



## EC/FAO Food Security Programme - Phase II 'Food Security Information for Action'

### Programme Workplan for Somalia

<b>Donor:</b>	European Commission
<b>Implementing Agency:</b>	FAO
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<b>Duration:</b>	3 years
<b>Starting date:</b>	1 November 2005

Building on the achievements of Phase I, Programme activities will continue to be implemented in coordination with the Somalia Food Security Analysis Unit (FSAU) funded by the EC.

Problems identified in Somalia concerning food security information generation and utilization are mainly related to the unreliability of statistical data, the scarcity of quantitative trend analyses of the food security situation in terms of medium and longer term availability, access and stability, and a lack of basic data availability and consistency.

*Proposed activities include:*

1. *Applying the Food Security analytical tool kit by:*
  - a) *Installing and providing training in the use of the Global Information and Early Warning System (GIEWS) Workstation in collaboration with the Food Security Assessment Unit.*
  - b) *Introducing CountrySTAT to organize and disseminate statistical data and metadata on food and agriculture.*
2. *Preparation of a Case Study Synthesis Report: Food Security Responses to protracted crisis situations.*
  - a) *Preparation of a sub-study on "Trade, Livelihoods and Food Security in Southern Somalia".*
  - b) *Preparation of sub-study on "Livestock, markets and food security in Somalia"*
3. *Adaptation and implementation of simple tools for monitoring food access/consumption at the household level for use in food security surveillance, assessment and monitoring activities.*
4. *Review of best practices for food security based on lessons learned from the EC-funded and FAO supported Food Security Analysis Unit (FSAU).*
5. *Capacity Building in "Statistical Information for the Application of Climate Data" (SIAC Training).*

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## **1. Background**

Somalia is considered one of the least developed countries in the world. Economic decline and civil war in the 1980s followed by a protracted armed conflict in the 1990s resulted in deepening levels of poverty, deprivation and vulnerability. 43% of Somalis live in extreme poverty, with an income of US\$ 1 a day or less. Average life expectancy at birth is 47 years; the adult literacy rate is 19% and 47% of the active population is unemployed.

In May 2000 reconciliation talks began in Djibouti, leading to the formation of the Transitional National Assembly (TNA). However, the new Government expired in August 2003. In 2004, it was agreed upon to set up a 275 member Federal Transitional Parliament in Nairobi. Although, the Transitional Federal Government (TFG) returned to Somalia in June 2005, critical issues including security, defining the interim seat of government and national reconciliation remained unresolved. Its authority has been compromised by the rise of Muslims who control much of the south, including the capital, after their militias kicked out warlords who had ruled for 15 years.

The economy in Somalia is heavily dependent on livestock and agriculture. Livestock, hides, fish, charcoal and bananas are Somalia's principal exports, while sugar, sorghum, corn, gat and manufactured goods are the principal imports. In the south, massive imports of food aid and the disruption of traditional rural-urban commercial networks have largely distorted markets in Mogadishu and in other parts of the country. In the last few years, agricultural production has been unstable as drought continues to affect most of the country.

## **2. Problems to be Addressed**

The magnitude of the collapse in Somalia is difficult to quantify. The effective absence of government institutions since the outbreak of the war in 1991 has led to a complete lack of reliable data. There is a scarcity of quantitative trend analyses of the food security situation in terms of availability, access and stability in the medium and longer term. Food security information frequently consists of food crisis alerts or updates on defined geographic regions.

There are evident weaknesses in terms of basic data availability and consistency. Aggregate quantitative estimates of food availability, access or stability can change dramatically, depending on which population estimate is being used. Analyzing the main causes of food insecurity should include crucial problems such as lack of availability, reduced access to food due to diminished financial assets and limited physical access to food sources such as markets due to conflict.

From a broader perspective, prolonged food insecurity and vulnerability resulting from limited employment opportunities, inflation, volatile markets for cereals and a ban on livestock exports, combined with successive years of crop failure, flooding, conflict and demographic changes have created a protracted emergency situation. There is considerable variation in the degree of vulnerability, insecurity and economic viability among different regions.

One way to address these problems is to provide valuable information mechanisms, such as the FAO-supported Food Security Analysis Unit (FSAU) and the EC funded Somalia Water and Land Information Management (SWALIM).

The FSAU-Somalia has a broad mandate to provide evidence based analysis of Somali food, nutrition and livelihood security to enable both short-term emergency responses and long-term strategic planning to promote food and livelihood security for Somali people. Since 2000, the FSAU has been managed by FAO with European Commission funding and the additional backing from USAID.

Characterized by a special livelihoods-based approach to food security analysis that combines both livelihood strategies and livelihood assets, FSAU has six Core Technical Activities that are conceptually and analytically organized within the FSAU Food Security Analysis System (FSAS):

- Baseline Livelihoods Analysis
- Annual Food security Vulnerability Projections
- Rapid Food Security and Nutrition Assessments
- Livelihoods Key Indicator Monitoring at macro and community levels
- Nutrition Surveillance and Analysis
- Applied Research

A particular tool has been developed at FSAU, called Integrated Food Security and Humanitarian Phase Classification (IPC), to harmonize and improve the rigour of classifying and providing early warning for various stages of food insecurity and humanitarian situations. While developed in the context of Somalia, the IPC draws from internationally accepted standards and as such has potential for application in a wide array of livelihood contexts and crisis types.

SWALIM is an information management unit, implemented by FAO, serving Somali administrations, NGOs, development agencies and UN organizations that are committed to assisting Somali communities dependent on water and land resources. By producing baseline information, assessing natural resources and searching for existing information sources around the world, SWALIM is recovering as much lost data as possible. The project is also re-establishing data collection networks in collaboration with partner agencies to facilitate better assessment of rainfall, river flow, groundwater resources, land characteristics, degradation and land suitability as well as improve flood warning and flood management. SWALIM makes its key information available to stakeholders – investors, donors, planners – in support of successful water, agricultural and pastoral development.

### 3. Previous and Ongoing Assistance

In order to cope with the lack of reliable data and analysis, some information systems have been set up in addition to FSAU and SWALIM :

**UNDP Watching Brief** : Watching Brief is the funding mechanism of the World Bank that provides information for policy processes. In Somalia, the Watching Brief is strengthening statistical data collection and analysis and providing capacity-building support. Existing information systems (i.e. Food Security Analysis Unit (FSAU), FEWS-Net) tend to be drawn towards the urgency of emergency issues while striving to contribute to policy decision-making. The Watching Brief has published the results of a 2001 socio-economic survey. They are currently undertaking two assessments: (i) macro-economic assessment looking at employment, inflation, money supply, environmental degradation etc; (ii) socio-economic assessment looking at all economic sectors, e.g. agric, fisheries, etc. Each assessment is being done in three zones, Puntland, Somaliland and South/Central, in collaboration with local NGOs in each zone. Reports are expected in March/April. They are also providing capacity-building support to local administrations by training them in using FSAU and FEWS-Net data so that they can eventually be handed over to national institutions. The proposed 'poverty mapping' exercise will map all settlements, undertake a census, and use focus group discussions to gather information on poverty indicators.

**The new Socio-Economic Survey 2002** of Somalia was launched in January 2004, the first in a proposed series of annual publications on the country. A joint initiative between the World Bank, the UN Development Programme (UNDP) and several other UN agencies, the report is designed to help start the process of rebuilding. The survey is the result of a nationwide household survey and is the first to be published on Somalia since the civil war broke out in 1991.

The main institution created for intersectoral coordination of international assistance to Somalia is the **Somalia Aid Co-ordination Body (SACB)**. Comprised of donors, UN agencies and international and local NGOs, the SACB operates at both the policy level (through an Executive Committee chaired by a donor) and at the operational level (through a Sectoral Steering Committee chaired by the UN Resident/Humanitarian Coordinator). The Somalia Aid Co-ordination Body "provides policy and operational co-ordination for rehabilitation and development activities". It was evaluated in 2004. According to the Somalia Aid Coordination Body (SACB) 2000 Donor Report, the European Commission (including ECHO) has consistently been the most important donor to Somalia.

Assisted by the SACB coordination mechanism, the FSAU has created a "forum approach" where those involved in the provision of information and those implementing assistance programmes can come together to develop a joint platform aimed at deepening food security analysis, discussing findings, outlining various intervention options and facilitating joint learning.

The first attempt by the international aid community to develop a long-term agricultural strategy for Somalia began in 1993 when FAO developed the document: "Towards a strategy for Agricultural development in Somalia": *Relief, Rehabilitation and Reconstruction to Development*. FAO 1993.

In 2001, the SACB started work on an **Agriculture Sector Strategy**. The original intention was to develop a strategy for Food Security and Rural Development, but this proved rather conflictual. The Draft Agriculture Sector Strategy was endorsed by the AWG in March 2002 and then by the FSRDSC on 16 April 2002. In 2004, almost exactly two years after its endorsement, the SACB Agriculture Sector Strategy was revised and updated.

In 2004, the WB/FAO document '**Towards a livestock sector strategy**' was developed by consultants over the course of one year.

### **3.1 FAO's activities**

Several international actors are implementing projects in Somalia to increase food availability and access - particularly for IDPs, returnees and HIV/AIDS affected populations. In this context, FAO provides basic livelihood services that directly increase food access and promotes an integrated approach to livelihood diversification in order to enhance resilience to shocks.

Moreover FAO supports pastoralist and agro-pastoralist communities and coordinates services in the Food Security and Livelihoods sector. Support to the Food Security Analysis Unit (FSAU) is also a major objective of FAO's intervention in Somalia.

Technical backstopping has been provided by the Organization in support to the "Somalia water and land information management system" (SWALIM) and assistance is being given to the communities (especially coastal communities) that have been involved in the tsunami disaster with the aim of re-establishing sustainable livelihoods.

## **4. Objectives of the Programme in the Country**

The EC/FAO Programme intends essentially to implement food security activities in the framework of and in coordination with the FSAU.

As mentioned earlier, the FSAU has recently developed the "Food and Livelihood Security Phase Classification System" which integrates multiple food and livelihood security criteria into a succinct statement indicating the level of severity and outlines general implications for humanitarian response. Moreover, the FSAU encourages its partners to share analysis and engage in consensus-building via a "forum approach". This approach actively involves stakeholders in the analysis and in the process of interpreting findings. Unlike the traditional approach to data collection, processing and evaluation, it seeks to link information with decision-making fora and stimulate communication among decision-makers. The forum approach enhances the depth of food security analysis, facilitates joint learning between those involved in the provision of information and those implementing assistance programmes and creates a platform for discussing intervention options.

In this framework, the EC-FAO Programme will implement, among others, activities that are based on the lessons learned through the experience of the FSAU.

Proposed activities under the EC/FAO Programme, in the framework of cooperation with the FSAU, will support food security initiatives in Somalia by:

1. Improving access and quality of information by strengthening communication and data exchange among international actors. This involves the delivery of software tools (GIEWS workstation, CountrySTAT) and standardizing core datasets to enhance compatibility among information systems.
2. Preparing a Case Study Synthesis Report on Food Security Responses to protracted crisis situations including sub-studies on Somalia.
3. Developing monitoring tools for assessing food security and community-based food and nutrition programmes.
4. Building on lessons learned from support given to FSAU, make sure best practices for food security work in the Region are shared and utilized.
5. Building capacity in analysing food security issues.

## **5. Expected Outcomes at the End of the Programme**

The following outcomes are expected to be achieved at the end of the EC/FAO Programme and in the framework of collaboration with the FSAU:

1. Increased capacity to manage food security information: the Programme will help to build capacity of the country to maintain and disseminate food security related databases. Digital information will be better organized and standardized. At the same time, appropriate training in the use of tools will ensure ownership over the outputs and the capacity building of the local stakeholders.
2. Enhanced technical capacity to better understand and monitor food security and nutrition issues: the Programme will involve the refinement and implementation of two tools to gather information on household level food access and food consumption. It will help building capacity to manage and assess information
3. Reinforced analytical capacity to better understand the complexity of protracted crisis situations and address in a sustainable manner the root causes of the Somali crisis: the Programme will provide a better understanding of the factors (conflicts, institutional set ups, policy frameworks, external and internal responses) that have contributed to the crisis and identify areas that require major attention and intervention.
4. Key lessons for strengthening food security information systems serve as reference to Somalia and other countries interested in building on Somalia experience: the Programme will promote the sharing and utilization of lessons learned from the FSAU experience in the Region and disseminate best practices for food security work.

## 6. Results, Activities and Inputs

Activities in the present workplan are consistent with the overall logical framework defined in the EC-FAO Food Security Overall Programme Document.

With reference to the Logframe, interventions fall under three objectives:

1. "Improve availability and quality of relevant food security information" because the gaps identified in this area considerably affect the food security formulation process.
2. "Reinforce capacity in formulating food security policies, strategies and programming based on food insecurity and vulnerability information" because by delivering information systems and training in the use of tools and methods there is the intention to ensure the link to the programming and policy process and consequently to reinforce it.
3. "Raise awareness of governments, local actors and international community, on the impact of food insecurity and poverty" because by providing support and building capacity at country level, actors are able to better understand the causes and effects of the problem of poverty and food insecurity and to elaborate a common strategy.

The activities identified are:

1. **Applying the Food Security analytical tool kit through the: a) installation of and training in the use of the Global Information and Early Warning System (GIEWS) Workstation (year 2 and 3) and b) introduction of CountrySTAT for organizing and disseminating statistical data and metadata on food and agriculture (year 2 and 3).**
  - a) The GIEWS Workstation is an internet GIS mapping tool for food security and early warning data management. It allows remote sensing data to be integrated with tabular data for early warning and food security analysis. Installation and training in its use is planned for year 2 and 3. International practitioners will be recipients of the training.

The GIEWS Workstation will integrate data and analysis developed under the FSAU. The capacity of the application to organize, manage and disseminate information through internet provides comparative advantages with other desktop- and web-based systems. Data collected and processed by the FSAU will be made available to users through the tool which also provides the means to download, analyze and information.

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The GIEWS Workstation will also host an application for the management of the Integrated Phase Classification system developed by FAO through the FSAU. This application will make full use of the information collected and managed by the FSAU and will help international and national organizations to evaluate, and agree upon, food security situations in different areas of the country using a consultative approach.

The available budget will cover field expenses regarding purchase of equipment, installation, training and assistance to national staff, while funds for the development of the GIEWS Workstation are included under the HQs activities and therefore are not charged to the country budget.

- b) CountrySTAT is a system for organizing and disseminating statistical data and metadata on food and agriculture. CountrySTAT gathers and harmonizes existing statistical information, currently scattered among institutions, in one place so that information tables become compatible with each other at country level and with data at the international level. This is done through the application of data and metadata standards of FAOSTAT and SDMX (Statistical Data and Metadata Exchange promoted by IMF, WB, UNSD, EUROSTAT, FAO) which are integrated into CountrySTAT. As with the GIEWS Workstation, CountrySTAT is planned to be implemented in year 2 and 3.

## **2. Preparation of a synthesis report and two case studies in the framework of the preparation of a book on food security in protracted crisis contexts**

This initiative represents a follow up of work done under the previous phase of the EC - FAO Food Security Programme in preparation of a book on food security in protracted crises. As a first step a preliminary overview paper was prepared in 2004/2005. This paper explored selected examples of policy and programming initiatives for achieving longer-term food security over the past 10 years in Somalia.

The paper's findings, together with papers produced in other countries under protracted crises, were discussed in a workshop in Nairobi in January 2005 that involved food security stakeholders (EC, OCHA, FAO, NGOs, etc) from Sudan and Somalia. During the workshop, it was decided to follow up on the overview paper with the preparation of some evidence-based case studies on food security responses in protracted crises. This could generate a process of lessons learning and cross-cutting analysis for donors, international agencies, NGOs and national governments.

The additional two case studies (see below) will review existing relevant initiatives to extract lessons responding to an emerging concern that mainstream humanitarian or developmental responses are often inadequate for addressing food security problems in a sustainable manner in protracted crises contexts; Furthermore, innovative approaches based on hands on field experience are required for addressing food insecurity issues at the policy and programming level in protracted crises. The Somalia case studies together with cases studies from DRC and Sudan will eventually serve as the basis for a book on food security in protracted crises.

The Somalia-specific activities under the current phase have been split into two sub-components that are: a) the preparation of a cross cutting analysis and b) the preparation of two evidence based case studies.

The two proposed case-studies have been identified through the already mentioned overview paper and through discussion with relevant stakeholders.

- 2a. Preparation of a case-study on "Trade, Livelihoods and Food Security in Southern Somalia"**. This study will focus on key economic activities, trade and a key indicator (assets) of household poverty/food insecurity in the Jubba region of Southern Somalia. By examining trade, politics, and the management of assets (livestock and land) in the region, the report will highlight how certain livelihood groups have been strengthened while others have become poorer and more vulnerable.
- 2b. Preparation of a case-study on "Livestock, markets and food security in Somalia"**. This study will focus on the importance of livestock – a key component of livelihoods in Somalia. Lessons on how an experience undertaken in an emergency context can contain many "developmental" elements will be extracted.

- 3. Adaptation and implementation of simple tools for monitoring food access/consumption** at the household level for use in food security surveillance, assessment and monitoring practices.

This project will involve the refinement and implementation of two simple tools for gathering information on household-level food access and food consumption. The tools to be considered include the household food insecurity access scale (HFIAS) and dietary diversity scores. The Nutrition Division of FAO will provide technical assistance to nutritionists working in food security in Somalia for 1) the adaptation and testing of the tools in 1-2 sites in the country; and 2) the integration of the tools into ongoing food security surveillance activities in the country, including the Integrated Food Security and Humanitarian Phase Classification (IPC). Nutritionists conducting the field adaptations in Somalia will be invited to participate in a regional workshop to be held in Kenya in 2007, where different food security and nutrition tools will be discussed and compared. A report on development and adaptation activities and a users' guide will be produced.

- 4. Review of best practices for food security based on lessons learned from the EC-funded and FAO managed Food Security Analysis Unit (FSAU).** This work will selectively provide documentation of the existing FSAU system, identify problems encountered and resolved, and review best practices in collecting, analysing and using food security information for improving food and nutrition. This activity will result in a report on FSAU's experience and extract lessons learned using concrete examples about setting up a food security information system and making it functional.

Lessons learned will pay specific attention to the application of the Integrated Food Security and Humanitarian Phase Classification, developed by FSAU since February 2004. One specific study will examine the effectiveness of the IPC in influencing response strategies and decision making within the food security sector in Somalia. The specific objectives of the study will be: (i) to analyze inter-sectoral response trends across Somalia from 2000-2006 (ii) to map response strategies undertaken by lead agencies during this time period (iii) to map donor strategies during this period (iv) to review and synthesise IPC evidence based templates, proposed response strategies (v) to triangulate information and quantify the nature and frequency of responses undertaken in Somalia (vi) to model results and determine the effectiveness of IPC in influencing response strategies and decision making processes over a discrete time period and within particular regions (to be confirmed).

The study will complement related lessons learning initiatives under the FAO Netherlands Partnership Programme, in particular a real time lesson learning exercise to examine the effectiveness of the IPC as an analytical and advocacy tool in the CAP Needs Analysis Framework exercise 2006. Both lessons learning exercises aim at informing the development of food security analysis and assessment tools at global and regional levels and will also inform the regional roll out of the IPC in the East and Central African regions.

- 5. Capacity building in "Statistical Information for Application of Climate Data".**

Training in "Statistical Information for Application of Climate Data" will be provided for two participants from Somalia. SIAC training courses give people working with climatic data the skills they need to use historical datasets effectively. With such skills, people can produce relevant, tailored outputs that, in turn, enable end-users to make better decisions.

As weather is a crucial factor behind variability in food production, the training will ensure that: (1) climate-analyses are specifically tuned to the requirements of the food security situation, and (2) food security analysts and the weather community understand each other and collaborate on a regular basis. These activities will be planned in close collaboration with the FSAU.

The table below shows how the above areas of intervention relate to the Programme's logical framework:

Specific objectives	Results	Outputs	Areas of intervention
1. Improve availability and quality of relevant food security information	A – Collection of food insecurity and vulnerability data and information is improved or strengthened	1.A.1 – Food insecurity and vulnerability data and information are improved	1a, 1b
		1.A.2 – Food insecurity and vulnerability data and information management are strengthened	1a, 1b
	B – Analysis of food insecurity and vulnerability data and information is strengthened	1.B.1 – National and regional capacity to analyse food insecurity and vulnerability data is strengthened	1a,4,5
		1.B.2 – Capacity of using environmental monitoring tools and data for food security assessment are strengthened.	3,5
		1.B.3 – GIEWS Workstation is established at global and national levels and capacity in its use is strengthened	1a
1.B.4 – National and regional capacity for food security assessment is reinforced	3,4		
2. Reinforcing capacity in formulating food security policies, strategies and programming based on food insecurity and vulnerability information.	A – National and local capacity to produce and use information for policy making are reviewed and updated.	2.A.1 – Gaps in national and local capacity to produce and use information for policy making are identified.	2,4
	B – National and local capacity to produce multisector food security information is strengthened	2.B.1 – Response mechanisms to crises and food security policy formation are improved.	2,3,4
		2.B.2 – National institutional structures and systems are reviewed.	
	C – Dissemination of food insecurity and vulnerability data and information is strengthened.	2.C.1 – Integrated food insecurity and vulnerability data and information dissemination systems are strengthened	1a,1b,4
	D – Capacity to formulate appropriate food security policies in different contexts using adequate information is increased.	2.D.1 – Methodological approaches for integrated use for household, food insecurity and vulnerability data are strengthened.	4
		2.D.2 – Guidelines to switch from rehabilitation to development and using appropriate data and information are prepared.	
		2.D.3 – Awareness to embody gender aspects in policies using gender disaggregated information is increased.	
2.D.4 – Capacity to formulate food security and rural development policies in countries with natural resources under pressure is increased.			
2.D.5 – Support to selected countries in preparing strategies and operational plans for food security agricultural and rural development is provided.		6	
3. Raise awareness of governments, local actors	A – Causes of food insecurity and vulnerability are better	3.A.1 - National context analysis of food insecurity	2,3,4

and international community, on impact of food security & poverty.	understood.	and vulnerability are better understood.	
	B – Good practices in food security, poverty and rural development, institution building and networking are identified, analysed and disseminated.	3.B.1 – Good practices in food security, vulnerability, institution building and networking are identified, analysed and disseminated at national level.	4
		3.B.2 – Good practices in food security, poverty and rural development are disseminated	
	C – Dialogue and exchange of experience within the international community are improved.	3.C.1 – Dialogue and exchange of experience among international community are facilitated	
		3.C.2 – Improved information in qualitative and quantitative terms is provided to the GDPR.	