management, response planning and analysis, targeting and protection mainstreaming, accountability to affected populations and urban assessment. The training sessions were mostly targeted at local NGOs and contributed to the strengthening of local actors, cluster members and partners. UN agencies (IOM, WFP, and FAO) also participated and benefited from the training. The FSC functions were not hampered during the transition of work from the special operation to the PRRO.

Lessons Learned

The sector approach introduced by the Somaliland Government illustrated the government's interest in aligning humanitarian response with the relevant line ministries to ensure sustainability. This approach called for an integration of FSC and the production sector, utilizing leadership of the sector by the government line ministries. Three line ministries (Ministries of Agriculture, Fisheries and Livestock) in Somaliland rotationally led the sector. The demand from the local authorities to coordinate the sector transitioned the role of the cluster to capacity development, coaching and advice to the government to ensure coordination of humanitarian response. From this engagement, the cluster realized the need to ensure proper documentation of available tools and information in a manner that can be readily shared with the government. Work on this has already begun, as evidenced by circulation of *The Adapting Tools and Methods to Assess Food Security in Urban Areas of Somalia*.

Figures and Indicators

Data Notes

Credit: Cover page photo © WFP/ Somalia VAM Unit.

Caption: The Food Security Cluster coordinates partners' emergency food security responses to recurrent food crises and provides guidance on livelihoods planning so as to strengthen the resilience of vulnerable communities to future shocks.

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Cluster)				
Number of bulletins, maps and other information products compiled and shared	item	240	201	83.8%
Number of guidance documents developed and circulated to the cluster	item	2	1	50.0%
Number of partner organizations participating in the cluster system nationally	agency/organization	250	224	89.6%
Number of regional cluster coordination cells created	unit	13	14	107.7%
Number of technical reports shared with cluster partners	report	1	1	100.0%
Number of training sessions / workshops organized	training session	8	6	75.0%