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PROJECTS FOR EXECUTIVE BOARD APPROVAL

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For approval



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PROTRACTED RELIEF AND RECOVERY OPERATIONS— SOMALIA 200844

Reducing Malnutrition and Strengthening Resilience to Shocks for a Food-Secure Somalia

Number of beneficiaries	2,450,000			
Duration of project	3 years (1 January 2016 – 31 December 2018)			
Gender marker code*	2A			
WFP food tonnage	250,112 mt			
Cost (United States dollars)				
Food and related costs	342,740,066			
Cash-based transfers and related costs	214,040,153			
Capacity development and augmentation	3,038,925			
Total cost to WFP	767,282,747			

*https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf

Executive Board documents are available on WFP's Website (http://executiveboard.wfp.org).

NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

After twenty years of violence and political instability, and despite acute needs in parts of the country, Somalia is slowly emerging from being a "failed" to becoming a "fragile" state. Since 2012, WFP has expanded its operations in southern Somalia, following Al-Shabaab's ban on its activities in 2010.

This protracted relief and recovery operation continues the shift from relief to recovery that began under protracted relief and recovery operation 200443. The 2015 external evaluation considered WFP's approach to linking relief and recovery according to local needs as successful in addressing the different needs of vulnerable Somalis.

The operation will utilize new technologies for biometric registration, transfer management and remote monitoring and evaluation, allowing WFP to collect information rapidly and refine its programming according to changing needs. These technologies also increase transparency and accountability while minimizing the security risks for staff in complex environments.

WFP will increase the use of cash-based transfers to 40 percent of total transfers through the operation whenever market functionality and seasonality permit.

The operation is based on extensive consultations with Somali authorities and other partners. WFP will provide food and nutrition assistance to 2.4 million vulnerable people over three years, reaching 1.4 - 1.6 million people per year.

WFP will continue to coordinate with other United Nations agencies and non-governmental partners to ensure maximum complementarity and impact.

DRAFT DECISION

The Board approves the proposed protracted relief and recovery operation Somalia 200844 "Reducing Malnutrition and Strengthening Resilience to Shocks for a Food-Secure Somalia" (WFP/EB.2/2015/8-B/4).

^{*} This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



SITUATION ANALYSIS

Context

- 1. Twenty years of violence, political instability and environmental and economic shocks have resulted in acute hunger and malnutrition in Somalia. Most government services ceased in the 1990s, affecting education, health and food production. Since 2012, the country has slowly emerged from being a "failed" to becoming a "fragile" state with establishment of the Federal Government of Somalia. In 2013, the Government and the international community endorsed the New Deal for Somalia to rebuild the country, stabilize its institutions and develop the public sector. Achievements to date have been mixed, and many political, social and economic challenges remain.
- 2. More than 70 percent of Somalia's 12.3 million¹ people live in poverty.² Gender inequality is the fourth highest globally, with high rates of gender-based violence, child marriage and maternal mortality: under-5 mortality of 180/1,000 births³ and maternal mortality of 1,200/100,000 births are among the highest rates in the world.⁴
- 3. In 2010, WFP suspended all operations in southern Somalia following Al-Shabaab's ban on its activities. Since 2012, WFP has expanded its operations in this area by engaging with cooperating partners and currently covers most of the country, except for areas in southern and central Somalia that are still under the control of Al-Shabaab.

The Food Security and Nutrition Situation

- 4. Somalia is a net cereal-deficit country.⁵ Rural livelihoods are traditionally dominated by men and rely on the two annual rainy seasons,⁶ which have become variable over the past decade. The resulting extended dry periods, limited water availability, rapid exhaustion of pastures and increased animal mortality and disease have diminished access to food and increased malnutrition.
- 5. Traditionally, Somalis have relied on social capital, kinship networks and intra-clan support to address food gaps. However, the years of conflict have deteriorated natural capital, increasing vulnerability and acute hunger. Men typically control household assets while women manage the household budget and expenses, but women are increasingly involved in earning income to meet their families' economic needs.⁷
- 6. The drivers of food and nutrition insecurity affect boys, girls, women, men and elderly people differently. For example, during prolonged dry periods, men and older boys in pastoral households migrate with their livestock in search of water and fodder, increasing their exposure to conflict and early death. Women, girls, elderly people and young boys are left behind, often with limited access to food and a reduced social network for protection.

⁷ Food Security and Nutrition Analysis Unit. 2012. "Gender in Emergency Food Security, Livelihoods, and Nutrition in Somalia". Nairobi.



¹ According to the United Nations Population Fund (UNFPA) 2014 population survey.

² http://www.worldbank.org/en/country/somalia/overview

³ With a ratio of 0.55 boys to 0.45 girls.

⁴ http://www.unicef.org/somalia/health.html

⁵ According to the FAO 2014/15 Cereal Balance Sheet, Somalia will produce 34 percent of its cereal requirement, with the remainder being met by imports and food assistance. http://www.fao.org/giews/countrybrief/country.jsp?code=SOM

⁶ The main rainy season occurs between March and May, with a second rainy season between October and December.

During protracted droughts, women-headed households often migrate to urban centres, creating different food security and protection issues.

- 7. According to the 2008–2014 integrated context analysis, more than 3 million Somalis are acutely food-insecure or highly vulnerable to food insecurity. An additional 1.9 million are at risk of becoming food-insecure in the event of a shock.⁸ Food and nutrition-insecure households can be found throughout the country, but households in the regions of Bay, Bakool, Middle Juba, Hiran, Puntland and Somaliland are especially prone to shocks.
- 8. Following the declaration of famine in July 2011, food security has gradually improved as a result of humanitarian investments and environmental factors. However in May 2015, almost 1 million people remained in the IPC phases "crisis" and "emergency".
- 9. An estimated 1.1 million Somalis are internally displaced. Internally displaced persons (IDPs) constitute 62 percent of food-insecure people in the IPC "crisis" and "emergency" phases.⁹ They lack natural, financial, social and physical capital, and many resort to casual labour to meet their needs. In IDP centres, up to 80 percent of households are headed by women,¹⁰ and children constitute 60 percent of the total population. Women and girls are particularly vulnerable to food and nutrition insecurity¹¹ and face high risks of sexual assault and gender-based violence.¹²
- 10. Analysis of nutrition assessments between 2006 and 2014 indicates that 18 percent of children under 5 are acutely malnourished and 4.7 percent are severely acutely malnourished, with equal proportions of boys and girls. Between 50,000 and 85,000 pregnant and lactating women (PLW) are acutely malnourished. According to the 2006 multi-indicator cluster survey, 50 percent of children and adolescent mothers are micronutrient-deficient, and only one in three births is attended by a skilled health attendant. The prevalence of stunting is estimated at 10.8 percent and underweight at 11.6 percent, but stunting rates for vulnerable groups such as IDPs exceed 30 percent. IDPs are also especially prone to underweight and global acute malnutrition.
- 11. In 2015, WFP commissioned a nutrition causal analysis to improve understanding of the drivers of malnutrition. Findings suggest that these include: i) poor sanitation and water quality; ii) limited health facilities and treatment centres for acute malnutrition; iii) reliance on rainfall and unsafe water for human consumption; iv) poor childcare and feeding practices; v) inadequate/variable rainfall, impacting the availability of drinking water and pastures for animals; and vi) conflict and displacement.
- 12. WFP market assessments conducted during 2014 and 2015 suggest that while markets are generally integrated, disruptions can occur when insecurity restricts the free flow of goods. Trade in nationally produced food and livestock varies seasonally, but major agriculture and livestock markets function throughout the year. These markets are linked to Kenya and the Gulf States through ports and border towns.

¹² United Nations Development Programme (UNDP). 2014. Gender in Somalia Brief II.



⁸ Moderate and acute food insecurity includes the Integrated Food Security and Humanitarian Phase Classification (IPC) phases "stressed", "crisis" and "emergency".

⁹ http://www.fao.org/news/story/en/item/242231/icode/.

¹⁰ www.internal-displacement.org/sub-saharan-africa/somalia/2013/solutions-for-idps-revealed-as-key-for-future-peace-and-stability-in-somalia.

¹¹ More than 70 percent of women-headed IDP households have a poor food consumption score according to WFP's 2015 vulnerability analysis and mapping (VAM) mission in Somalia.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

- 13. Endorsed in September 2013, the 2014–2016 Somali Compact outlines the priorities of the New Deal for Somalia. WFP participates in Peacebuilding and Statebuilding Goal (PSG) 4 – Economic Foundations – on revitalizing the economy through livelihood enhancement and employment generation. WFP also co-leads the United Nations contribution towards PSG 5 – Revenues and Services – on increasing the delivery of equitable, affordable and sustainable services that promote national peace and reconciliation. The PSG coordination structures seek to harmonize policy formulation, planning and programme coordination.
- 14. In 2014, the United Nations established an integrated mission in Somalia, strengthening cooperation between the United Nations country team and the United Nations Assistance Mission in Somalia in governance, rule of law, gender equality, human rights, and advocacy for IDPs. The humanitarian country team coordinates these actions, employing a cluster approach.¹³ WFP coordinates with food security and nutrition actors, including the Organisation of Islamic Cooperation and non-traditional humanitarian actors; and with the International Committee of the Red Cross (ICRC) reduces response gaps and ensures the stability of assistance.
- 15. WFP, the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Children's Fund (UNICEF) are implementing the Joint Strategy for Enhancing Resilience in Somalia through harmonized activities in nutrition, livelihoods and safety nets to strengthen community resilience.

OBJECTIVES OF WFP ASSISTANCE

- 16. Protracted relief and recovery operation (PRRO) 200844 will build on the existing PRRO by employing flexible and scalable programmes for strengthening nutrition and food security through early warning, safety nets and conditional seasonal transfers. This PRRO has three main objectives:
 - i) Stabilize and reduce the prevalence of global acute malnutrition and disparities between boys and girls under 5; provide life-saving assistance to people in the IPC "crisis" and "emergency" phases; and protect populations at risk of acute food insecurity resulting from shocks, through predictable and reliable safety net programmes (Strategic Objective 1).
 - ii) Address the causes of acute malnutrition with integrated preventive programmes for children under 2 and pregnant and lactating women contributing to Zero Hunger Challenge Objective 1 and stabilize seasonally vulnerable households by focusing on resilience (Strategic Objective 2) contributing to Zero Hunger Challenge Objective 2.
 - iii) Enhance the food security and productivity of households in the IPC "stressed" phase, through investments in food production and sustainable income generation (Strategic Objective 3) – contributing to Zero Hunger Challenge Objective 4.

¹³ WFP is the lead agency for the Logistics Cluster and co-leads the Food Security Cluster.



WFP RESPONSE STRATEGY

Nature and Effectiveness of Assistance to Date

- 17. PRRO 200443 refined WFP's approach to relief assistance by shifting from prolonged, unconditional food transfers in response to slow-onset shocks to livelihood-focused recovery activities within 60 days of a shock.
- 18. An independent evaluation of PRRO 200443 characterized WFP's response strategy as flexible, linking relief to recovery according to local needs and emphasizing the different capacities and needs of women and men of different ages. PRRO 200443 prioritized livelihood groups and geographic areas according to assessed needs.
- 19. Using sub-national seasonal livelihood programming and community-based participatory planning,¹⁴ WFP included men, women and young people in the planning, selection and implementation of activities. The consultations ensured that gender roles were considered when selecting food assistance for assets (FFA) activities.
- 20. WFP expanded the use of remote data collection technologies, including beneficiary call centres, beneficiary hotlines, portable data collection, mobile data collection through text messaging, and third-party monitoring of beneficiary satisfaction with assistance to increase accountability to affected populations.

Strategy Outline

- 21. PRRO 200844 will expand WFP's strategy of linking relief and recovery with interventions that strengthen capacity to mitigate and adapt to shocks. Following slight improvements in food security in Somalia, the total number of beneficiaries has been reduced from 2.9 million in PRRO 200443 to 2.4 million. The PRRO will focus on engaging in curative and preventive nutrition activities, protecting the food security of vulnerable households and strengthening partnerships with humanitarian and development actors. It will deepen WFP's engagement with national authorities to coordinate interventions and address the causes of chronic acute malnutrition.
- 22. Contributing to the tripartite agreement among Kenya, Somalia and the Office of the United Nations High Commissioner for Refugees (UNHCR), WFP will support the voluntary return of refugees and seek to integrate returnees into food security and nutrition programmes in their areas of return. WFP will also provide assistance to IDPs returning to their areas of origin, based on assessed needs.
- 23. Lessons from implementation of the United Nations Resilience Strategy highlighted the positive impact of integrated food security, nutrition, health and livelihoods interventions. Joint targeting, monitoring and synchronization of activities are critical to maximizing impact. The PRRO will strengthen these synergies through: i) a joint programme to align funding and activities with seasonal requirements; ii) alignment of community-based interventions with broader development policies and programmes; iii) a joint monitoring plan and accountability framework; and iv) a joint beneficiary registration process to ensure that beneficiaries receive the inputs they need.

¹⁴ Through PRRO 200443, WFP and partners completed more than 300 community-based participatory plans to guide food security and nutrition activities. In PRRO 200844, WFP will roll out an updated plan with a nutrition focus.



Stabilizing and Reducing Undernutrition

- 24. To reduce undernutrition, the PRRO will consider seasonality, geography and access in its assistance to children under 5 and pregnant and lactating women. WFP will expand its clinic-based approach to mother-and-child health (MCH) where access and infrastructure permit. This approach aims to prevent chronic and acute malnutrition through the first 1,000 days of life, and includes incentives for pregnant women to deliver their babies at clinics staffed by skilled health workers. Where government and partner capacity permits, targeted supplementary feeding (TSF) programmes treating moderately acute malnutrition in children aged 6–59 months and pregnant and lactating women will be managed through MCH clinics.
- 25. In areas where access, livelihood systems, insecurity and partner capacity limit MCH services, WFP will treat moderately acute malnutrition through: i) curative TSF for children aged 6–59 months and pregnant and lactating women; and ii) seasonal preventive blanket supplementary feeding (BSF) to reduce the risk of children under 3 and pregnant and lactating women becoming acutely malnourished during the lean season.¹⁵
- 26. Based on lessons learned from the external evaluation and nutrition causal analysis, WFP will work with other humanitarian actors to address the underlying causes of malnutrition. The new PRRO will focus on the livelihood-related causes of undernutrition in girls and boys, with targeted communications on behaviour change for men and women on childcare, health, food preparation and storage, immunization, and water and sanitation. Messages will be disseminated via community nutrition workers, radio programmes and community discussions. In partnership with UNFPA, ICRC and the Health Provision Consortium, WFP will ensure that MCH facilities provide safe childbirth assistance and address the problems of low birthweight and in-utero stunting.
- 27. The PRRO will continue to support malnourished HIV and tuberculosis patients in treatment facilities while they adhere to all screening, enrolment, treatment and discharge protocols.

Addressing Urgent Food Gaps

- 28. Food and cash-based transfers play a critical role in responses to sudden-onset shocks such as conflict-related displacement and flooding. WFP will provide relief assistance through food or cash-based transfers in the immediate aftermath of a shock and during lean seasons.
- 29. In Mogadishu, relief is provided through cooked meals distributed daily to 90,000 people whose vulnerability is linked to protection concerns. During PRRO implementation, WFP will transition from daily cooked meals to conditional, cash-based transfers that facilitate better dietary diversity and beneficiary choice. Conditions for receiving transfers may include enrolment of children in nutrition programmes, registration in MCH centres, and other practices that promote behaviour change and child nutrition. For households with productive labour capacity, transfers will be linked to enrolment in programmes that support livelihoods.

¹⁵ In collaboration with other humanitarian actors, BSF provided by WFP will complement interventions for children, such as deworming, immunization and vitamin A supplementation.



Protecting Livelihoods and Promoting Recovery with Social Safety Nets

- 30. Seasonal asset-creation programmes in areas of localized food insecurity will target households at risk of acute food-insecurity. FFA interventions for rehabilitating livelihood assets will be based on community consultations and seasonal planning. Drawing on the findings of the nutrition causal analysis, assets will include community water and sanitation infrastructure, health centres and schools.
- 31. WFP will expand the use of early-warning indicators to identify slow-onset shocks ahead of seasonal assessments. Early response will include scaling up FFA activities to include more people, adjusting work norms and altering enrolment criteria to ensure that the most vulnerable people are supported throughout the lean season.
- 32. In acutely food-insecure areas with functioning schools, WFP will provide daily school meals to primary school students to offset household food gaps. Literacy levels are low for both men and women, but significantly more boys than girls are enrolled in school¹⁶ and early marriage of girls is common. To boost enrolment and retain girls in school, monthly take-home rations¹⁷ will be provided to households with girls who attend at least 80 percent of schooldays per month. WFP will explore the use of cash-based versus food transfers for take-home rations. In partnership with Somalia's regional and federal ministries of education and UNICEF, the school meals programme will include complementary inputs such as fuel-efficient stoves, deworming and improved quality of education. WFP will also work with the ministries of education and health to communicate nutrition behaviour change messages for senior primary school students. The average cost of school meals is USD 64.34 per child per year.

Expanding Livelihoods

33. FFA activities will expand Somalia's livelihood infrastructure, increasing productivity and viability for farming and pastoralist communities. WFP will target areas that are accessible and stable and have a strong partner presence, including Somaliland, Puntland and districts covered by the joint United Nations Resilience Strategy. These activities will focus on the construction or enhancement of assets such as dams to reduce gully erosion and rehabilitate farm and rangeland; solar-powered irrigation from shallow wells; reservoirs and shallow wells for water harvesting; and soil conservation measures. WFP will partner FAO to channel farmers' increased production to markets, provide traders with access to cooperatives and improve post-harvest storage and handling.

Hand-Over Strategy

34. As the capacity of regional health and education ministries develops,¹⁸ WFP aims to hand over nutrition and education activities to Somali authorities. WFP will work with regional education authorities to develop a strategy for handing over the school meals programme. WFP will work with partners to develop a national food fortification policy and will promote the commercial availability of fortified flour through a public–private initiative. The PRRO will strengthen coordination with regional and federal disaster management agencies on building capacity for monitoring, needs assessment, food and nutrition security information systems, early warning, early response triggers, targeting and response coordination. Given

¹⁸ In partnership with the ministries of education, WFP will continue to develop capacity through the Systems Approach for Better Education Results.



¹⁶ According to UNICEF's Go-2 School Initiative 2013–2016, only 42 percent of schoolchildren are enrolled; 36 percent of those enrolled are girls.

¹⁷ The value of take-home rations is USD 4.50–7.50 per girl per month, with higher values for households sending girls aged 12–15 years to senior primary school.

the evolving nature of government partnership, and local non-governmental organizations (NGOs)' limited capacity, WFP will be cautious in handing over the relief and nutrition activities.

35. By strengthening the Somali people's ability to adapt to and mitigate shocks – and developing partnerships – WFP envisions that this PRRO will help to reduce the need for humanitarian interventions. Given Somalia's lack of strong institutions, opportunities for hand-over to communities and increasing resilience to seasonal shocks should be explored.

TABLE 1: BENEFICIARIES BY ACTIVITY							
	Cumulative number (2016–2018)	Men/boys	Women/girls	2016	2017	2018	
Strategic Objective 1: S	ave lives and p	rotect liveliho	ods in emergen	cies		1	
Cooked meals	90 000	44 100	45 900	90 000	85 000	80 000	
TSF – individuals	550 000	187 220	362 780	350 000	360 000	390 000	
Relief household rations	210 000	102 900	107 100	141 000	139 000	141 000	
BSF	360 000	176 400	183 600	135 000	125 000	100 000	
Strategic Objective 2: S fragile settings and follo			ity and nutrition	and establish	or rebuild livel	ihoods in	
FFA	340 000	166 600	173 400	285 000	240 000	255 000	
MCH – children under 2 and PLW	270 000	64 800	205 200	115 000	145 000	195 000	
Delivery incentive for MCH	140 000	70 000	70 000	35 000	45 000	60 000	
School meals	250 000	137 500	112 500	120 000	150 000	200 000	
Take-home rations for vulnerable students	690 000	345 000	345 000	340 000	440 000	550 000	
HIV/tuberculosis food by prescription	20 000	9 000	11 000	6 000	4 000	5 000	
Strategic Objective 3: R nutrition needs	educe risk and	enable people	e, communities	and countries	to meet their o	wn food and	
FFA	90 000	44 100	45 900	75 000	65 000	65 000	
TOTAL	2 450 000	1 085 000	1 365 000	1 420 000	1 450 000	1 600 000	

BENEFICIARIES AND TARGETING

NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF CASH-BASED TRANSFERS

36. Calculation of relief rations takes into account access to food from other sources: in-kind relief rations will provide 78 percent of daily energy requirements during the lean season; a ration of 55 percent of daily energy requirements will be provided in areas with greater livestock availability or crop productivity and where fewer than 20 percent of households are acutely food-insecure. FFA rations will provide 100 percent of beneficiary households' calorie requirements, given the lack of other income opportunities and the higher calorie



needs associated with labour-intensive work. Cash-based transfers will be based on the level of vulnerability and the cost of local nutritious foods.

- 37. The PRRO will employ ready-to-use supplementary foods to prevent malnutrition (PlumpyDoz®) and treat moderate acute malnutrition (PlumpySup®), while investigating alternatives to PlumpyDoz® to enhance cost-effectiveness. To replace SuperCereal for pregnant and lactating women, WFP will pilot a new ready-to-use supplementary food that is based on pregnant and lactating women's daily requirements, does not require preparation and reduces the risk of intra-household sharing.
- 38. Household rations include SuperCereal to address micronutrient deficiencies in women of reproductive age, adolescents, elderly people and older children.



	TABLE 2: FOOD RATIONS/CASH-BASED TRANSFERS BY ACTIVITY (g/person/day)													
Activity	Cereals	Pulses	Veg. oil	Super Cereal	Plumpy Sup®	Plumpy Doz®	Sugar	Cash- based transfers (USD/per- son/day)	Total (g/per- son/day)	Energy (<i>kcal/day</i>)	% daily energy reqmt	% energy from protein	% energy from fat	Number of feeding days per year or month
Relief – 55%*	139	56	29	56	-	-	-	0.26	280	1 167	56	12	28	30
Relief – 78%*	278	56	29	56	-	-	-	0.40	419	1 631	78	12	25	30
Cooked meals	375	40	30	150	-	-	3	0.19	-	2 310	110	13	16	26
TSF – under 5	-	-	-	-	92	-	-	-	92	500	39	10	55	30
MCH – under 2	-	-	-	-	-	50	-	-	50	272	21	10	55	30
TSF/MCH – PLW	-	-	25	250	_	-	-	-	275	1 161	44–48	13	35	30
Seasonal BSF	-	-	-	-	-	50	-	-	50	272	21	10	55	30
Tuberculosis and HIV nutrition	-	-	25	250	-	-	-	-	275	1 161	40	13	35	30
MCH delivery incentive	139	56	29	56	-	-	-	0.27	280	1 167	56	12	28	30
School meals	150	30	25	80		-	10	-	225	1 190	64	12	29	26
Cash/food incentive for school attendance	-	-	20	-	-	-	-	0.18	20	178	10	0	100	30
FFA	417	56	29	56	-	-	-	0.55	558	2 119	101	12	22	30

* See paragraph 36 for explanation of the ration percentages.



TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS BY ACTIVITY (mt/USD)								
Activity	Cereals	Pulses	Veg. oil	SuperCereal	Sugar	Plumpy Sup®	Plumpy Doz®	USD
BSF – under 3	-	-	-	-	-	-	4 320	-
MCH – under 2	-	-	-	-	-	-	5 406	-
FFA	80 248	10 777	5 581	10 777	-	-	-	101 253 888
MCH delivery incentive	3 503	1 411	731	1 411	-	-	-	6 804 000
TSF MCH – PLW	-	0	1 392	13 922	-	-	-	-
Relief ration – 78%*	1 611	325	168	325	-	-	-	2 318 040
Relief ration – 55%*	2 250	906	469	906	-	-	-	4 207 870
School meals	18 330	3 666	3 055	9 776	1 222	-	-	-
Cash/food incentive for girls attendance	-	-	3 990	-	-	-	-	39 900 000
TSF children 6–59 months/PLW	-	-	-	-	-	14 573	-	-
Tuberculosis/HIV food by prescription	-	-	135	1 350	-	-	-	-
Cooked meals	29 835	3 182	2 387	11 934	239	-	-	15 116 400
TOTAL	135 777	20 267	17 908	50 401	1 461	14 573	9 726	169 600 198

* See paragraph 36 for explanation of the ration percentages.

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IMPLEMENTATION ARRANGEMENTS

Participation

- 39. Whenever possible, WFP will provide household food and cash transfers directly to women. Procedures for identifying and mitigating protection issues and maximizing beneficiaries' safety and dignity include flexible transfer modalities, complaints and feedback mechanisms, consultations with vulnerable groups, and safe distribution principles.
- 40. PRRO activities will be jointly planned with community committees in which at least 50 percent of members are women. Integrated nutrition, gender and protection messages will be disseminated at distribution sites and through radio broadcasts.

Partners and Capacities

41. WFP has more than 100 partnership agreements with NGOs and regional administrations in Somalia. All potential new partners will be evaluated prior to entering into partnership with WFP. WFP will continue strengthening partners' capacities for mainstreaming gender and protection into programme design, implementation and monitoring.

Procurement

- 42. WFP will continue to use the global commodity management facility to procure food, reducing lead times and optimizing resource use. In 2014 and 2015, WFP procured 700 mt of grade 1 maize from Somali smallholder farmers who were trained in cooperation with FAO. During this PRRO, WFP will continue to purchase from smallholders in higher-yielding cereal-producing areas of Somalia.
- 43. Building on the success of ongoing asset-creation activities, WFP will enhance its links with farmers and small-scale traders in collaboration with FAO, the International Fund for Agricultural Development (IFAD) and other partners.

Logistics

- 44. The presence of Al-Shabaab on the main routes linking southern Somalia to Somaliland and Puntland prevents free movement among these regions. Somaliland and Puntland are supplied mainly through Berbera and Bossaso ports; Mogadishu and Kismayo are the principal ports for southern Somalia.
- 45. WFP charters a vessel for transporting commodities between ports in Somalia. To mitigate the risk of piracy, the vessel will be under the protection of the European Union Naval Force. WFP provides support to the Ministry of Ports in meeting international standards for organization, legislation and accountability.
- 46. Road transport rates are linked to global fuel prices and are relatively stable. In areas of military engagement, transport prices are affected by insecurity, resulting in higher delivery costs. Many trading centres in south and central Somalia, including Wajid, Baidoa and Bulo Burte, require air delivery of essential commodities. WFP uses cargo planes when possible and helicopters to deliver essential nutrition products.

Transfer Modalities

47. PRRO 200443 incorporated the biometric registration of beneficiaries into a single database and created a nationwide network of partners and traders equipped with global positioning system-enabled point-of-sale technology. Through biometrics, WFP can verify



that food assistance reaches its intended beneficiaries. Biometric registration of children under 5 allows WFP to monitor nutrition improvements and the impact of the preventive nutrition programme.

48. To determine whether food or cash-based transfers are more appropriate, WFP evaluates:
i) market functioning; ii) the cost-effectiveness and efficiency of different modalities;
iii) delivery capacity; iv) protection risks to beneficiaries; and v) preferences of women and men. Women and men will be informed about providing feedback on WFP's assistance.

Non-Food Inputs

49. To reduce environmental impact and costs, WFP will install fuel-efficient stoves in all schools and other facilities serving cooked meals. Equipment for school meals and nutrition activities and inputs for the construction of assets will also be provided.

PERFORMANCE MONITORING

^{50.} With eleven offices in Somalia, WFP has the operational reach to plan and monitor all activities.¹⁹ The PRRO's robust and mature monitoring and evaluation system includes beneficiary feedback mechanisms. Output and outcome data will be collected by WFP and third-party monitors trained to operate in high-risk areas. WFP will also enhance its data collection through the innovative mKormeer²⁰ technology for digital data collection in areas with limited access. Building on WFP's mobile vulnerability analysis and mapping tool, the country office has linked six applications into a single information source. The real-time collection and analysis of monitoring, food security and beneficiary feedback data will enhance programme quality. Linking biometric beneficiary registration to distribution and food security monitoring will allow WFP to develop detailed beneficiary profiles for future targeting.

RISK MANAGEMENT AND PRIORITIZATION

- 51. The main contextual risks in Somalia are conflict, limited humanitarian access to beneficiaries in specific areas, and changing geographic boundaries. Programming risks include the limited capacity and presence of cooperating partners, diversion and misappropriation of food, and sustained food insecurity resulting from conflict and climate shocks.
- 52. Risk mitigation will build on: i) WFP's extensive experience in inclusive, transparent programme planning; ii) the selection and capacity development of partners; iii) monitoring and evaluation through digital data collection; iv) multiple channels for gathering beneficiary feedback; v) third-party monitoring and post-distribution surveys; vi) improved targeting through the registration of all current and potential beneficiaries in a single database and the collection of biometrics such as passport photos and fingerprint scans; and vii) robust standard operating procedures based on lessons learned. WFP reviews and updates its risk matrix to mitigate identified risks.



¹⁹ WFP has offices in Baidoa, Beletweyne, Berbere, Bossaso, Dollow, El Wak, Galkayo, Garowe, Hargeisa, Kismayo and Mogadishu.

²⁰ Based on the corporate mVAM tool.

53. WFP will continue to assess market functionality and traders' capacity to meet the increased demand for food. Agreements will be signed with a large network of traders, enabling beneficiaries to select the shops where they redeem their vouchers. To ensure that food of acceptable quality and sufficient quantity is available to meet beneficiary needs, WFP will routinely monitor retailers.

Security Risk Management

- 54. Somalia is one of the most dangerous countries in the world for humanitarians. The establishment of Al-Shabaab in parts of southern and central Somalia has posed a constant threat since 2006. This terrorist group has banned many humanitarian agencies from operating in the territories it controls. It has enforced this ban with violence and destruction of supplies and has been involved in kidnapping humanitarian staff. WFP has responded to this threat by limiting its areas of operation and suspending activities in parts of southern Somalia. The denial of access by Al-Shabaab militants and other armed groups is one of the greatest obstacles to providing humanitarian assistance.
- 55. While military offensives by the Somali Government and African Union forces continue to expand the area under government administration, guerrilla-style terrorist attacks continue. Despite their growing influence, Somali and African Union troops have limited capacity to control southern and central Somalia. Between 2012 and 2015, 246 incidents against humanitarian workers were recorded in Somalia, with 33 humanitarian workers killed and 41 wounded. Banditry, clan conflict and other violence also contribute to an insecure operating environment.
- 56. To mitigate this threat, all WFP facilities are compliant with the minimum operating security standards (MOSS). In higher-risk areas, WFP has upgraded its facilities to MOSS Plus²¹ and requires an escort from Security Police units for any movement of international staff outside of office compounds. These arrangements contribute to the high cost of ensuring staff security in Somalia.

²¹ MOSS Plus upgrades include additional gates and anti-ramming devices at all entry points; additional watch towers and upgrading of existing towers; an additional layer of barriers along the airport road in Mogadishu; upgraded steel doors; a vehicle entry and exit airlock system; additional blast barrier walls; a biometric lock system; and advanced closed-circuit television.



ANNEX I-A

PROJECT COST BREAKDOWN				
	Quantity <i>(mt)</i>	Value (USD)	Value (USD)	
Food				
Cereals	135 777	36 797 817		
Pulses	20 267	10 528 233		
Oil and fats	17 908	18 346 587		
Mixed and blended food	74 699	106 879 435		
Others	1 461	844 216		
Total food	250 112	173 396 287		
External transport	·	29 404 931		
Landside transport, storage and handling		104 693 986		
Other direct operational costs – food		35 244 862		
Food and related costs ¹	·	342 740 066	342 740 066	
Cash-based transfers		169 600 198		
Related costs		44 439 955		
Cash-based transfers and related costs		214 040 153	214 040 153	
Capacity development and augmentation		3 038 925	3 038 925	
Direct operational costs			559 819 144	
Direct support costs (see Annex I-B) ²		157 267 536		
Total direct project costs			717 086 680	
Indirect support costs (7.0 percent) ³			50 196 068	
TOTAL WFP COSTS			767 282 747	

³ The indirect support cost rate may be amended by the Board during the project.



¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information puposes. The direct support cost allotment is reviewed annually.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)				
Staff and staff-related costs				
Professional staff	56 780 393			
General service staff	31 835 209			
Danger pay and local allowances	5 033 010			
Subtotal	93 648 612			
Recurring and other	21 594 250			
Capital equipment	16 282 864			
Security	10 616 125			
Travel and transportation	10 364 799			
Assessments, evaluations and monitoring ¹	4 760 885			
TOTAL DIRECT SUPPORT COSTS	157 267 536			

¹ Reflects estimated costs when these activities are performed by third parties.



ANNEX II: LOGICAL FRAMEWORK				
Results	Performance indicators	Assumptions		
Cross-cutting				
Gender Gender equality and empowerment improved	Proportion of women beneficiaries in leadership positions of project management committees	Cooperating partners provide effective training and information on gender sensitization and project management.		
	Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	Funding is available for capacity development.		
	Proportion of households where females and males together make decisions over the use of cash, voucher or food			
	Proportion of households where females make decisions over the use of cash, voucher or food			
Partnership Food assistance interventions coordinated and partnerships developed and maintained	Amount of complementary funds provided to the project by partners (including non-governmental organizations, civil society, private sector organizations, international financial institutions and regional development banks)	Cooperating partners have the staff and funding to provide complementary inputs and services.		
	Number of partner organizations that provide complementary inputs and services			
	Proportion of project activities implemented with the engagement of complementary partners			
Protection and accountability to affected populations	Proportion of assisted people informed about the programme (who is included, what people will receive, where people can	Cooperating partners conduct efficient and thorough information sessions.		
WFP assistance delivered and utilized in safe, accountable and dignified conditions	complain) Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site	Complaint mechanisms are in place and efficient.		
Strategic Objective 1: Save lives and protect liveli				
Outcome 1.1	FCS: percentage of households with poor Food Consumption	Conflicts or natural disasters do not disrupt food		
Stabilized or improved food consumption over	Score	production and consumption.		
assistance period for targeted households and/or individuals	FCS: percentage of households with poor Food Consumption Score (female-headed)	No outbreaks of measles, cholera or avian influenza occur.		
	FCS: percentage of households with poor Food Consumption Score (male-headed)	Partners provide complementary non-food inputs such as water and sanitation.		
	Diet Diversity Score	An adequate number of qualified nutrition and health workers is available.		
	Diet Diversity Score (female-headed households)	Basic nutrition and health services are		
	Diet Diversity Score (male-headed households)	accessible to all targeted beneficiaries.		

ANNEX II: LOGICAL FRAMEWORK					
Results	Performance indicators	Assumptions			
Outcome 1.2 Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women	Proportion of target population who participate in an adequate number of distributions Proportion of eligible population who participate in programme (coverage) Moderate acute malnutrition MAM treatment default rate (%) MAM treatment mortality rate (%) MAM treatment non-response rate (%) MAM treatment recovery rate (%)	Conflicts or natural disasters do not disrupt food production and consumption. No outbreaks of measles, cholera or avian influenza occur. Partners provide complementary non-food inputs such as water and sanitation. An adequate number of qualified nutrition and health workers is available. Basic nutrition and health services are accessible to all targeted beneficiaries.			
Output 1.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Quantity of food assistance distributed, disaggregated by type, as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned	The food pipeline is predictable and stable. The security situation allows WFP and its partners to implement activities and monitor effectiveness. Diversion of assistance can be prevented through beneficiary verification and monitoring. Manipulation of cash-based transfers can be mitigated through market monitoring.			
Output 1.2 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively	Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned	Sensitization sessions are conducted in an efficient and informative manner.			



	ANNEX II: LOGICAL FRAMEWORK						
Results	Performance indicators	Assumptions					
Strategic Objective 2: Support or restore food secur	ity and nutrition and establish or rebuild livelihoods in fragile s	settings and following emergencies					
Outcome 2.1 Adequate food consumption reached or maintained	FCS: percentage of households with poor Food Consumption Score	Conflicts or natural disasters do not disrupt food production and consumption.					
over assistance period for targeted households	FCS: percentage of households with poor Food Consumption Score (female-headed)	No outbreaks of measles, cholera or avian influenza occur.					
	FCS: percentage of households with poor Food Consumption Score (male-headed)	Partners provide complementary non-food inputs such as firewood, water and sanitation.					
	Diet Diversity Score						
	Diet Diversity Score (female-headed households)						
	Diet Diversity Score (male-headed households)						
	FCS: percentage of households with borderline Food Consumption Score						
	FCS: percentage of households with borderline Food Consumption Score (female-headed)						
	FCS: percentage of households with borderline Food Consumption Score (male-headed)						
Outcome 2.2 Improved access to assets and/or basic services,	Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted primary schools	An adequate number of qualified male and female teachers is available.					
including community and market infrastructure	Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools						
	Gender ratio: ratio of girls to boys enrolled in WFP-assisted primary schools						
	Retention rate in WFP-assisted primary schools						
	Retention rate (girls) in WFP-assisted primary schools						
	Retention rate (boys) in WFP-assisted primary schools						
	CAS: percentage of communities with an increased Asset Score						
	Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted primary schools						

ANNEX II: LOGICAL FRAMEWORK					
Results	Performance indicators	Assumptions			
Outcome 2.3 Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children	Proportion of children who consume a minimum acceptable diet Proportion of eligible population who participate in programme (coverage) Proportion of target population who participate in an adequate number of distributions Anti-retroviral therapy (ART) Nutritional Recovery Rate (%) TB Treatment Nutritional Recovery Rate (%) Prevention of mother-to-child transmission (PMTCT) Nutritional Recovery Rate (%) ART Default Rate (%) PMTCT Default Rate (%) Average number of school days per month on which multi-fortified foods or at least 4 food groups were provided TB Treatment Default Rate (%)	Conflicts or natural disasters do not disrupt food production and consumption. No outbreaks of measles, cholera or avian influenza occur. Partners provide complementary non-food inputs such as firewood, water and sanitation. An adequate number of qualified men and women teachers is available.			
Outcome 2.4 Capacity developed to address national food insecurity needs	NCI: Nutrition programmes National Capacity Index NCI: School Feeding National Capacity Index	Security and political conditions are stable. Government stability, resources and interest in partnerships enable appropriate engagement. An adequate number of qualified government and partner staff is available to support implementation.			



	ANNEX II: LOGICAL FRAMEWORK					
Results	Performance indicators	Assumptions				
Output 2.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Quantity of food assistance distributed, disaggregated by type, as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Number of institutional sites assisted (e.g. schools, health centres), as % of planned Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned	The food pipeline is predictable and stable. The security situation allows WFP and partners to implement activities and monitor effectiveness. Diversion of assistance can be prevented through beneficiary verification and monitoring. Manipulation of cash-based transfers can be mitigated through market monitoring.				
Output 2.2 Community or livelihood assets built, restored or maintained by targeted households and communities	Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure	An adequate number of qualified partner staff is available to support implementation.				
Output 2.3 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively	Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned	Sensitization sessions are conducted in an efficient and informative manner.				
<i>Output 2.4</i> National systems for monitoring trends in food security and nutrition strengthened	Number of food security and nutrition monitoring/surveillance reports produced with WFP support Number of government counterparts trained in collection and analysis of food and nutrition security data	Security and political conditions are stable. Government stability, resources and interest in partnerships enable appropriate engagement. An adequate number of qualified government staff is available to support implementation.				



ANNEX II: LOGICAL FRAMEWORK					
Results	Performance indicators	Assumptions			
Output 2.5 Policy advice and technical support provided to enhance management of food security, nutrition and school feeding	Number of government staff trained by WFP in nutrition programme design, implementation and other nutrition-related areas – technical/strategic/managerial – disaggregated by sex and type of training Number of technical assistance activities provided, by type	Security and political conditions are stable. Government stability, resources and interest in partnerships enables appropriate engagement. An adequate number of qualified government staff is available to support implementation.			
<i>Output 2.6</i> National nutrition, school feeding, safety net policies and/or regulatory frameworks in place	Number of national programmes developed with WFP support – nutrition, school feeding, safety net Number of national safety net policies that are nutrition-sensitive Number of technical assistance activities provided, by type	Security and political conditions are stable. Government stability, resources and interest in partnerships enable appropriate engagement. An adequate number of qualified government staff is available to support implementation.			
Strategic Objective 3: Reduce risk and enable people	e, communities and countries to meet their own food and nutri	tion needs			
Outcome 3.1 Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households	CAS: percentage of communities with an increased Asset Score Diet Diversity Score Diet Diversity Score (female-headed households) Diet Diversity Score (male-headed households) FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with poor Food Consumption Score (female-headed) FCS: percentage of households with poor Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score (male-headed) FCS: percentage of households with borderline Food Consumption Score FCS: percentage of households with borderline Food Consumption Score (female-headed) FCS: percentage of households with borderline Food Consumption Score (male-headed) CSI (Food): Coping Strategy Index (average) CSI (Asset Depletion): percentage of households implementing crisis and emergency coping strategies	Conflicts or natural disasters do not disrupt food production and consumption. No outbreaks of measles, cholera or avian influenza occur.			

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ANNEX II: LOGICAL FRAMEWORK			
Results	Performance indicators	Assumptions	
Outcome 3.2 Risk reduction capacity of countries, communities and institutions strengthened	Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP	Security and political conditions are stable. Government stability, resources and interest in partnerships enable appropriate engagement. An adequate number of qualified government staff is available to support implementation.	
Output 3.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries	Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned	The food pipeline and assistance are predictable and stable. The security situation allows WFP and partners to implement activities and monitor effectiveness. Diversion of assistance can be prevented through beneficiary verification and monitoring. Manipulation of cash-based transfers can be mitigated through market monitoring.	
Output 3.2 Community or livelihood assets built, restored or maintained by targeted households and communities	Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure	An adequate number of qualified partner staff is available to support implementation.	
Output 3.3 Increased WFP fortified foods, complementary foods and special nutrition products purchased from local suppliers	Quantity of fortified foods, complementary foods and special nutrition products purchased from local suppliers	The food pipeline and assistance are predictable and stable. The security situation allows WFP and partners to implement activities and monitor effectiveness. Diversion of assistance can be prevented through beneficiary verification and monitoring. Manipulation of cash-based transfers can be mitigated through market monitoring.	
Output 3.4 Human capacity to reduce risk of disasters and shocks developed	Number of people trained, disaggregated by sex and type of training	Security and political conditions are stable.	

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<i>Output 3.5</i> National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported	Number of people trained, disaggregated by sex and type of training Number of technical assistance activities provided, by type	Security and political conditions are stable.



ANNEX III



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries



ACRONYMS USED IN THE DOCUMENT

ART	anti-retroviral therapy
BSF	blanket supplementary feeding
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IPC	Integrated Food Security and Humanitarian Phase Classification
MAM	moderate acute malnutrition
MCH	mother-and-child health
MOSS	minimum operating security standards
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
PSG	Peacebuilding and Statebuilding Goal
TSF	targeted supplementary feeding
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping

