

Somalia

Executive Summary

Throughout 2006, Somalia remained one of the most challenging humanitarian crises in the world. The country has some of the worst health indicators: One in every four children died before reaching the age of five.¹ The global acute malnutrition rates, especially in the South and Central region, were above the emergency threshold of 15 percent.² Two-thirds of the population did not have access to safe drinking water.³

Chronic food insecurity and high malnutrition rates in Somalia were compounded by the worst drought in a decade, starting in early 2006, which affected much of the Horn of Africa region. Roughly, 1.8 million people in Somalia were affected by the drought, and the most vulnerable groups were at risk of famine. The drought required humanitarian responses to address the needs for both immediate life-saving and medium-term livelihoods concurrently.



Later 2006, the worst flooding in a decade hit Somalia. The South and Central regions, in particular, along the Shabelle and Juba valley basins were the most affected. The UN estimated that up to 350,000 people along the riverine areas had been displaced by November 2006⁴, cut off feeder roads, blocked or damaged irrigation systems and inundated thousands of hectares of farmland in Gedo, Juba valley, Hiran and Shabelle valley regions. The seasonal *Deyr* rains (October-December) exacerbated by a moderate *El Niño* effect, were predicted to continue through early 2007. The complex effects of the protracted civil strife and a series of natural disasters had put already overstretched coping mechanisms and options of people in Somalia further at risk. The persistent tension between the Islamic Courts Union and the Transitional Federal Government further added complexity to the plight of the affected population.

The humanitarian community was faced with yet another challenge in terms of access constraints and insufficient resources. At the time of the floods, the funding for Somalia 2006 CAP stood at 58 percent. The magnitude of the floods was beyond the contingency resources built into the regular programming of agencies. To respond immediately, the Humanitarian Country Team in Somalia appealed for CERF funding under the rapid response window, mainly in the areas of food, logistics and operational support and non-food items. As a result, US\$10,437,041 was allocated to five projects, out of the estimated US\$28,616,475 required for the flood response. In order to mobilize further resources for unmet requirements of US\$18,179,434, the UN launched the Somalia floods response plan in November 2006.

¹ UNDP Human Development Report 2006

² CAP 2006 Somalia rev.

³ Ibid.

⁴ The initial estimate on the affected population was approximately 900,000. The figure was later revised to 350,000 in November 2006. As the relief operations progressed and because of an inter-agency assessment, the figure was again revised to 255,000.

Table 1: Agencies that received funds in 2006

<p>Total amount of humanitarian funding required - 2006</p>	<ul style="list-style-type: none"> ■ US\$355,334,515 <ul style="list-style-type: none"> ○ US\$326,718,040 (CAP 2006 revised) ○ US\$28,616,475 (Floods response plan November 2006)
<p>Total amount of CERF funding received by window (rapid response/underfunded)</p>	<ul style="list-style-type: none"> ■ US\$16,609,055 * <ul style="list-style-type: none"> ○ US\$10,437,041 (Floods November 2007, rapid response) ○ US\$6,172,814 (Horn of Africa, rapid response)
<p>Total amount of CERF funding for direct UN/IOM implementation and total amount forwarded to implementing partners</p>	<ul style="list-style-type: none"> ■ 06-WFP-310 (Food airdrop, US\$3,011,841) was suspended in December 2006 due to the security situation and improvement of land access. The balance of US\$2,629,779 was returned. <p style="text-align: center;">N/A</p>
<p>Total number of beneficiaries targeted and reached with CERF funding (disaggregated by sex/age)</p>	<p>See Part 4 “Results”</p>
<p>Geographic areas of implementation</p>	<ul style="list-style-type: none"> ■ Floods response allocation - South Central Somalia (Gedo, Juba valley, Hiran, Shabelle valley) Horn of Africa drought allocation - ■ Drought affected regions in South Somalia (Gedo, Bay, Bakool, Middle and Lowe Juba)

Decision-making

When the CERF allocation was made to the Horn of Africa, the first challenge was to decide on the allocations for each country in the region. OCHA Regional Office for Central and East Africa (RO CEA) facilitated the exercise in consultation with the respective Humanitarian Coordinators and OCHA Heads of Offices. The team considered urgent life-saving needs as well as forgotten and underfunded crises - Kenya and Ethiopia stood out as the countries at the epicenter of the drought where needs were most acute whilst Djibouti and Eritrea were considered as being chronically underfunded. Somalia fell into both categories. Country allocations were aimed to ensure that the regional response approach was consistently balanced and needs-based in order to prevent an escalation of the crisis, which could potentially trigger cross-border population movements and/or conflict over resources. Consequently, it was decided to allocate 30 percent of the CERF funds to Somalia, 25 percent to Kenya, 18 percent each to Ethiopia and Eritrea, and nine percent to Djibouti.

Priority sectors were determined in consultation with the Inter-agency Standing Committee (IASC) in Somalia and the cluster leads, with the emphasis on life-saving activities. As a result,

the health and nutrition sector was allocated 50 percent, the water and sanitation 30 percent and the livelihoods 20 percent. Given the regional nature of the drought crisis, some agencies such as the Food and Agriculture Organization (FAO) developed a regional plan of action in collaboration with the county teams in Somalia, Ethiopia, Kenya, Eritrea, and Djibouti.

Within each sector, project targets were established based on the levels of vulnerability (assessed mainly by the FAO/Food Security Analysis Unit (FSAU) post-*Deyr* assessment of February 2006) as well as the two inter-agency assessments to Bay, Bakool and Gedo regions, facilitated by OCHA. Based on the identified needs, CERF-funded activities focused on the most severely affected areas, Gedo, Bay, Bakool, and Middle/Lower Juba. The nutrition and water and sanitation clusters conducted further detailed assessments. Effective vulnerability analysis and targeting was hindered by the lack of reliable baseline data, particularly on population, livestock, and water sources. Field-based assessments were challenged by insecurity and poor access. The second CERF allocation to the Horn of Africa was divided along the same proportions among the affected countries and the second CERF allocation to Somalia focused on logistics and operational support (61 percent) to enhance access to the southern region to sustain support for the drought-affected populations. The sectoral allocations were made to health (14 percent), school feeding (15 percent), and livelihood support (9 percent).

In early November 2006, when it had become clear that Somalia was experiencing the worst floods in a decade, the Humanitarian Coordinator mobilized cluster leads and heads of agencies to form the Emergency Flood Response Coordination Group, which convened its first meeting on 16 November. Subsequently, the twice-weekly Flood Working Group, co-chaired by OCHA and Somalia Water and Land Management (SWALIM) provided a forum for all partners to coordinate responses. The Humanitarian Country Team met daily since the onset of the disaster to coordinate inter-agency processes, including assessments, responses, and resource mobilization. The clusters, now well established, also coordinated activities with partners.

Conflict and access restrictions during October and the subsequent withdrawal of UN international staff from the severely flood-affected South and Central areas posed challenges in accessing needs. However, agencies continued their relief efforts through their national staff and local partners on the ground. Access was further hampered by the floodwaters cutting off land access. Based on the preliminary reports from the nine clusters, the priorities were identified as health, water, and sanitation, nutrition, food, logistics, protection, education, livelihoods, and early recovery activities for the overall floods response plan. The most urgent requirements to kick-start the responses, i.e., logistics, non-food items, emergency support, and the establishment of a pooled fund directly accessible by local NGOs were prioritized for CERF funds requests.

Implementation

Most of the CERF-funded projects were implemented by national and international NGOs on the ground (see Annex I). Partners were selected based on their track records for their field presence, community-focus and operational capacity. Implementation modalities were discussed and agreed within the respective clusters. Efforts were made to harmonize standards and target methodologies among the implementing partners. Allocation of funds, equipment, and supplies to NGOs was based on assessed capacity of each organization. Priority was given to provide bridge funding to areas with no resources and to strengthen capacity of credible national NGOs.

The CERF fostered coordination rather than competition among UN agencies. A collaborative approach was often adopted for inter-cluster activities such as health and water and sanitation (World Health Organization (WHO) and UN Children's Fund (UNICEF)) and nutrition (World Food Programme (WFP), UNICEF). The challenges in terms of access on the ground meant that partnership with local partners was essential to reach target beneficiaries. The innovative allocation of CERF funds to UN Development Programme (UNDP) for the Humanitarian Response Fund (HRF) enabled direct funding to local NGOs and facilitated enhanced partnership with local partners for effective relief delivery and gap filling, in particular, in hard-to-access areas. The engagement with local partners at times posed challenges to cluster lead agencies when a number of new potential local partners emerged during the disaster, some with untested capacity and capabilities. The sudden changes in local authorities' counterparts also posed challenges at times.

Results

Drought response (US\$6,172,814)

At the time of the requests for the first CERF allocation (10 March 2006), the Somalia Consolidated Appeals Process (CAP) was less than 15 percent funded. The Somalia CAP was then revised in March 2006 to reflect the increased humanitarian needs. At the time of the second CERF allocation (31 March 2006), the CAP was about 26 percent funded, with crucial sectors such as health, nutrition, water and sanitation less than 10 percent funded. At country level, OCHA followed up with respective agencies to update their funding level, as tracked by Financial Tracking System (FTS). The funding status was shared with donors.

The first CERF allocation (US\$2,984,566) proved to be instrumental in that it enabled rapid responses to the deteriorating humanitarian situations in key life-saving sectors that had been seriously underfunded, such as health, nutrition, and water and sanitation. The CERF-funded activities helped alleviate acute human suffering and protect the most vulnerable. Some of the second Horn of Africa allocations (US\$3,187,448) were delayed in disbursement, causing implementation delays.

The general emergency **food** ration planned under the WFP's programming initially consisted a monthly 5kg of blended food for each targeted family in the drought-affected areas. The prevalence of global acute malnutrition rates in these areas, however, exceeded the emergency thresholds of 15 percent and the health and nutrition cluster consequently advised WFP to increase the ration by an additional 5kg. CERF funding allowed WFP to procure and distribute 1,080 metric tons of fortified blended food to 436,000 beneficiaries.

CERF funding to **nutrition** supported UNICEF in strengthening its commitments to enhance the nascent cluster structure in three key field locations. With CERF funding, UNICEF was able to undertake rapid procurement of fortified blended food, which supported 2,500 of the most vulnerable children through 10 selective feeding centers operated by NGO partners. Through the strengthened cluster coordination, the number of operational selective feeding sites increased from 14 to 75 during the year. As part of the drought response, local agencies with access to insecure locations were identified and trained as new partners. The increase in capacity of the nutrition cluster in South and Central regions during the drought response later enabled enhanced effectiveness in responses to the flood emergency. A further allocation to WFP facilitated a pilot **emergency school feeding** activity aiming at increasing the enrolment rate, in close collaboration with UNICEF. The pilot activity reached 15,955 children at 61 schools, with 510.56 metric tons of food commodities procured with the CERF.

WHO and UNICEF received support of the CERF for **health**-related responses. In addition to strengthening local capacity through mobile outreach and provision of training and necessary equipment, the CERF funding enabled WHO and UNICEF to undertake a round of polio vaccination during the drought response, keeping the momentum of the nation-wide eradication effort.

In the area of **water and sanitation**, UNICEF teamed up with NGO partners to bring clean water to over 36,000 IDPs via water trucking. The emergency rehabilitation of existing water sources for another 27,000-affected people was also undertaken with the CERF funding.

To undertake “**livelihood**-oriented” interventions for relief and early recovery, Food and Agriculture Organization (FAO) utilised the CERF funding for animal health and livestock de-stocking activities. Some 25,000 households in Bay, Jilib and Sakow benefited from the animal health intervention whilst 1,075 households benefited from de-stocking. The latter injected US\$91,602 into the local economy and produced approximately 102 metric tons of meat, enhancing food security. Another portion of CERF funding enabled FAO to support pastoralist communities affected by the drought through redistribution of livestock. Some 155 marginalised pastoral families in Gedo and Bakool each received 40 goats and 1 donkey to rebuild their livelihoods.

The CERF funding for **logistics** support for the Somalia drought relief operations enabled the World Food Programme (WFP) to facilitate the United Nations Common Air Services (UNCAS) on a ‘pre-paid’ basis. Given that low levels and delayed funding were among the major constraints faced by humanitarian actors in Somalia, such support services were meant to enhance access to South and Central Somalia and enable life-saving activities. Some 1,202 staff from eight UN agencies and 21 NGOs responding to the drought benefited from the services. Approximately 50,000kg of humanitarian supplies was also airlifted. The CERF funding also enabled rehabilitation of selected airstrips and the UN common premises in Wajid. Furthermore, the CERF-funded operational support activity through WFP’s contractor FITTEST (Fast IT and Telecommunications Emergency and Support Team) assisted in setting up 24/7 radio networks in key locations to enhance the operational environment. The network was also allocated to NGO partners for their use.

Table 2: Results achieved from the Horn of Africa drought allocation (March-August 2006)

Agency	Number of beneficiaries	Results achieved
UNICEF (water and sanitation, health and nutrition, non-food items)	■ 1.5 million children	■ 1.4 million children vaccinated against polio (CERF supported one of the six rounds of vaccination planned for January-July 2006).
	■ 58,000 combined nutrition coverage between UNICEF and WFP	<ul style="list-style-type: none"> ■ Fortified blended food procurement and delivery undertaken in a timely manner, allowing selective feeding programme targeting 2,500 of the most vulnerable children affected by malnutrition at 10 selective feeding centres. ■ Through improved cluster coordination and response, the number of operational selective feeding centres in South Central Somalia increased from 14 to 75 in 2006. ■ The nutrition cluster reached about 36,000 malnourished children during the year

WHO (health)	<ul style="list-style-type: none"> 200,000 people at immediate risk from poor access to water and inadequate sanitation 	<ul style="list-style-type: none"> Through its partners, increased the provision of water to 63,000 vulnerable persons. Of these, 36,000 people received water through trucking while 27,000 people were supported through emergency repairs of existing water sources. Pumps and generators for water provision procured to sustain the water sources that supported approximately 161,000 people
	<ul style="list-style-type: none"> 63,000 vulnerable persons 	<ul style="list-style-type: none"> Chlorination of water sources carried out to reduce risk of disease
	<ul style="list-style-type: none"> 161,000 persons 	<ul style="list-style-type: none"> Production of higher yielding water sources maintained through procurement of pumps and generators
	<ul style="list-style-type: none"> 90,000 people over a three-month period 	<ul style="list-style-type: none"> Procured four new emergency health kits (EHK) and four diarrhoeal disease (cholera) kits to strengthen the availability of essential drugs of WHO's existing drug stocks 28 health workers from nine regions trained on communicable diseases control response 22 laboratory health workers from nine regions trained on basic microscopy (malaria and disease surveillance) Immunization and laboratory supplies received to support polio and measles mass vaccination activities as well as to improve basic laboratory responses
<ul style="list-style-type: none"> 10 percent of the rural population in the drought affected areas (est. 110,000 as of Mar 2006) 	<ul style="list-style-type: none"> 35 nurses and assistant nurses from 7 regions trained in disaster risk reduction - mobile outreach activities 30 health workers trained on managing drug supplies for health facilities Essential health care and drugs delivered through mobile outreach activities to the drought-affected population who had not access to health services. Vaccination campaigns facilitated through mobile health clinics 	
<ul style="list-style-type: none"> Nation-wide 	<ul style="list-style-type: none"> Specialised training on the water and health provided to WASH workers in the field. Water quality assessment conducted in Hargeysa Water chlorination undertaken in Hargeysa and Somaliland 	
<ul style="list-style-type: none"> 436,000 beneficiaries located in areas with acute food shortages 	<ul style="list-style-type: none"> 1,080 metric tons of fortified blended food (corn soya blend) procured, increasing food ration from 5kg to 10kg per family Improved food basket distributed through the network of implementing partners to 436,590 people (72,765 families), thereby increasing their micro-nutrient intake 	

WFP (food, logistics, coordination support)	<ul style="list-style-type: none"> 15,955 school children (10,022 boys, 5,933 girls) in 61 schools in drought affected regions 	<ul style="list-style-type: none"> In collaboration with UNICEF, 510.56 metric tons of food commodities were delivered for the emergency school feeding programme. The schoolchildren received 320 grams of food on every school day for four months. Attendance rates at target schools increased by 15 percent.
	<ul style="list-style-type: none"> Over 1.5 million drought affected people 	<ul style="list-style-type: none"> Basic non-food items (kitchen utensils, water storage facility, plates and cups) also distributed Target schools were integrated into the regular WFP school feeding programme at the end of this pilot activity Facilitated air movements of 1,202 humanitarian personnel from 8 UN agencies and 21 NGOs engaged in the drought response to Jowhar, Merka, Mogadishu, Wajid, Afmadow, Beletweyn, Garbaharey, Baidoa, Jamame, Eldere, Buale, Kismayo and K50 Approximately 5,000kg of humanitarian supplies airlifted to various airstrips and target areas. Users included WFP, WHO, UNDP, UNICEF, OCHA, ILO, FAO, IOM, WVI, World Concern, DRC, Mercy Corps USA, CARE, Africa Rescue Committee (AFREC), Intersos, Concern World Wide, GHC, CISP, ACF, NGO consortium, Advancement for Small Enterprise Programme (ASEP), VSF Suisse, ADRA, COOPI, VETAID, Horn Relief, Oxfam GB, and Oxfam Novib Eight airstrips in Merka, Marerey, Buale, Luuq, Kismayo, Garbaharey, Bardhere and Afmadow rehabilitated The UN common premises in Wajid rehabilitated
	<ul style="list-style-type: none"> Over 1.5 million drought affected people 	<ul style="list-style-type: none"> Through the FITTEST, 24/7 common radio security network established in Baidoa, Mogadishu and Wajid, to support the drought response operations. NGOs were allocated network access Some 455 humanitarian personnel from UN agencies and NGOs received radio training.
FAO (livelihoods)	<ul style="list-style-type: none"> 20,128 pastoralist households in drought affected regions 	<ul style="list-style-type: none"> Through NGO partners, 585,351 animals were vaccinated and/or treated to benefit nearly 19,000 pastoralist households to maintain their purchasing power Through local NGO partners, 1,075 non-productive animals de-stocked, benefiting 1,075 households with US\$91,602 injected into these households 53 animals were redistributed for 53 households
	<ul style="list-style-type: none"> 155 pastoral households in drought affected regions 	<ul style="list-style-type: none"> Through NGO partners, re-distributed 40 goats and 1 donkey per target household to assist rebuilding of livelihoods

Flood response (US\$10,437,041)

At the time of the floods, the funding for Somalia 2006 CAP stood at 58 percent with serious imbalance between food and non-food items (non-food items) sectors. The magnitude of the floods was beyond the contingency resources built into the regular programming of agencies. To enable immediate response, the Humanitarian Country Team in Somalia appealed for CERF funding under the rapid response window once again, mainly in the areas of logistics and non-food items. As a result, US\$10,437,041 was allocated to five projects, out of the estimated US\$28,616,475 required for the overall flood response. To mobilise further resources for the unmet requirement of US\$18,179,434, the UN launched the Somalia floods response plan in November 2006.

In emergency **livelihood** support, FAO and ICRC were the main agencies providing seeds to support riverine farming livelihoods. Two organisations coordinated the activity by agreeing that ICRC covered 75,000 flooded affected farmers in Gedo, Lower and Middle Juba and part of Hiran whilst FAO, with the CERF funding, targeted 20,000 affected households in the Shabelle not covered by ICRC. The level of coordination ensured that the flood affected riverine farmers were adequately supported with seeds.

For the essential **non-food items**, UNICEF had stockpiles of supplies for approximately 9,000 families (54,000 people). Available funding was used to procure extra items for an additional 10,000 families (60,000 people) and the CERF was urgently requested to fill the funding gap to reach at least 245,000 of the 330,000 estimated flood-affected population as part of UNICEF's commitment to multi-agency response, and to replenish emergency stockpiles. The large volume of supplies procured through the CERF funds began to arrive in batches in late December 2006 into early 2007. Shipment of these supplies into Somalia was delayed by the conflict. By March 2007, supplies arrived in country and were being distributed to vulnerable households. While the CERF grant was used purely for procurement of supplies, the distribution was undertaken through partnership with local NGOs in order to effectively reach those in need.

Mounting a response to the flooding as well as attempting to maintain the ongoing vital supplies to drought relief aid was challenged by the severe infrastructure damage caused by the floods. With the CERF funds, WFP launched air operations to provide **logistics** support via air cargo services for relief agencies. The air operations started on 28 November 2006, with a Dash 8 and a Buffalo from Nairobi serving the hubs of Wajid, Kismayo, Beletweyn, Johwar, Mogadishu and K50, and by two MI8s for onward transportation to Jamame, Buale and Afmadow. The Somalia logistics cluster provided a forum for all agencies to remain informed of the operation as well as to share and resolve emerging logistics issues. Cargo prioritisation was established by the inter-agency Flood Working Group. Some 400 metric tons of relief items were moved from Kenya to Somalia and 125 metric tons in-country by the time the fund was exhausted, which occurred half way through the project implementation period due to the greater demand for air cargo transportation than anticipated. While a new strategy was being discussed, the cargo flights were temporarily suspended. Subsequently an approval given to a new project to clear the backlog and cargo flights continued through February/March 2007. The food airdrop operation out of Kismayo was launched on 20 December to enable in-country movements of relief items. This operation however had to be suspended after only two days due to the outbreak of renewed fighting in Somalia. Following the deterioration of security situations and gradual regaining of land access as roads dried up, it was decided at the end of December not to pursue food airdrops any longer.

At the end of December, US\$2,000,000 was allocated to the Humanitarian Response Fund (HRF), to be administered by UNDP, to facilitate a timely and flexible **pooled fund** mechanism,

with emphasis on accessibility to the fund by local NGOs in order to effectively reach the affected populations and help strengthen capacity of local partners. HRF allocations were made through April 2007 to sixteen projects, of which more than half were proposed by local NGOs directly or in partnership with international organisations. These projects provided support to the vulnerable communities who had been under compounded effects of disasters and conflict in the areas of health and nutrition, livelihood recovery, access to water and sanitation facilities and disaster prevention.

Table 3: Results achieved from the Floods response allocation (December 2006)

Agency	Number of beneficiaries	Results achieved
UNICEF (non-food items)	<ul style="list-style-type: none"> 131,000 people including 26,220 children (At least 245,000 of estimated 330,000 flood affected people for the overall non-food items) 	<ul style="list-style-type: none"> 25,400 family relief kits, 40,438 plastic sheets, 37,100 blankets procured with CERF funds to augment UNICEF stockpiles to meet the estimated needs. Non-food items distributed to 35,479 families (248,353 people) through partnership with NGO partners. Surplus non-food items were added to the stockpile for future needs.
FAO (livelihoods)	<ul style="list-style-type: none"> 20,000 affected farming households 	<ul style="list-style-type: none"> 39,000 hoes, 12,000 axes, 8,000 shovels, 200 metric tons of maize, 70 metric tons of pulses and 54 metric tons of sesame were distributed to 20,000 farming households in a total of 186 villages in Hiran, Middle and Lower Shabelle, through NGO partners. Farmers were able to plant the distributed seeds to compensate half of maize crop, entire cowpea crop and one-third of sesame crop lost to the floods.
WFP (logistics)	<ul style="list-style-type: none"> 900,000 flood affected people 	<ul style="list-style-type: none"> A total of 400 metric tons of relief items air transported from Kenya to the hubs in Wajid, Kismayo, Beletweyn, Johwar, Mogadishu and K50 using a Dash 8 and a Buffalo. A total of 125 metric tons of items moved in-country by two MI8s. Users included UNICEF, World Vision, ICRC, Save the Children, CARE, Horn Relief and WFP.
UNDP (multi)	<ul style="list-style-type: none"> Flood affected population 	<ul style="list-style-type: none"> Additional funds made available to the Humanitarian Response Fund (HRF) to provide timely and flexible funding for humanitarian interventions mainly through local NGOs. Sixteen projects received HRF funding, of which nine were proposed local NGOs directly or in partnership with international agencies.

Lessons Learned

Timeliness of disbursement

For projects funded under the first allocation, the response time (from the time a proposal was submitted to when money was disbursed) was an average of 25 days. With one project, the funds were disbursed within 14 days. However, the disbursement of funds was extremely delayed during the second allocation, and the average response time was 79 days, with one project received funds after three months. At the CERF Secretariat level, there was a need to identify and rectify any administrative hurdles that were contributing to these delays. For the flood response, agencies reported timely disbursement in most cases.

Implementation period under the rapid response window

The three-month implementation policy for the rapid response funding may be reasonable in most cases, given the mandate of the fund. In case of delays in implementation due to compelling reasons, no cost extension has been granted (i.e., WFP air operations). The policy could however be flexible to certain degrees, given the evolving and very uncertain operational environment such as in Somalia, where security and access restrictions could suddenly change.

Policies and procedures

For the first allocation, lack of clarity on the CERF application process resulted in delays in review and approval of project proposals. The CERF application guidelines were issued relatively late, following the two allocations made to the Horn of Africa. By the time flood response allocations were requested, the procedures were much clearer. Continued strong support and guidance from the CERF Secretariat for the policies and procedures is however still needed, as the facility is still relatively new to agencies on the ground. It is suggested that training of relevant agency personnel continues as well.

Some restrictions discouraged certain agencies from accessing the fund. One project proposal was initially withdrawn due to the seven percent limit on programme support costs (PSC). Given the challenging context of Somalia, flexibility should be considered in this respect. Continued dialogue with UN agencies with respect to harmonising administrative policies and requirements at the headquarters level is desired.

Reporting requirements, including the standard format, were not clear initially. As some agencies were required to get clearance for their project reporting, delays were experienced. Because the headquarters of respective recipient agencies also report to OCHA NY at their level, there was a degree of confusion as to reporting requirements at the country level. The reporting requirements have become clearer with CERF mechanism entered into the second year in its operation.

Cerf in Action

Health

Polio eradication initiative (UNICEF and WHO)

The war-torn country of Somalia currently poses one of the greatest threats to the global goal of eradicating polio and therefore the attainment of the Millennium Development Goal 6. Somalia successfully put an end to the transmission of polio in October 2002. Since 2005, however, Somalia's children were once again forced to live under the spectre of this crippling disease. Polio re-emerged in Somalia due to a combination of factors including poor sanitation and the difficulties of conducting large-scale immunization programmes in areas where access and coordination problems are linked to the ongoing conflict. The impact of the current outbreak that began in 2005 also caused considerable concern amongst public health officials. This stemmed from the risk of population displacements because of the conflict, which have the potential to transform the problem from a localized outbreak into a significant regional threat undermining polio eradication activities in neighbouring countries (including Yemen, Ethiopia, and polio-free Kenya).

The CERF in 2006 was the key factor in maintaining the momentum of the 2005 immunization initiative as it funded vaccine procurement for UNICEF/WHO for one round of immunizations in 2006. The campaign called for six immunization rounds to be conducted between January to July, and nine in 2006. The regional significance of the campaign should also be underscored. The polio campaign activities in Somalia formed part of the wider coordinated national immunization days campaigns (NIDs) performed in the Somali Region of Ethiopia and northeast Kenya in June 2006. These activities will continue until transmission is stopped on both sides of the Somali border. The result of polio eradication activities could be clearly seen in the epidemiological data. Since the beginning of the new outbreak in July 2005, 211 cases of *wild poliovirus 1* were confirmed by July 2006. The number of confirmed cases reported in 2005 was 185, and in 2006, only 26 cases. This illustrates the impact of the joint UNICEF/WHO led immunization campaigns, which have successfully stemmed the tide of new infections. The comprehensive immunization campaign targeted an average of 1.4 million children under-five years old during each round of NIDs with a reported coverage ranging from 63 to above 95 percent.

Collated data on the epidemic suggest that the outbreak was brought under control in the key areas of Mogadishu, and Lower and Middle Shabelle. Results suggest the campaign proved successful, meaning that CERF funds not only have contributed to limiting the spread of the disease in the context of the emergency response, but also have stabilized the situation allowing UNICEF/WHO and their partners to focus on eradicating polio altogether from Somalia in support of Millennium Development Goal 6.

Strengthening Local Health Emergency Response Capacity (WHO)

For the health cluster, CERF support for three different training sessions on communicable disease control, laboratory microscopy, and mobile outreach health services laid a foundation for improving the overall health response in South Central Somalia. The trainings at the IIDA Women's Development Organization Center located in Merka, Lower Shabelle region, helped the UN to establish a base of operations in Merka, and created momentum, which will eventually lead to the establishment of a UN common premise there. More than 85 Somali health workers (including doctors, nurses, assistant nurses, laboratory technicians, etc) attended the CERF-facilitated trainings.

Education/Food/Nutrition

Pilot Emergency School Feeding (WFP)

The countrywide gross enrolment rate for primary schools was estimated at 21 percent in 2006. The rate was significantly worse in the South and Central regions at 12 percent. According to a survey conducted by UNICEF, 40 percent of schools closed between September 2005 and February 2006 because of the drought. In functioning schools, student dropout rates were estimated at 42 percent. In order to enhance school-going age children's education opportunities, a pilot emergency school feeding was undertaken by WFP in close collaboration with UNICEF. The CERF funding allowed procurement and distribution of 490 metric tons of food commodities and required non food items to 61 schools in Middle and Lower Juba, Hiran, Gedo, and Bay Regions, as well as the Juba coastal islands, which were the most severely drought affected. Six implementing partners participated in the activity and WFP and UNICEF monitored the progress. Some 15,966 children (10,022 boys and 5,933 girls) in these schools benefited from mid morning snack and lunch on every school days for four months, increasing the attendance rate by 15 percent. At the end of the pilot activity, most of these schools were integrated into the regular WFP school feeding programme.

Logistics

Pre-paid Flights in Support for Drought Operation (WFP)

WFP Somalia in cooperation with other UN agencies and NGOs intervening in the drought response in South and Central Somalia identified pre-paid passenger and cargo flight services as critical to the efficient delivery of humanitarian services to the affected population. Over 1.5 million people in Southern and Central Somalia affected by the drought were at risk of hunger, starvation and disease, and remained in desperate need for food, medicines, water and other essential services for livelihood support. Aid workers from the UN and NGOs were ready to intervene but were limited by inadequate means to transport personnel and relief cargo to the affected locations. Access by road to most of the affected locations was constrained by insecurity and poor road infrastructure.

A WFP-managed proposal for CERF funds was sent through OCHA in March 2006 and was approved in June 2006. This funding facilitated prepaid passenger and cargo flights into 15 remote locations of Somalia. Since the service was launched, 450 humanitarian personnel and approximately 50,000 kg of humanitarian cargo were flown into airstrips located in Wajid, K50, Merka, Jowhar, Beletweyne, Bossaso, Baidoa, Buale, Kismayo, Jemaame, Conoco, Garowe, Eldere, Garbaharey and Afmadou. Twenty NGOs had accessed the flight services that ran until the end of September. The implementation period for UNCAS was initially for three months until the end of September 2006. As of September, 28 percent of the allocation was unspent due to the slower than expected usage at the initial period owing to the delays in the commencement of drought responses. The no cost extension for the use of the fund was subsequently approved for an additional one month.

Air Cargo Transportation in Support of Flood Operation (WFP)

This project was a component of the WFP special air operation "Air Operations in Support of the Flood Emergency in Southern Somalia and North-Eastern Kenya" that provided a comprehensive air support package to the flood responses in the region. The project was managed by WFP and implemented by the UN Humanitarian Air Services (UNHAS) in collaboration with WFP logistics. The floods washed away or submerged main roads and supply routes. While partial solutions such as bulldozers and small boats, and lengthy detours were being implemented to continue overland deliveries, these were able to deliver only a fraction of what was urgently needed. The CERF funding enabled the air cargo operation to move relief items from Kenya to Somalia by a Dash 8 and a Buffalo to the hubs in Wajid, Kismayo,

Beletweyn, Johwar, Mogadishu and K50. From these hubs, two M18 helicopters lent onward support to the smaller hubs in Jamame, Baule and Afmadow. In total, UNHAS transported some 400 metric tons of relief items from Kenya to Somalia and 125 metric tons in-country. Eight implementing agencies made use of the UNHAS cargo flights.

Livelihoods

Immediate support to pastoralists (FAO)

FAO received \$600,000 (part of the regional allocation of \$1,900,000) for Somalia under the first CERF allocation. The grant allowed FAO and NGO partners (Cooperazione Internazionale (COOPI), Advancement for Small Enterprise Programme (ASEP), and AFREC) to maintain the purchasing power of pastoralists through the treatment and vaccination of over 300,000 productive animals in Middle Juba region as well as de-stocking of 900 cattle belonging to 900 households (3,600 individuals) in Lower Juba and Bakool regions. The preservation of productive animals was particularly essential for animal reproduction in the post-drought context. The purchase and de-stocking of non-productive animals prevented beneficiaries from engaging in unsustainable coping strategies. Money received by pastoralists during this period was mainly used for watering, feeding, and treatment of breeding animals. When and where de-stocking became irrelevant during the Gu season, FAO and ASEP used existing funds to support livelihood recovery of marginalized pastoralists in Gedo Region through a re-distribution of over 2,000 goats and 53 pack animals.

Seed distribution to riverine farming households (FAO)

In the areas of seed distribution for affected riverine farming households, FAO and ICRC were the main implementing agencies. Coordinated by ICRC, two organisations agreed to supply seed to 75,000 farmers in Gedo, Lower and Middle Juba and part of Hiran region. FAO targeted 20,000 farming households in flooded areas along the Shabelle, not covered by ICRC. With the US\$508,200 CERF allocation, FAO provided 39,000 hoes, 12,000 axes, 8,000 shovels, 200 metric tons of maize, 70 metric tons of pulses, 54 metric tons of sesame in 186 flood affected villages in Hiran, Middle and Lower Shabelle, through Danish Refugee Council, Somali Agromists Association and Aw Fiqi. It is estimated that roughly 40 percent (53,000 hectares) of the *Deyr* season crop was destroyed by the floods, of which 42,000 hectares was in the Shabelle valley. The CERF funding enabled farmers to plant an estimated extended season crop of 20,000 hectares of maize intercropped with cowpeas and 20,000 hectares of sesame in the Shabelle valley, whereby compensating about half of the maize crop, the entire cowpea crop and one third of the sesame crop lost to the floods.



Emergency Seed Distribution in Shabelle Valley - January 2007

Non-food items

Provision of essential non-food items for flood affected population (UNICEF)

Because Somalia has some of the worst child survival conditions in the world and came out of the prolonged 2005/6 drought, immediate response for families already at the edge of their coping mechanisms became imperative. From existing stock pre-positions throughout Somalia, UNICEF had sufficient supplies on hand to provide essential non-food items to approximately 9,000 families (54,000 people). Available funding was used to procure loose items for about 10,000 additional families (60,000 people) and CERF funding was urgently requested to fill the funding gap for reaching at least 245,000 of the 330,000 estimated flood affected population and replenishing emergency stockpiles. With CERF funding, 25,400 family relief kits, 40,438 plastic sheets, 37,100 jerry cans and 37,100 blankets were procured.



Flooded Maize field in the Shabelle Valley – December 2006

The convergence of the flood disaster with the war and subsequent security vacuum in large portion of South Central Somalia severely constrained progress from late December and throughout the first quarter of 2007. UNICEF mobilised additional supply and logistics staff to support the emergency response efforts as the closure and re-opening of airstrips, ports and land routes became unpredictable at best and prohibitive in many cases. The large volume of supplies procured through CERF funding began to arrive in batches in later December 2006 into early 2007. Shipment of these supplies into Somalia was delayed by the conflict. By March 2007, supplies had reached Somalia and were being distributed to vulnerable households through local partners, Jubashine, AFREC, Somalia Red Crescent Society, DMO and Farjano.

ANNEX I

Table 4 - Implementing partners for CERF funded activities (as reported by recipient agencies)

Recipient agency	Cluster/sector	Partners
WHO	Health	<p>African Muslim Agency (AMA) Caritas CBO Comitato de Coordinamento delle Organizzazioni per il Servizio Volontario (COSV) DMO Gedo Health Consortium (GHC) Green Hope International Medical Corps (IMC) Intersos MDO Mercy Aid Mercy USA Ministry of Health, Transitional Federal Government (TFG) MSF Belgium MSF Suisse Muslim Aid – UK SAACID Somali Red Crescent Society (SRCS) Somali Society Development Association (SOSDA) World Vision International (WVI) Zam Zam Foundation</p>
FAO	Livelihoods	<p>Advancement for Small Enterprise Programme (ASEP) Africa Rescue Committee (AFREC) Cooperazione Internazionale (COOPI) DRC Aw Fuqi Somali Agronomists Association (SAGRA) Venterinaires sans Frontieres Suisse (VSF Suisse)</p>
WFP	Food	<p>ADRA AFREC ACF AgroCare BRAVO Community-based Organisation CARE International DEGROOR Medical Organisation Golyome Relief and Development Organisation HIMILIO Foundation IMC International Aid Service Intersos Juba Shine Lord Church Orphanage Manhal Charity Organisation NCA Salale Community-based Organisation Somali Relief Society Somalia Aid Foundation TAWAKAL Relief and Development Agency UNICEF</p>

		World Concern World Vision Somalia
UNICEF	Nutrition	ACF AMA CISP COSV FAO FSAU GHC IFRC IMC International Islamic Relief Organisation Intersos Ministry of Health Mercy International Mercy USA MSF Belgium MSF Holland Muslim Aid UK SAF SOS Save the Children UK Somalia Red Crescent Society UAE Red Crescent Society WFP WHO World Concern World Vision
	NON-FOOD ITEMS	AFREC DMO Farjano Jubashine Somalia Red Crescent Society
	Health WASH	WHO ADRA NCA Local community water committees
	UNDP	Pooled fund (HRF)