

# SOMALIA



Ministry of  
Agriculture and  
Irrigation,  
Federal Government of  
Somalia



## National Food Security Policy

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UNDER REVIEW



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## FOREWORD

Achieving food and nutritional security has been one of the goals of the National Development Plan- (NDP-9) of federal government of Somalia. To this end, this National Food Security Policy (NFSP) has recommended actions/interventions needed to sustain this position and innovative multi-sector and sector-specific policies that will ensure that food and nutritional improvement remains everyone's commitment in Somalia. This policy is based on the recommendation of National Development Plan 2020-2024 as well as the outcome of the National Conference on Food Security and Agriculture Development that was conducted in Mogadishu by the MoAI of the federal government during the 23-25<sup>th</sup> January 2018 which brought together participants from the most import stakeholders engaged in food security activities in Somalia including Federal State Members government senior officials.

This policy has sufficiently described the past and current status and framework of food security in line with the internationally accepted definition of food security "Food security is achieved when all people at all times have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life". The policy is based on the four key pillars for food and nutrition security namely: Food Availability; Food Access; Food Utilization and Stability of food supply, access and utilization. The policy has identified and articulated key policy measures/intervention which will serve as the basis for the formulation of National Food and Nutrition Security Strategy or Action Plan.

It gives much pleasure that the Ministry of Agriculture and Irrigation of the Federal Government of Somalia is releasing the first comprehensive National Food Security Policy document since the independence of Somalia. I strongly believe that any policy or program of food and nutrition security can only be successful if it is based on relevant policy measures. These Policy measures encompass various sectors including agriculture, livestock and fisheries as well as socio-economic sectors including health, water and sanitation, infrastructure, trade and humanitarian assistance.

I am confident that this national food security policy will address the challenges of achieving food and nutritional security in Somalia if all food and nutrition security stakeholders work closely with the production ministries (Ministry of Agriculture, ministry of livestock, and ministry of fisheries).

I would like to remind all stakeholders that the formulation of this policy is only the first step to addressing food and nutrition insecurity and it is not an end by itself. The successful implementation of this policy, to achieve food and nutrition security, requires the formulation of a National Food and Nutrition Security Strategy and Action Plan; which will be developed through a consultative and participatory process involving all stakeholders including development partners and donors as soon as this Policy is endorsed by the government. It is only when we have such a Strategy and Action Plan, which is fully funded by the government and its partners and donors, that we shall implement those policy measures/interventions and achieve food and nutrition security both at the household and national level.

The Ministry of agriculture and irrigation acknowledges and appreciates the technical and financial support provided by FAO, the Food and Agriculture Organization of The United Nations and the European Union (EU). I would also like to congratulate the advisors of the MoAI for the developing and laying a strong foundation for this food security policy document. I would also express my sincere thanks to various federal government institutions like Ministry of livestock, ministry of fisheries and marine resources and ministry of humanitarian and disaster management at both federal and member state level, and international organizations for providing valuable inputs in finalizing this document

**Minister of Agriculture and Irrigation  
Federal Government of Somalia**



## ABBREVIATIONS

AU	African Union
CAADP	Comprehensive Africa Agriculture Development
CFS	Committee on World Food Security
COMESA	Common Market for Eastern and Southern Africa
CPP:	Country Program Paper
CSA	Climate Smart Agriculture
DFID	Department for International Development
FAO	Food and Agriculture Organization (of the UN)
FDI	Foreign Direct Investment
FEWS NET	Famine Early warning System Network
FGS	Federal Government Somalia
FSN	Food Security and Nutrition
FSNAU	Food Security and Nutrition Analysis Unit
GDP	Gross Domestic Product
GMO	Genetically modified Organisms
GSF	Global Strategic Framework (for Food Security and Nutrition Security)
HIPC	Heavily Indebted Poor Countries Initiatives
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
IDDRSIIIGAD	Drought Disaster Resilience Sustainability Initiative
IDPs	Internally Displaced People
IGAD	Inter-Governmental Authority on Development
IFAD	International Fund for Agriculture Development
IUU	Illegal Unreported Unregulated
LNGO	Local Non-Government Organizations
MoA	Ministry of Agriculture
MoAI	Ministry of Agriculture and Irrigation
MOH	Ministry Of Health
MOPIED	Ministry of Planning, Investment and Economic Development
MT	Metric Tonne
NDP	National Development Plan-9 (2024)
NEPAD	New Partnership for African Development
NFSP	National Food Security Policy
NGO	Non-Government Organization
OCHA	United Nations Office of Coordination of Humanitarian Affairs
ODA:	Overseas Development Assistance
OIE	World Organization for Animal Health
PESS	Population Estimation Survey of Somalia
RRF	Recovery and Resilience Framework
SAM	Severe Acute Malnutrition
SATG	Somali Agriculture Technical Group
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goals
SPS	Sanitary and Phytosanitary
T&V	Training and Visit
UNFCCC	United Nations Framework Convention on Climate Change
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
WFP	World Food Programme





## Executive Summary

The National Food Security Policy (NFSP) is the outcome of the National Conference on Food Security and Agriculture Development that was conducted in Mogadishu by the MoAI of the federal government during the 23-25<sup>th</sup> January 2018 which brought together participants from the most important stakeholders engaged in Food Security and Nutrition activities in Somalia including Federal State Members government senior officials. It is aligned with NDP 9, other sector and sub-sector policies and strategies of the Somalia Federal Government and selected member State governments.

Despite the fact that Somalia has been experiencing food insecurity for a very long time, it lacked a national Food Security Policy and a National institutional framework to effectively liberate its people from both forms of food and nutrition insecurity: chronic and acute food insecurity.

Somalia is gradually transiting from insecurity and emergencies towards peace and stability, paving the way for the development of long-term policies and strategies of the productive and socio-economic sectors contributing to achieving Food Security and Nutrition. This presents opportunities to identify and prioritize investment potentials available from the Federal Government of Somalia, the domestic private sector, Foreign Direct Investment, Overseas Development Assistance, and international and regional organizations such as IGAD, COMESA, and AU. Furthermore, the Government of Somalia continues to work in partnership with UN Agencies and many stakeholders at national and local levels towards achieving the Sustainable Development Goals, as these SDGs will provide the foundation for the Government's development efforts up to the year 2030.

The main purpose of the Policy is to declare government intention and commitments as well as to guide its institutions (at all levels); development partners, and other key stakeholders in their efforts to address food insecurity and malnutrition. This Policy has identified a number of specific policy objectives, policy statements (government declaration of intent), and policy measures on the basis of the Food Security conceptual framework to ensure the Overall Policy Goal is realized.

This Policy document is organized under six sections: **Section 1** presents introduction and background data and information: country background; overview of productive sector (agriculture, livestock, and fisheries); overview of trade and market access; and overview of Food Security and Nutrition situation.

**Section 2** presents the Policy Framework where it defines the rationale, goal, overall objective, and guiding principles of the Policy. The Policy Goal is to achieve food security and improved nutrition at national and household levels. Achieving this goal requires that adequate quantity of safe and nutritionally acceptable food is available at affordable prices and at any place and at all times, to all the people of Somalia, particularly, to the most vulnerable, women and children as specified under the NDP- 9 (2020-2024). Guiding principles of the Policy, including key international and Africa regional instruments to which the Policy should be aligned with are also described under this section.

**Section 3** presents the core policy issues which are built around the four pillars of Food Security: food availability, access to food, food utilization, and stability of food supply, access and utilization. For each pillar, the context, past and present, is described; specific policy objectives are defined; policy statements reflecting government intention and commitments are articulated; and policy measures are identified to address the core challenges and constraints under each pillar.

**Section 4** is designed to attract the attention of senior government decision makers and development partners on the need to formulate stand-alone policies or regulations which are currently lacking despite their relevance to achieving Food Security and Nutrition. These include food safety, standards, and quality control; food storage, processing, and value addition; humanitarian aid management; research and extension; Khat consumption; and conflict management and peace building; land tenure security, and strategic food reserve.



**Section 5** addresses cross-cutting issues which national Food Security and Nutrition policies and strategies must consider in planning and implementation of specific programs and projects. These cross-cutting issues include: building resilience to multiple shocks, food security data and information management, gender issues in food security and nutrition, capacity development, and climate change.

**Section 6** is the last section and describes policy implementation requirements including formulation of National Food Security Strategic Plan or Action Plan, institutional and legal framework, financing and resource mobilization; and monitoring and evaluation issues. The main priority issues for the implementation of this policy are the establishment of the “Food Security Commission and the formulation of the National Food Security Strategic Plan or Action Plan.

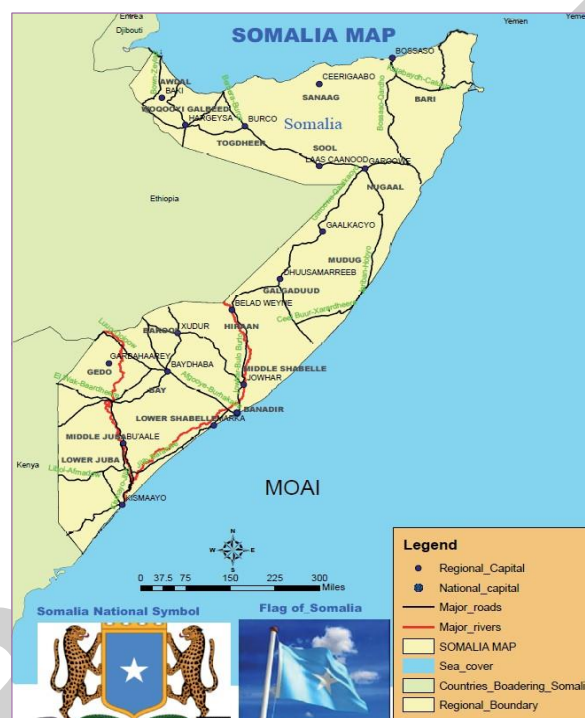


## Section 1: Introduction and Background

### 1.1. Country Context and Background

#### 1.1.1. Location, geography and topography

Somalia is located in the horn of Africa and is bordered by Kenya to the southwest, Ethiopia to the west and Djibouti to the far northwest in the Gulf of Aden. It lies between latitudes 2°S and 12°N, and longitudes 41° and 52°E. Strategically located at the mouth of the Bab el Mandeb gateway to the Red Sea and the Suez Canal, the country occupies the tip of a region. Somalia's total land area is 637,660 km<sup>2</sup> of which 30% is classified as desert land that is unsuitable for agricultural production, 45% is covered by rangelands suitable for livestock grazing, 14% is covered by forest or woodland, and the remaining 13% (8.1 million ha) is classified as arable land (Food and Agriculture Organization, 1995). There are two main rivers in Somalia namely; the Juba and Shabelle. Both of them run from the Ethiopian Highlands south-easterly across Somalia to the Indian Ocean. The topography of the country consists of mainly of plateau that slopes to the Indian Ocean in the east and to the Gulf of Aden in the north.



#### 1.1.1. Administrative Framework

The Federal Republic of Somalia officially consist of six federal member states namely Galmudug, Hirshabelle, Jubaland, Southwest, Puntland, and the municipality of Benadir. The country is further subdivided into 18 regions and 95 districts. The member states originated from the previous eighteen administrative regions.

#### 1.1.2. Population

The world population review estimated that current (2020) population of Somalia is 15.89 million. Somalia's population growth rate is 2.92% and fertility rate is extremely high at 6.12 births per woman<sup>1</sup>.

#### 1.1.3. Climate, temperature, and rainfall

The climate of Somalia varies markedly within the different parts of the country and can accordingly be subdivided into the three major climatic zones namely: a) Mountainous north-western part with mild semi-Mediterranean climate and annual precipitation of up to 400 mm; b) A central and north-eastern zone with a hot and arid climate and low annual rainfall of between 100-200 mm each year; and c) A southern part with an annual rainfall of up to 600 mm in which most of the settled farming is practiced.

Somalia has four main seasons namely: (1) The Gu rainy season (April to June) with average annual rainfall of 100mm and 600mm; (2) The dry and hot season (Hagaa season) which occurs in the months of July to September and characterized by low temperatures of up to 15°C in the highlands of Somaliland and 20-30°C in south central regions; (3) The Deyr season (autumn) season which occurs in October to November and characterized by low rains; (4) Jilaal (winter) season occurs in December to March. Rainfall is highly variable and hence unreliable. The southern regions of Somalia receive

<sup>1</sup> Somalia 2020 population is estimated at 15,893,222 people at mid-year according to UN data (<https://www.worldometers.info/world-population/somalia-population/>)



the highest annual rainfall followed by western regions of Somaliland that receive between 500mm-600mm. Traditionally, the Somali community relies on the long GU rains and the shorter Deyr seasons rain for agricultural production, pasture regeneration and replenishment of rivers, dams and ground water supply. But due to climate changes in the Horn of Africa, the importance of the two seasons for agricultural production in Somalia has changed. For instance, in 2011, the pattern was reversed, and the Deyr harvest accounted for approximately 80 per cent of the yearly agricultural production. Similarly, since nearly two decades; the country received the heaviest rainfall in 2019 Deyr season (October-December).

#### 1.1.4. Economy, poverty and unemployment

In spite the civil conflict and the devastating impact of the 2016-2017 drought, Somalia's GDP has been growing at average rate of 2.5 per cent in 2017 and 2.8% in 2018. According to the African Development Bank, the GDP growth rate of Somalia was projected to be 3.2% in 2020 and 3.5% in 2021 due to the improving security situation, normalization of relations with international financial institutions, and prospects of debt relief under the Heavily Indebted Poor Countries Initiative (HIPC) in 2020 which present opportunities to address economic and social challenges<sup>2</sup>. The World Bank also estimates that Somalia's per capita income is USD 435, which makes it the fifth poorest country in the world<sup>3</sup>. However, due to unexpected triple shocks of locust damage, Covid-19, and flooding; GDP growth rate and per capita income will become much lower than the projected figures. Multiple effects of the triple shocks will likely continue throughout the remaining periods of 2020 and beyond.

The World Bank estimates that poverty levels in Somalia are extremely high with about half of the population (51.6%) living below the poverty line. The incidence of poverty is more pronounced in IDP camps and rural areas. Poverty is aggravated by the lack of an effectively functioning government institution, widespread insecurity, and natural disasters like floods and droughts coupled with the high increase of population rate due to the high fertility rate that posed significant challenges to reducing the levels of poverty in Somalia<sup>4</sup>. In addition to this, the unemployment rate of youth is estimated to be 67% that is the highest number in the world. The high levels of unemployment increased the vulnerability of youth to militant groups and other criminal activities and their tendency to migrate to other parts of the world including African countries, Europe, Asia and the Middle East<sup>5</sup>.

The NDP-9 M&E framework has an aspirational target of a 20% decrease in poverty rates. During this five year time frame the poverty reduction will be dependent on increased employment and income levels of 10% per capita. This target is based on early and effective investment in economic growth and employment as supported by an improved enabling economic environment, more effective regulation, increased external confidence by investors, and investment in key economic sectors<sup>6</sup>. The target is based on research conducted by DFID in 2008 which it found using comparative studies across dozens of developing countries that a 10 percent rise in income would lead to a 20-30 percent drop in poverty (another comparative analysis showed for every one percent rise in average income there was a drop of 1.7 percent in national poverty rates).

## 1.2. Overview of the Productive Sector (Agriculture, Livestock, and Fisheries)

The food security and nutrition situation in Somalia is highly dependent on the performance of the productive sectors (crop, livestock and fisheries); it is therefore pertinent to present an overview of their performance and their relative contribution to achieving food security at household and national level.

<sup>2</sup> African Development Bank group(<https://www.afdb.org/en/countries-east-africa-somalia/somalia-economic-outlook>)

<sup>3</sup> The Somalia High Frequency Survey (2016) estimates that the richest 20% of the population consumes seven times more than the bottom 20%

<sup>4</sup> The United Nations Population Fund (UNPF)

<sup>5</sup> African Development Bank Group-Somalia 2017-2020

<sup>6</sup> NDP -9 P333



### 1.2.1. The Agriculture sector

Before the civil war, Agriculture sector (the crop subsector) was the second-largest contributor to GDP and exports, after livestock and still remains as crucial factor for food security and livelihood for riverine and agro-pastoral although its contribution to the economy is much smaller than it was before the war. Over the past three decades, the volume of cereal production declined by almost 60 percent from its 1989 peak<sup>7</sup>. With an estimated 8.1 million hectares of fertile lands around the Shabelle and Juba rivers and surrounding regions, farming has the potential not only to cover domestic food demand, but also to play an important role in the export market. Due to lack of technologies, inputs, and other factors, production and productivity have remained far below the potential and the regional average yields<sup>8</sup>.

Commercial small- and medium-scale irrigated farms produce commercial crops such as banana, lemon, grapefruit, mango, papaya, and other vegetables and fruits located alongside the two main rivers (Shabelle and Juba) whereas cereal crops such as sorghum and maize and cowpea are produced in rain fed areas.

Although some recovery has been made during the past two decades, the agriculture sector is still characterized by low productivity due to recurring droughts, floods, collapse of the country's technical memories (agricultural research centers and training extension services); destruction of irrigation infrastructure and pest and disease infestation. Other constraints in the agriculture sector include inadequate access to agricultural inputs (mainly, fertilizer, improved seeds, and pesticides), lack of access to credit by smallholders, poor irrigation infrastructure, the lack of application of improved agricultural production practices.

The Federal Government is committed to create an enabling environment for private sector to participate in production and commercial activities; for example, in the areas of fertilizer, seed, agricultural & agro-processing machinery, and pesticide importation and distribution. There is great potential that if appropriately exploited, will significantly improve agricultural production and increase its contribution to the national economy and household food security. This will also improve efficient use of the public resources, accelerate diversification, enhance domestic competitiveness and effectively contribute to national development by ensuring national food security, poverty reduction and improving the standards of living of Somali population.

Implications for food security: The agriculture sector is the major contributor to food security as it provides between 30-50% of the country's cereal requirements from domestic production. According to FAO, smallholder farming accounts for 80 per cent of total crop output and 70 per cent of marketed agricultural produce. On the other side, due to the challenges and constraints suppressing the agriculture sector as discussed above; more than 60% of cereal and grain requirement of the country is imported from the outside. Therefore, the agriculture sector development should be central to any future national and international interventions aimed at addressing the food and nutrition insecurity in Somalia as well as tackling the widespread poverty which is the prime driver of resource based social conflicts. In addition, this sector should focus also on repair and rehabilitation of irrigation systems damaged by conflict or poor maintenance, as well as on-farm buildings and structures and on creating a more productive, climate smart and resilient agricultural production system nation-wide.

### 1.2.2. Livestock sector

The livestock sector is the largest sector of the economy, the largest employer in rural areas with nomadic cultures, and the main driver of exports. The Livestock sector is the source of livelihood for pastoralists, contributes to Government revenues, and provides employment to a wide range of professionals and other service providers. According to NDP 2017-2019, the sector provides job opportunities for over 55% of the total labor force, plus indirect employment for another large segment of the labor force along the livestock value chains. The economic contribution of livestock production

<sup>7</sup> Rebuilding Resilient and Sustainable Agriculture in Somalia(World Bank and FAO,2019)

<sup>8</sup> NDP-9 (2020-2024)



surpasses crop production and accounts more than 60% of the gross domestic product (GDP) and about three-fifths of Somalia's foreign exchange earnings, while crop production contributes less than 20% of the GDP.

The livestock population in Somalia is estimated to be 39.5 million animal heads, of which 13.9 million are sheep, 13.2 million goats, 7.1 million camels and 5.3 million cattle<sup>9</sup>. Livestock marketing and trade also generate revenues for local administrations, through taxation of livestock destined for trade. The livestock exportation rate has increased in the last five years, as Somalia exported 4,753,070 animal heads in 2011, 4,833,135 in 2013, 5 million in 2014 and 5.3 million in 2015, injecting more than \$ 360M and \$ 384M in 2014 and 2015 respectively. However, the livestock export trade is constrained by the chronic and persistent shocks afflicting Somalia including political instability, conflict, civilian displacement, cyclic droughts, floods and outbreaks of Trans-boundary animal diseases within Somalia and in the neighboring countries.

The other main challenges and constraints in livestock sector include:

- Collapse of public and private sector infrastructure including ministry headquarters, specialized institutions, laboratories, research centers, livestock export and production and processing infrastructure;
- Weak institutional capacity,
- Lack of central coordination, enforcement of regulations, codes and standards and limited qualified human resources in this sector;
- Pastoralists face continuously natural and climatic shocks (droughts, floods, range degradation and low rainfall) and livestock diseases including trans-boundary threats.
- Absence of fodder reserves and alternatives for fodder/feed during dry and lean seasons which led to a large number of animal losses annually;
- Low budget allocated by the government to the livestock sector.
- Low investment from the private sector and limited budget support from the donors to the livestock development programs.
- The country livestock chain and quarantines are controlled and managed by foreign investors and there is a need to make it under the Somali control.

Despite the potential for increased production and distribution as well as the demand by the growing urban population, meat and milk processing and marketing have not developed to take these advantages. Therefore, any future national and sectoral plans and strategies including food security, foreign trade, resilience building and poverty reduction should try to address those constraints and challenges

Implications for food security: strengthening the livestock sector by gradually addressing the challenges and constraints of the sector discussed above will significantly improve access to meat and milk, increase availability of labor market for the poorest households as well as increased income and purchasing power of pastoralists and agro-pastoralist; increase foreign livestock trade, bringing in the much needed foreign exchange.

### 1.2.3. Fisheries sector

Somalia has the longest coastline of continental Africa, approximately 3,333 km extending from the western passage of the Gulf of Aden to the Indian Ocean up to the border with Kenya. Fishing industry in Somalia has a potential to contribute to Somalia's economic development and poverty reduction. Despite the country's rich fishing grounds; coastal fishing has remained small-scale and artisanal while foreign commercial vessels have enjoyed both legal and illegal harvesting offshore<sup>10</sup>. USAID estimated the value of the domestic fisheries sector to the Somali economy was US\$135

<sup>9</sup> FAOSTAT 2016

<sup>10</sup> FAO/World Bank, 2018. Somalia Country Economic Memorandum: *Rebuilding Resilient and Sustainable Agriculture in Somalia*.





million in 2015/16<sup>11</sup>. The value of Illegal, Unreported and Unregulated (IUU) fishing was estimated to contribute US\$306 million in benefits to other economies, highlighting opportunities for this sector to better support Somali enterprises and livelihoods in the future.

Somalia does not have policies and management plans in place nor does it have the means to manage its marine resources. There is no infrastructure to support the artisanal fishing industry with gear and equipment and the marketing chain is rudimentary in most places. On the other hand, the cultural preference for livestock meat instead of fish meat is dominant phenomenon in Somalia. Due to this reason, the importance of fisheries for food security in Somalia is relatively minor at a national aggregated level. Nowadays, domestic fish price is relatively very expensive in Somalia compared to the red meat. This can be attributed to the rapid development of hotels in big towns and returning of many Diaspora from the outside of the country. Rebuilding storage and marketing facilities; improving transportation infrastructure and equipment; and the training of fisher folks on fish processing and handling are some factors that could promote the role of fisheries in food security in the country.

Some fisheries products are ideal sources of export earnings while other products are consumed locally (export substitution). Exports of value-added products generate higher earnings while at the same time help create new ventures thus creating new jobs for unemployed youth and women. Development of a fisheries export segment of high value species such as lobster and tuna could create new sources of foreign exchange. Fish export to Europe, USA and Japan generate high revenues, but the requirements could be demanding and time consuming. Somalia can market fish products in the region. The Middle East and next door Ethiopia with over 110 million people and growing urban centres is potential market for Somalia's fish products<sup>12</sup>.

Increased fish consumption is partly a solution to improved nutrition and should be encouraged. For fish to be embraced as a common food on par with the traditionally common meat, it is essential to introduce and familiarize it as healthy and as alternative to meat. First has to be easily accessible and qualitatively attractive. It has to be promoted as a domestic product and a source of food security because it is available in large quantities in Somalia's vast waters.<sup>13</sup>

The main challenges and constraints in the fishing sector include:

- ❑ Absence of a sectoral policy and plan and inadequate fisheries legal framework and regulations;
- ❑ Inadequate landing facilities, with little or no provision of ice or hygienic handling facilities;
- ❑ Very high post-harvest losses, with a negative consumer perception of fish quality due to the poor handling and short shelf life;
- ❑ Poor domestic fresh fish consumption due to poor infrastructure and cultural practices which has restricted access to fish for a large portion of the population;
- ❑ Lack of reliable data and a data collection systems to assess the status of fisheries stocks in both Indian Ocean and Gulf of Aden;
- ❑ Lack of technical experience among youth to actively participate and increase employment in the private sector (fishing, engine repair, boat building, fish handling etc.); and
- ❑ Limited private sector investment.

Implications for food security: investments to improve the fisheries sector in general as well as addressing challenges and constraints of the sector described above will significantly increase incomes of rural people, creates jobs to the ever-increasing number of unemployed youth, while improving nutrition of urban consumers, addressing a big gap in food security and nutrition.

11

12 NDP-9; Fisheries sector

13 Improving Development and Management of Somalia's Marine Fisheries and Controlling Illegal, Unreported and Unregulated (IUU) Fishing POLICY PAPER Prepared by: Trans-Africa Consultancy Services for African Development Solutions February 2015

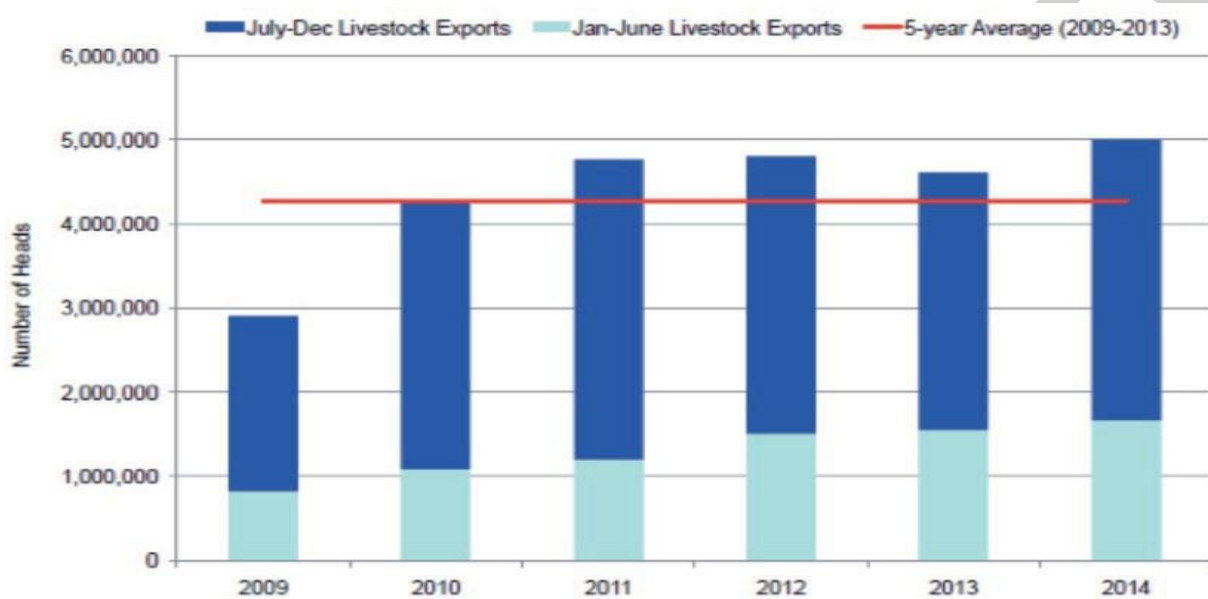


### 1.3. Overview of trade and market access

#### 1.3.1. Foreign trade

Exports of Somalia are dominated by livestock trade that accounted for 80% of the Somali total exports<sup>14</sup> followed by charcoal, fish and hides and skins. This included 4.6 million goats and sheep, 340,000 cattle and 77,000 camels that valued conservatively at around US\$360 million (Figure 1)<sup>15</sup>.

**Figure 1: Total annual trend of livestock export in Somalia during the 2009-2014. Source: FAO, 2015**



The country's trade deficit was financed through remittances (equivalent to 41 percent of GDP) and direct donor support (equivalent to 9 percent of GDP). These deficits signal important opportunities for Somalia to produce sustainably for the domestic economy and boost trade relations locally as well as internationally.

The top agricultural products that Somalia exports to the outside world include sesame, banana, lemon and frankincense. Fisheries constitute the third largest exports in Somalia. Landings at present are estimated at 15,000 to 20,000 MT a year. Fisheries employ some 30,000 persons full time and 60,000 part-time workers in the form of traders, processors, and gear and vessel manufacturers. Total economic value of domestic fisheries, after value is added through the supply chain is US\$135 million per year<sup>16</sup>.

To revamp the trade sector, NDP 9 asserts that building a more diverse and competitive economy capable of taking advantage of emerging regional trade opportunities is the best route to broadening growth and mobilizing revenue in the medium to long term. The government will therefore promote investment in trade corridors linking Somali ports to neighboring countries, while developing a strategy to encourage labor-intensive industries along these corridors.

#### 1.3.2. Imports

The most common imported food commodities in Somalia are raw sugar, rice, pasta (spaghetti), wheat flour, tea, powder milk and cooking oil. These imported foodstuffs are expensive and beyond the means of majority of the population. In 2017 Somalia imported \$2.23 Billion, making it the 149th largest importer in the world. During the last five years the imports of Somalia have increased at an

<sup>14</sup> Somali national development plan-2017-2019 (page,49)

<sup>15</sup> <https://www.eabjournal.com/agriculture-east-africa-business-journal/603-investment-opportunities-in-the-agriculture-sector.html>

<sup>16</sup> NDP – 8 (207-2019)





annualized rate of 16.1%, from \$1.06 billion in 2012 to \$2.23 billion in 2017. The most recent imports are led by Raw Sugar which represent 11.8% of the total imports of Somalia, followed by Rice, which account for 7.41%<sup>17</sup>.

Other agro-based imports include inorganic fertilizers, pesticides, livestock medicines, fishing equipment, agricultural implements and machinery, etc. Nowadays, the Somali traders started to import chicken, eggs, onions, tomatoes and orange, apple and orange from the outside in spite there is potential opportunity to locally produce these products. It is worth to mention that 100% of the chickens consumed in the country are imported from the outside.

Investments in irrigation infrastructure rehabilitation and the reconstruction of Mareerey Juba Sugar Factory, Jowhar Sugar Factory and Farm, and rice farms could potentially reduce sugar and rice imports while creating jobs to thousands of people.

### **1.3.3. Domestic rural infrastructure and market linkages**

The country's dilapidated infrastructure and poor road networks have undermined the efficiency of domestic trade, particularly the supply of agricultural, dairy, and fisheries products to urban areas and towns where potential customers with purchasing power are available. The urban growing population with its relatively better spending capacity should be exploited as an arena for rural producers of agricultural products. Improved market linkages between rural producers and urban consumers could provide tremendous opportunities for improving terms of trade, market efficiencies, increasing rural incomes, and job creation.

Nomadic pastoralists who are often considered as having little connection to markets are in practice relying on rural markets for the purchase of cereals. Strengthening market access to them will not only facilitate their access to food but also provide business to traders. Furthermore, market linkages will also improve the diversity and quantity of food especially protein and fats from meat, milk, and fish to urban consumers. Recently, however, the domestic market supply chains and household food and income sources particularly household income from remittances was worsened by the impact of the Coronavirus (COVID-19) pandemic (UN Office for the Coordination of Humanitarian Affairs -OCHA)<sup>18</sup>.

Transport is a key infrastructure subsector that directly enhances productivity and living standards. It creates employment while being built and maintained and contributes to improved security and stabilisation. The current poor status of transport infrastructure severely limits access to markets and services across the regions of the country and internationally. This includes roads, ports and airports. For example, poor road transport infrastructure has been highlighted during consultations across the regions as one the barriers to trade and access to employment opportunities, especially among farming communities in districts around main markets of Mogadishu, regional capitals and major towns<sup>19</sup>.

### **1.3.4. The role of the private sector in creating employment, jobs and raising incomes**

The conflict that occurred in the country led to the privatization of many services previously provided by the public sector. The resilience of the Somali private sector in a fragile environment is impressive in many respects; consequently, it has become the leading provider of telecommunications, air transport, money transfer, urban water, electricity, and social services. Other factors that supported the recovery of the economy include remittances sent by skilled diaspora; traditional institutions based on clan networks, which provided some degree of secured property rights and contract enforcement, even in conflict-affected southern Somalia; and a thriving, though informal, regional trade, which provided a new source of income.

<sup>17</sup> <https://tradecouncil.org/somalia-economic-statistics-2019/>

<sup>18</sup> This challenges can represent also an excellent opportunity for the agriculture sector to grow if the rural and urban economies are developed in a sustainably integrated manner to harness potential complementarities and synergies

<sup>19</sup> NDP -9



The private sector, in partnership with government can create jobs in several productive sector farms. For example, rehabilitation of Mareerey Juba Sugar Factory, Jowhar Sugar Factory and Farm, and rice farms will be able to create jobs and employ thousands of people including youth and women

In view of its role, government needs to improve and modernize the business sectors for effective partnership and contribution of the private sector. In 2020, for example, Somalia ranked the 190 among 190 economies in the ease of doing business, according to the latest World Bank annual ratings<sup>20</sup>. The rank of Somalia was the same in the years 2019 and 2018 at 190 of 190. Doing business survey covers 10 areas of business regulations, which include: starting a business, dealing with construction permits, getting electricity, registering a property, accessing credit, protecting minority investors, paying taxes, trading across borders, enforcing contracts, and resolving insolvency.

The Federal Government need to take immediate steps to improve the business operational environment including easing the arduous bureaucratic chain for new and ongoing business for its own strategic benefits. To this end, the short term strategy under NDP 9 which aims at creating an enabling environment for the private sector, to promote increased growth, increased employment and increased competition is commendable

According to NDP-9 stakeholder consultations, the private sector views improved security and rule of law as its highest priorities, along with improvements to the country's energy and transport infrastructure upon which internal trade so much depends.

#### 1.4. Overview of Food and Nutrition Security Situation

##### 1.4.1. Food Security and Nutrition situation

The overview of productive sectors in the preceding sections indicates the reduction of domestic crop production, which has led to a massive increase in food imports. At the same time there has been a combination of increased domestic food demand driven by rapid population growth and urbanization with consumption largely financed by remittances. Despite widespread livestock ownership among Somalis, most households have a diet composed more of cereals (a mix of home-grown sorghum and maize and imported rice and various wheat derivatives) and sugar and oil (also imported).

The level of acute food insecurity has increased significantly since the beginning of 2020. The severely acute food insecure people were about 1.1 million by early 2020, as determined by the post Dyer seasonal assessment result. This figure increased and is projected to reach 3.5 million. Multiple shocks such as desert locusts, flooding, COVID-19 and impact of previous shocks contributed for the reported increase of acute food insecurity<sup>21</sup>.

According to FSNAU quarterly report on the 2020 Jiaal Impact and Gu Season Early Warning, an estimated of 2.7 million people across Somalia are expected to face food insecurity Crisis or worse (IPC Phase 3 or higher) during the April and June. An additional 2.9 million people are expected to be Stressed (IPC Phase 2), bringing the total number of people facing acute food insecurity to 5.6 million. According to this report, it is expected that the total number of people facing acute food insecurity across Somalia will reach to 6.4 million during July and September 2020. In terms of impact on different social groups, on average, rural (e.g. pastoralists) and displaced populations account for most of the people classified in Crisis (IPC 3) or higher<sup>22</sup>

High levels of acute malnutrition continue to persist due to several factors, including high morbidity, below sphere immunization and Vitamin-A supplementation, poor childcare practices, inadequate access to clean/safe drinking water and acute food insecurity. Furthermore, the country is facing

20 World Bank. 2020. Doing Business 2020. Washington, DC: World Bank. DOI:10.1596/978-1-4648-1440-2.

21 Revised Humanitarian Response Plan, UN OCHA July 2020

22 ile:///C:/Users/hp/Downloads/FSNAU-Quarterly-Brief-May-2020.pdf



Triple Threat of Desert Locust, flooding's and the global pandemic COVID-19 contributing towards the deterioration of production outputs, social economics with increasing vulnerabilities of households. These culminations result in impact on the states of acute malnutrition situation affecting children and women<sup>23</sup>.

The nutritional status of Somali children is relatively poor due to many reasons, such as low economic conditions, and severe drought that has affected the country in recent years. Under-nourished children are usually associated with high mortality and morbidity rates. Additionally, nutritional deficit also hinders children's long-term physical and mental development. According to SHDS (2020), 28% percent of children under the age of five are stunted or too short for their age, and 17 percent are severely stunted, while 12 percent are wasted and 6 percent of the children are severely wasted. 23% percent of children under the age of five are underweight, with 12 percent severely underweight<sup>24</sup>. In addition, The Somalia Nutrition Cluster (Jan-June 2020) report indicates that the median Global Acute Malnutrition (GAM) prevalence has remained Serious (10–14.9%) for the past three consecutive seasons (13.1% in 2019/20 Deyr, 13.8% in 2019 Gu and 12.6 % in 2018/19 Deyr). The majority of women in Somalia lack access to social services and have inadequate awareness of health programs. Malnutrition among lactating women also contributes to low levels of breastfeeding, which in turn impacts on the immune status of the children. IDPs are the most vulnerable group in malnutrition followed by the pastoralist.

#### 1.4.2. Underlying Causes of food insecurity and malnutrition

The main underlying causes of food insecurity, according to several studies and reports, include widespread poverty, conflict-induced insecurity, recurrent climatic shocks (recurrent & severe droughts and floods), displacement, low agricultural production and productivity (of crops, livestock and fisheries), inadequate access to markets and market linkages, inadequate access to clean water and sanitation facilities, and the absence of Food Security policy/strategy and institutional framework.

In addition, UNICEF identifies three main categories of underlying causes of malnutrition: i) household food insecurity (caused by insufficient production or supply of food, inadequate income and/or purchasing power, lack of physical access to markets, and unstable supply of food and income); ii) poor social and care environment (which consists of poor infant feeding practices, poor home care for ill children, and poor health care seeking behavior); and iii) Poor access to health care and unhealthy environment.

Overnutrition, which is defined as the overconsumption of nutrients and food to the point at which health is adversely affected, can develop into obesity. Obesity in turn increases the risk of serious health conditions, including cardiovascular disease, hypertension, cancer, and type-2 diabetes. Therefore, it must be understood that overnutrition is more to do with lifestyle changes rather than inadequate supply and access to nutrition foods.

The main underlying causes of food insecurity and malnutrition are summarized below:

##### 1.4.2.1. Poverty

Widespread poverty which was exasperated during the civil war of 1991 accompanied by drought, flood and poor market access had disrupted livelihood options and activities. These terrible combinations have made majority of households destitute; unable to produce or access the food they needed. According to the World Bank, as of 2016, more than 50% of Somalis were poor with one third of the population living in conditions of extreme poverty<sup>25</sup>; a clear indicator of the inability of people to be food secure.

<sup>23</sup> Somalia Nutrition Cluster report (Jan. –June 2020)

<sup>24</sup> SHDS, 2020

<sup>25</sup> World Bank (2016), Somali Poverty Profile.



#### 1.4.2.2. Conflict and insecurity

The civil war had a profound impact on people's livelihood systems, where it prevented an optimal use of resources for creation of livelihoods and increased women's vulnerability to exclusion, health, education and social mobility. Specifically, destruction and looting of agricultural equipment and rural agricultural/irrigation infrastructure led to the displacement of most of the riverine farmers and agro-pastoralist who were engaged in both crop production and livestock rearing into the big towns of the country whereas other hundreds thousands crossed to the borders of neighboring countries. Insecurity arising during armed conflict also disrupted flow of goods and commodities and restricted movement, resulting in food and nutrition insecurity in most areas affected by the armed conflict.

Conflicts remain the main causes of insecurity; and when people fear being insecure, they abandon their livelihood activities (whether cultivation or livestock keeping, fishing, or trade) and seek relatively secure areas temporarily as internally displaced persons (IDPs). For example, agricultural production has been disrupted by actual conflict and war that induced mass displacement and migrations and loss of lives. Affected people were not able to harvest their crops and in some areas the crops and villages were burnt. This adversely affected food production and security in the country. Most of the people affected by the conflict and civil war were farmers and pastoralist and their displacement during harvest season undermined national food security. They lost their farm tools, livestock, and other household assets and become displaced from their homes. While a specific data on displaced people due to conflict is not readily available, it is estimated that not less than half of the 2.6 million IDPs are believed to be displaced due to conflict and insecurity.

It is beyond the scope of this section to narrate the different types of conflicts and their root causes in Somalia. What is critically important is that unless conflict and insecurity are comprehensively addressed, millions of people will continue to remain food insecure throughout the country; and this situation calls for the development of comprehensive framework or strategy for conflict management and peace building.

#### 1.4.2.3. Drought

Severe drought is a recurrent phenomenon in Somalia because of its geographical location, uncertain rainfall and its fragile environment. Severe droughts have had disastrous impacts on Somali communities in 1964, 1969, 1974, 1987, 1988, 2000, 2001, 2004, 2008 and 2011. The worst droughts which occurred in Somalia during 2011 caused the death of around 250,000 people and the displacement of hundreds of thousands of families from their villages who were previously involved in agriculture and livestock production. What exacerbated the environmental degradation is the unabated cutting of trees and burning charcoal for export to Gulf of Arabia. In addition, for nearly 30 years there were no government services in protecting the environment. This is what partly attributed to the drastic decline of rainfall, while large swaths of land mass tend to be desert if not acted quickly. About one sixth (2.6 million) Somalis were internally displaced due to conflict, drought and floods and an additional one million are refugees fled from Somalia to the brink of famine. The drought in 2017 caused an estimated USD 3.25 billion in damage and losses, resulting in a recovery process that is likely to last many years. With historical trends of drought frequency indicated that droughts occur regularly at intervals of 2–3 years in the Deyr season and 8–10 years in consecutive Deyr and Gu seasons alongside annual flooding during the rainy season<sup>26</sup>.

#### 1.4.2.4. Floods

Flooding has always been a major problem that affect the livelihoods of thousands riverine community along the Shabele and Juba rivers. River floods occur along the Juba and Shebelle rivers in Southern Somalia, whereas flash floods are common along the intermittent streams in Somaliland and Puntland states. The recurrent river and flash floods yearly cause displacement of thousands of households from their homes, destruction of thousands of hectares of crop lands and blockages of transportation system.

26 2018. Drought Impact Needs Assessment (2018); Federal Government of Somalia,





Main cause of river flood is heavy downpour along Shabelle and Juba river catchments in the Ethiopian highlands. The situation is exacerbated when inside Somalia also receives heavy rains in long hours. This contributes to the rise of river level and creates also flash floods. Somalia is prone to river floods because of river bank fractures with limited repair for about 3 decades, caused by mainly the prolonged civil war.

The past severe floods were those of the Deyr in 1961, 1977, 1997 and 2006 and the floods of the GU season in 1981 and 2005 and 2019.<sup>27</sup> These floods resulted in human casualties and major economic damage in the form of livestock and crop losses. Based on the past experience, the most serious effects of floods include internal displacement of the residents in the affected areas, outbreak of diseases such as watery diarrhea, malaria, respiratory diseases, and destruction of crops in the farmlands, canals and houses. Somalia also occasionally suffers from the effects of tropical cyclones (e.g. in November 2013 and November 2015) causing the loss of livestock, destruction of property and infrastructure, while locust outbreaks at times cause severe damage to agro-pastoral crops.

Flash and riverine flooding in Somalia has affected about 918,000 people, of whom 412,000 have been displaced and 24 killed, in 29 districts, as of 16 May. The risk of disease outbreaks is high due to crowding in areas where displaced people are seeking temporary shelter<sup>28</sup>.

Continued flash and riverine floods have since late June affected an estimated 191,800 people in Hirshabelle, South West and Jubaland states as well as Banadir region. Among those affected, about 124,200 people have been displaced from their homes. Another 5,000 people are at risk of further displacement in Jowhar, Middle Shabelle. Since May, an estimated 149,000 hectares of farmland have been damaged by floods in 100 villages in Jowhar, Mahaday and Balcad districts, Middle Shabelle region<sup>29</sup>.

The latest floods point to a worrying pattern where extreme weather conditions are increasing in frequency and intensity. Prior to June 2020, flash floods and riverine flooding caused by seasonal rains displaced more than 450,000 in the country. With floods in 2018 and 2019 displacing 281,000 and 416,000 persons respectively, the flood-based displacement figures demonstrate a rising year-to-year trend. Somalia's re-occurring climate related emergencies result in devastating impact on communities who heavily rely on farming and livestock for their livelihood<sup>30</sup>.

#### 1.4.2.5. Displacement

Displacement which has been caused by the civil war/insecurity, drought, and floods still remain an important factor of food insecurity. For example, according to the UN revised 2020 HRP, currently out of 1.7 million IDPs who are displaced by conflict, insecurity, droughts, and floods; 1.4 million in 74 districts are targeted for humanitarian assistance in Somalia. Majority of the displaced due to insecurity and floods are from productive areas, who, before their displacement, were producing large quantities of crops. Their displacement means that on one side, they no longer contribute to the national food availability, while on the other side; they increased cereal demand for their survival.

By the end of 2019, approximately 2.6 million Somalis currently are displaced within their own country. The largest concentration, around half a million, is in the Somali capital, Mogadishu. Some were displaced nearly 30 years ago, whereas others continue to arrive in the city on a daily basis due to conflict and climate factors<sup>31</sup>. Data collected by UNHCR indicates that approximately 126,000 people were displaced between Jan and March 2020 mainly because of insecurity (76%), mostly from Lower Shabelle, Bay, Galgaduud and Gedo regions. Other major reasons for population displacement include lack of livelihood opportunities (17%) and drought (4%).

<sup>27</sup> The Somalia National Development Plan (SNDP) – Towards Recovery, Democracy and Prosperity 2017 – 2019

<sup>28</sup> Somalia Flood Response Plan; UN, June 2020; [https://reliefweb.int/sites/reliefweb.int/files/resources/SOMALIA\\_FLOOD\\_RESPONSE\\_PLAN\\_May2020.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/SOMALIA_FLOOD_RESPONSE_PLAN_May2020.pdf)

<sup>29</sup> Somalia Flood Response Plan; UN, June 2020 [https://reliefweb.int/sites/reliefweb.int/files/resources/SOMALIA\\_FLOOD\\_RESPONSE\\_PLAN\\_May2020.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/SOMALIA_FLOOD_RESPONSE_PLAN_May2020.pdf)

<sup>30</sup> Ibid

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#### **1.4.2.6. Poor performance of productive sectors**

As described in the preceding sections, the performance of productive sectors (agriculture, livestock, and fisheries) has been very low, unable to meet the domestic food requirements despite the potential. The performance is attributed to the lack of good agricultural practices, inadequate access to and usage of production inputs and technology, among others.

#### **1.4.2.7. Inadequate market access**

Poor quality roads (destroyed during the civil war), insufficient road networks, and disruption of market activities due to insecurity have significantly reduced access to markets; resulting in high food prices which in turn affect purchasing power of the poor households, especially nomadic pastoralists.

#### **1.4.2.8. Inadequate coverage and access to clean water and sanitation facilities**

According to Somalia Health and Demographic Survey report (2020), 65 percent of households get their drinking water from improved water sources. Slightly over three-quarters (76 percent) of urban households have access to improved water sources, while just over half (55 percent) of rural households and 35 percent of nomadic households have access to improved water. According to the same Survey, 57% of households have an improved sanitation facility although variations across regions and residential areas exist. Inadequate access to water and sanitation results in improper utilization of food.

#### **1.4.2.9. Cultural factor**

Socio-cultural factors such as cultural feeding habits, young children feeding practices, low education levels among women, early marriage, morbidity and antenatal care, are some of the underlying causes of malnutrition.

#### **1.4.2.10. Khat consumption and its socio-economic effects**

Khat-chewing is an insidious habit that affects food security and livelihood of many families in Somalia. With its adverse social, economic and medical consequences it has become a problem of grave national concern. NDP 9 admits that Khat consumption contributes to poverty as it affects people's ability to support family and divert income from household; Khat traders also move hard currency to Ethiopia and Kenya without meaningful exchange for Somalia to reduce trade deficit. In Somalia, Khat has created considerable problems of social, health and economic nature. In addition, Khat has adverse socio-economic consequences including the loss of thousands of acres of arable land and billions of hours of work.

#### **1.4.2.11. Absence of national food security policy/strategy and Institutional Framework**

Despite the fact that Somalia has been a food insecure country for a very long time (even before the civil war), it doesn't still have a national food security policy or strategy and institutional framework under which food security policies or strategies could be managed. The absence of national policies and/or strategies in turn has been due to the civil war and absence of a strong national government until 2012; when the Transitional Federal government has been put in place. Since then, sector policies and strategies have gradually begun to be formulated and implemented with support from international and regional partners. The Somalia National Development Plan (NDP 2017-2019) expressed the absence of a national food security institutional framework in the following manner "There are no Somali institutions to develop and oversee policy that affects the multiple determinants of food insecurity. There is no Somali institution to neither provide the monitoring, analysis nor compile the data required to monitor food security conditions. There is no national institution to work with different levels of government to take actions necessary to put an end to food insecurity or to guide the development of early action to prevent a food insecurity related crisis"<sup>32</sup>.

<sup>32</sup> Somalia National Development Plan 2017-2019, Federal Government of Somalia, P 161.



The absence of national food security policy and/or Strategy has created large vacuum in coordination among line ministries with critical roles to address food and nutrition insecurity. Furthermore, food security policies and strategies provide the basis for increased food production, distribution, market access, nutrition improvement, social protection and humanitarian assistance for the most vulnerable.

In recognition of the absence of institutional framework for the management of Food Security and Nutrition, the NDP – 9 has indicated the need to establish a national (inter-ministerial) commission responsible for the coordination of the food security agenda across government. Key actions for the formation of this “Commission” include i) selection and appointment of a committee for national commission for food security; and ii) preparation of a government food security strategy, taking special account of the needs of the vulnerable, particularly women and young children

The combination of underlying causes of food insecurity within the context of increasing population and dwindling and degraded natural resources base has a powerful negative impact on the Food Security and Nutrition of the population.



## Section 2: National Food Security Policy Framework

### 2.1. Food Security Conceptual Framework

The widely accepted definition of food security is that of the World Food Summit, 1996 which states that “Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.” Accordingly, the National Policy Objectives, Policy Statements, and Policy Measures are formulated based on the basis of this food security conceptual framework.

### 2.2. Rationale

The analysis in the preceding sections of the agriculture, livestock, fisheries, trade sectors; and other factors such as insecurity/conflict and climatic shocks highlights the declining trends of domestic crop production and access to markets, which have led to a massive increase in food imports. There has also been high dependency on markets (mainly by pastoralists) and imported foods; making Somalia very vulnerable to market disruptions caused by conflict, droughts, and global market price shocks. The high level of dependence on imported foods coupled with inadequate domestic food production raises significant food insecurity challenges, requiring the development of a national food security Policy and a serious review of sector policies and strategies to overcome these challenges by exploring potential opportunities.

Despite the fact that Somalia has been experiencing food insecurity for a very long time, it lacked a national food security policy and national inter-sectoral institutional framework to effectively liberate its people from various forms of food and nutrition insecurity: chronic, acute, and cyclical. In this case, the establishment of a broad-based multi-sectoral “Food Security Commission” envisaged under NDP -9 is an important provision to move forward to legally establish the institutional framework and its structures.

A country which produces less than 50% of its food requirements despite its potential, and hence dependent on unsustainable food imports and food aid; the need to develop a national food security policy is of paramount importance. In recognition of these challenges, the MOAI and partners organized a national Conference on Food Security and Agricultural Development in January 2018.

The overall objective of the national food security conference was to conduct a comprehensive multi-stakeholder consultative conference which had two main aims: first, given the economic, social and (food) security importance of the agricultural sector, the MOAI intended to put Food Security and Nutrition (through sustainable agricultural development) at the centre of the national development agenda. Second, given the institutional fragmentation and the inadequate level of coordination and collaboration across Federal Government of Somalia and Federal States Authorities, the conference aimed to bring together all major stakeholders of the Food Security and Nutrition agenda in Somalia to discuss and deliberate on the current status and future policies for the food security. These included both the national key institutions such as the MoAI, Ministry of Livestock, Ministry of Fishery and Marine Resources and Ministry of Planning, Investment and Economic Coordination (MoPIC), Ministry of Commerce and Industry, Ministry of Humanitarian Response and Disaster Management, Office of the Prime Minister as well as the Line Ministries from the Federal States.

Somalia is gradually transiting from insecurity and emergencies towards peace and stability, paving the way for the development of long-term policies and strategies of the productive and socio-economic sectors contributing to achieving food security. This presents an opportunity to identify and prioritize investment potentials available from the private sector, Federal Government of Somalia, Foreign Direct Investment, Overseas Development Assistance including regional institutions such as IGAD,

COMESA, and AU/NEPAD/CAADP.

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Therefore, the main purpose of the Policy is to declare government intention and commitments as well as to guide its institutions (at all levels), development partners, and other key stakeholders in their efforts to address food and nutrition insecurity through a number of measures, strategies, and action plans. This Policy has identified a number of specific policy objectives, policy statements (government declaration of intent), and policy measures on the basis of the food security conceptual framework to ensure the Overall Policy Goal is realized.

### 2.3. Policy Goal and Objective

The Goal of the National Food Security Policy is to achieve Food Security at national and household levels. The overall objective is to ensure that adequate quantity of safe and nutritionally acceptable food is available at affordable prices and at any place and at all times, to all the people of Somalia, particularly, to the most vulnerable, women and children as specified under the NDP- 9. In order to meet the overall objective, this national policy document has defined key specific objectives, statements and measures built around the four pillars of food security and cross-cutting issues to realize the goal of this policy.

### 2.4. Guiding principles

Political leadership and commitment: Strong political leadership and commitment is necessary to transform the political will into concrete plans, enforceable laws and programs to have an impact on sustainable food security.

Human rights: that adequate food and nutrition is a human right; the protection of human rights and freedoms as enshrined in the transitional Constitution of Somalia, the right to adequate food is fully accepted as a human right. The right for everyone to have access to safe and nutritious food shall be observed in accordance with the fundamental right of everyone to be free from hunger.

Multi-sectoral approach, partnerships and effective coordination: Food security has multi-sectoral ramifications. It is, therefore, imperative that this policy document should be jointly owned, implemented and monitored by all the sectoral ministries, civil society organizations and stakeholders involved in food security issues. The national and local development plans should be also harmonized and streamlined as much as possible while all other relevant actors of the food security agenda should align their interventions and programs to the Food Security Policy.

Food aid management: programmes shall be designed for the most vulnerable people whose needs cannot be addressed through any viable programmes other than being supported by special programmes like food aid. Efforts shall be made to ensure that food aid is not used for political purposes or as a means of forcing other concessions and bribes. Large scale distributions shall remain a last resort.

Social Protection Programs should aim at targeting the most vulnerable such as IDPs, nomadic pastoralists, poor agro-pastoralists, the urban poor, the elderly and other destitute households/ individuals.

Enhanced use of reliable data and information: as much as possible and resources allow, food security and nutrition projects, programs, and decisions should be based on evidence generated from reliable data and information.

Alignment, synergies, and compliance to national and international plans, commitments and obligations: For maximum benefits in coordination and implementation of national Policies, Strategies, Programs and Plans, as well as ensure the legitimacy within regional and international partners, the Policy is aligned with:



- i) National Plans and sectoral policies and strategies: (NDP-9, SDGs; National Disaster Risk Reduction Policy, Recovery and resilience Framework (RRF), Livestock Sector Development Strategy, Agriculture Sector Development Strategy, National Investment Law, National Fertilizer Policy, and National Irrigation Policy;
- ii) Africa Regional Programs, obligations, and commitments: IGAD pillar 1 (Agriculture, Natural Resources and Environment; Agriculture, Livestock and Food Security Programme Area); The four Strategic Objectives of COMESA; the four Pillars of CAADP/NEPAD; AU/Malabo Declaration; AU Maputo Declaration;
- iii) International Frameworks/instruments: The United Nations Sustainable Development Goals (SDGs), World Food Summit/Global Strategic for Food Security and Nutrition-Guddiga Sugnaanta Cunta (CFS)/Sugnaanta Cuntada Adduunka (GSF) (non-binding practical guidelines on core recommendations for food security and nutrition strategies, policies, and actions at country level).





## Section 3: Main Policy Issues, Objectives, Statements, and Measures

The impact of widespread poverty, recurrent climatic shocks (flood and draught), and insecurity outweigh government capacity in all its forms to address food insecurity and socio-economic development. In 2020, for example, 5.2 million people are in need of humanitarian assistance, out of which 3.0 million people are targeted to receive some kind of humanitarian support. This is estimated to cost the humanitarian community about \$ 1.05 billion<sup>33</sup>.

The capacity of Federal Government of Somalia, which has meager resources to respond to such needs of massive scale on annual basis, is extremely limited. Hence, in the short term, humanitarian needs (including food insecurity) will have to be covered by the humanitarian community, while the federal government plays key roles in facilitating the delivery of humanitarian assistance. Furthermore, the federal government shall lay the foundation and the conditions necessary for achieving sustainable food security through a number of actions. Key among these conditions include the formulation of sector & sub-sector policies and strategies; updating information on food insecure households/populations and livelihood groups and their location (disaggregated by chronic and acute food insecurity); identification of priority areas for road infrastructure rehabilitation and construction; strengthening agricultural and socio-economic research, formulation and enforcement of regulations, standards, and quality control; facilitation of domestic and foreign trade, encouraging the private sector to implement recommended attractive businesses along the value chain of commercial crops, meat, and dairy industry, etc.

In the long term, the federal government shall increase its revenue from the emerging private sector including the vibrant financial sector, aviation sector, ITC, petroleum, and other extractive industries; foreign trade (export of livestock and commercial crops). In addition, the government shall increase Overseas Development Assistance for long-term investment in rural infrastructure (including irrigation), to invest in natural resource management, climate-smart agriculture, to boost economic growth, reduce poverty, and ensure food security.

The following Policy Objectives, Statements and Measures with regard to the four food security dimensions and other important areas described in subsequent sections are designed taking into account the short and medium to long-term institutional, human resource and economic capacity of both the Federal and member state governments.

### 3.1. Food Availability

At the national level, food availability is a combination of domestic food production, domestic food stocks, commercial food imports and food aid. At the household level, it is the availability of food from own production, from the market, or through gift (from kin) or a combination of all. In Somalia, for over a decade, the total domestic food production has never been able to cover national requirements even in good year. As a direct result of inadequate domestic food production, national requirements have been covered through limited commercial imports and food assistance by the humanitarian community. This trend puts the country at risk of being dependent on volatile world food supply and markets and must be reversed.

#### 3.1.1. Policy Context

According to FAO (2020)<sup>34</sup>, the 2020/21 domestic cereal availability is expected to be 205,000 mt. (169, 000 mt mainly domestic production of sorghum and maize plus 36,000 mt stock drawdown). Out of this 205,000 mt, domestic production is estimated to be 169,000 mt while cereal requirement (sorghum, maize, wheat, and rice) would be 1,090,000 mt. This leaves a huge deficit of 885,000 mt

33 UN OCHA, Somalia Humanitarian Response Plan, January 2020.

34 FAO; 2020; Cereal supply and demand balances for sub-Saharan African countries – Situation as of June 2020. Rome. <https://doi.org/10.4060/ca9804en>



which should be covered by imports. The 2020 production and consumption requirements, compared with the last five years' average, indicates that production has fallen by 13% while imports will increase around 4%. Given the expected decline in remittances and increased importation demand, without taking in to account global food supply situation, domestic food prices are likely to increase, affecting both availability and access to food, especially to vulnerable population who depend on markets.

This is somehow consistent with the NDP-9 (2020-2024), which indicates that the agriculture sector meets only 22 percent of domestic cereals needs. Even in the best agricultural seasons, domestic production provides only about 40–50 percent of per capita cereal needs<sup>35</sup>.

Despite many challenges and constraints to raising production and productivity, the outcome of the 2018 Food Security Conference as well as sector strategies of agriculture, livestock and fisheries and the investment law have identified opportunities to maximize the potential of these sectors to boost production with the aim of ensuring food security both at the national and household levels. Opportunities in irrigation infrastructure investment for efficient and sustainable water and land management will significantly increase agricultural production of both staples and export-oriented cash crops. This is in line with the National Irrigation Policy (2019) to generate good returns. The Federal Government Investment Law is also expected to attract investors for domestic consumption as well as for export. Key to unlocking the potential of irrigation agriculture is the rehabilitation and modernization of irrigation and drainage infrastructure.

The livestock sector provides nutrient-rich meat and dairy products to the population. Improved livestock feed and fodder production coupled with animal health care services are proven to increase milk and meat production, making prices more affordable. With investment in rural infrastructure for efficient market linkages (including targeting nomadic and agro-pastoralists in remote areas); meat and dairy products could reach urban and semi-urban population.

The fisheries sector is another important sector which contributes to household income, and supplying the market with nutritious fish. But its potential has been under-utilized due to constraints related to production, processing and marketing. Fish is low in saturated fats and is an excellent source of omega-3 fats that are especially good for the health. The nutritional value of seafood contributes to alleviating malnutrition and hunger in a region where food insecurity is a chronic problem due to inconsistency of rainfall, draught and famine, which Somalia experienced in 2011 and 2017.

**3.1.2. Policy Objective:** Adequate, diversified and safe food is available all year round to the entire population.

**3.1.3. Policy Statement:** The Government will ensure that adequate quantity and diversified foods are available through domestic production, commercial imports, food stocks, and food aid both at national and household level throughout the year.

**3.1.4. Policy Measures:** In order to meet the objective of food availability, the government will take the following policy measures.

**3.1.4.1. Increase crop production and productivity:** Domestic crop production must be significantly increased to meet the ever growing food demand of the population. To this end, the Government will take the following measures:

Improve access to agricultural inputs and credit facilities

- i. support the private sector agro-based service providers (agro-dealers) to provide agricultural inputs (seeds, fertilizers, insecticides, farm tools, equipment and implements) in timely manner by easing licencing, taxation, and other operational modalities without undermining safety and quality control;
- ii. encourage and support private financial services providers (commercial banks, microfinance institutions, other lending platforms/companies, etc) to extend financial services to farmers and agro-dealers at affordable prices and favourable terms;

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#### Land tenure security and land management:

- iii. address land tenure security through land certification both for large-scale commercial investors to ensure long term investments and for smallholders for the use of their land as collateral;
- iv. encourage both smallholders and large-scale commercial farmers in land management practices with the aim of improving soil fertility, while preventing soil erosion;
- v. Establish land use directorate/department under MOAI with clear terms of reference to serve as a focal department for land issues

#### Improve irrigation and water harvesting infrastructure

- vi. invest in maintenance, modernization and efficient management of irrigation infrastructure for sustainable production of high-value crops in line with the National Irrigation Policy;
- vii. develop technical and managerial capacity of institutions (private, government) and the staff involved in irrigation design and management
- viii. raise awareness and mobilise rural households to catch surface water (runoff) during rainy seasons to produce short-duration or early maturing vegetables and crops
- ix. periodic review of irrigation infrastructure status, soil salinity, and other factors affecting irrigation quality

#### Improve crop production and diversification

- x. promote the application of good agricultural practices (appropriate and adequate application of fertilisers, improved seeds, and agronomic/crop husbandry practices);
- xi. Strengthen agricultural research to develop drought resistant, early maturing crops for drought-prone rainfed areas while developing high yielding varieties for irrigated areas; establish seed multiplication centers for increasing availability of certified and improved seeds; appropriate pesticides with safety instructions, fertiliser requirements for different soil types, farm machinery and implements, etc;
- xii. Facilitate the development of comprehensive agricultural extension packages which can offer choices from which farmers could select and apply on their farms for increasing their production and productivity. Agricultural extension will have to be strongly connected to agricultural research for two-way communication
- xiii. support and facilitate individuals, households/families/cooperatives, commercial farmers, schools, health centres, and other private and public institutions for year-round production of vegetables in all suitable location; strengthen distribution systems and market linkages for timely delivery of fresh produce to the nearby markets/consumers;
- xiv. encourage the production of cash crops for export and provide regulations and standards for export quality without undermining the balance between production for domestic consumption and export;
- xv. encourage and facilitate urban crop production through kitchen gardening for low income households by way of providing seeds and small implements

#### Promote crop protection practices

- xvi. Establish and support a competent national authority responsible for official controls of plant health, agrochemicals, seed and varieties.
- xvii. Strengthen Plant Protection and Early Warning departments of MOAI to monitor and alert the concerned authorities and the public of the likely occurrence of migratory pests such as locust, quella-quella birds and army worm.

3.1.4.2. Increase Livestock production and productivity and livestock products: livestock production need to be increased to diversify food sources and ensure availability/supply of livestock products (meat, dairy products) to meet nutritional requirements of the population. In line with the Livestock Sector Development Policy and development strategy, the government will.



### Improve access to credit, technology and skills

- i. Extend targeted support through the most appropriate government and private sector to increase financial capacity, knowledge, and skilled man power to develop an efficient dairy sector;
- ii. Explore and design appropriate avenues to ensure access to credit for livestock owners;
- iii. Support the emerging private sector (companies, community groups and individuals') efforts along the value chain including domestic and foreign livestock trade, meat and milk production & processing, and production and distribution of fodder;
- iv. Support private sector animal health care service providers for the delivery of veterinary drugs and associated inputs/equipment for the prevention and control of animal diseases and pests by way of strengthening their technical, financial and operational capacities as well as compliance with safety standards and regulations;
- v. Increase poultry and apiculture (beekeeping) farming through technical and material support, especially to low income households and women groups

### Increase livestock marketing and trade

- vi. Invest in rural infrastructure to facilitate livestock trade, delivery of milk to urban areas; efficient transportation of fodder, etc to ensure nomadic pastoralists and remote agro-pastoralists equally benefit from such facilities;
- vii. Facilitate regional and international livestock trade/export through enforcing sanitary, safety, and other regulatory measures and standards;

### Improve livestock production and productivity

- viii. Invest in livestock research for herd improvement, fodder quality, dairy product improvement technology, etc.
- ix. Maximise the use of various water harvesting methods to ensure water and pasture availability in critical times for livestock
- x. Improve climate resilient pasture and range land management and promote sustainable range and livestock management system.

3.1.4.3. Increase Fisheries production in order to make nutritious food derived from fish available to the population, the government will:

### Improve fish production

- i. Promote increased local fish consumption through well-designed public awareness mechanisms including corporate communication channels (to create effective demand). This will encourage fish producers to catch sufficient quantity for domestic consumption. It has to be promoted a source of food security because it is available in large quantities in Somalia's vast waters.<sup>36</sup>
- ii. Initiate fisheries database and management system to guide data collection activities with the aim of increasing availability and reliability of data and information. This will address the reliability of data on the quantity of available fish and its potential monetary value, especially on the catches in the 200 mile EEZ or in the coastal zone for domestic as well as foreign trade.
- iii. Invest in infrastructure for coastal fisheries to improve cold-chain facilities; fish landing facilities at all major ports, transport links between major urban centers and isolated fishing communities along the coast.<sup>37</sup>
- iv. Promote and support river fishing techniques

<sup>36</sup> Improving Development and Management of Somalia's Marine Fisheries and Controlling Illegal, Unreported and Unregulated (IUU) Fishing POLICY PAPER Prepared by: Trans-Africa Consultancy Services for African Development Solutions February 2015

<sup>37</sup> World Bank (2018) Country partnership framework for the Federal Republic of Somalia for the Period FY19-22. August 29, 2018. Country Management Unit, AFCE1 Africa Region



### Improve fish marketing

- v. Promote the development of fish value chains to increase both domestic consumption and export
- vi. Support and promote improved fish supply chain through improving standards and facilities for fish handling from harvest to consumption. These include roads, fish landing jetties, cold storage, ice plants, fish processing areas, fish market outlets, fish quality control laboratories and other facilities with the aim of enabling full utilization of fisheries resources and for fishing communities to get fair price for their fish.
- vii. Increase funding to the fisheries sector in order to realize the above benefits

3.1.4.4. Commercial food imports: until domestic food production reaches a level where commercial staple food imports are no longer required; the government shall facilitate the private sector for importation of cereals, edible oil, and necessary food commodities. At the same time, the Government will

- i. Inspect and verify the quality and safety of imported foods through the appropriate government agency to ensure safety and quality according to national and international standards and regulations;
- ii. Make necessary customs and duty exemptions to make the price of imported foods affordable to the local population without distorting domestic prices of similar goods;
- iii. Inspect and verify phytosanitary requirements, certificate of origin, and other required certificates and information from the country of origin;
- iv. Inspect and verify the physical condition of warehouses and/or silos with respect to moisture, temperature & humidity control mechanisms, as well as other standard food storage requirements to ensure that foods are not infested by insects and fungi while quality does not deteriorate under bad storage conditions.

3.1.4.5 Food Aid: Food shall be provided to the most food insecure, vulnerable households and, IDPs as determined jointly by the government and humanitarian agencies. In order to expedite import and distribution of food aid, the government shall:

- i. Facilitate all the required government formalities such as customs clearance, declaration, and related processes for efficient clearing and handling;
- ii. Ensure that the foods imported are of quality and safe for human consumption and accompanied with phytosanitary certificate, certificate of origin, and other information from the country of origin as well as from the donating agency.
- iii. Provide security during internal transportation and delivery of food aid.
- iv. Ensure that food aid is strictly distributed to the target beneficiaries without other negative socio-cultural and socio-economic outcomes (more details are provided under Humanitarian Aid Management Policy section).

## **3.2. Access to Food**

Access is ensured when households and individuals in the household have enough resources to obtain food in sufficient quantity, quality and diversity for a nutritious diet. Household access to food is determined by the following four factors: i) quantity and diversity of own production, ii) physical access<sup>38</sup>; iii) economic access<sup>39</sup>, iv) socio-cultural support mechanisms (kinship support and remittances) in the form of gifts including food grains, livestock and cash remittances. Household access to food may be affected for short or extended periods by the following factors: i) insecurity, ii) drought and floods, iii) loss or reduced income and employment due to insecurity, drought and floods, and iv) global and/or national food supply shortages; lack of or reduced incomes/unemployment.

<sup>38</sup> Physical access includes (road networks and market linkages; transportation to deliver food and other commodities to and from markets);

<sup>39</sup> Economic access at household or individual level includes (income and purchasing power: the ability of individuals to generate income from seasonal or permanent employment or casual labor wages; sale of surplus products (such as of crops, livestock, and other assets))





### 3.2.1. Policy context:

Shortage of food production and supplies as a result of insecurity, displacement, coupled with inadequate income and purchasing power will severely affect millions of IDPs; people living in flood and drought prone areas with limited access to markets (including nomadic pastoralists); and the urban and peri-urban poor who depend on casual wages and services in the informal sector.

For a country which produces less than 50% of its food requirements; affected by ongoing sporadic armed conflict and climatic shocks as well as hosting over 2 million internally displaced people; ensuring access to food remains a huge and formidable challenge. The government recognizes its responsibility in ensuring access to food at all times to its citizens. However, it is still in the recovery phase, trying to consolidate peace and security; operating with minimal financial resources to support the rural productive sectors. Under such scenarios, ensuring access to food, particularly to the millions of displaced, the urban and peri-urban poor, the poor in agro-pastoral and nomadic pastoralists shall jointly be addressed by the government with substantial support from the humanitarian community until such times come for the government to take full responsibility for its citizens.

**3.2.2. Policy Objective:** To enable households and individuals in the household obtain food in sufficient quantity, quality and diversity for a nutritious diet through adequate resources and entitlements.

**3.2.3. Policy Statement:** Subject to availability of the required resources and capacity (economic, institutional, human resource, and social protection), the government will strive to ensure physical and economic access to nutritionally acceptable food to its citizens, particularly the poor and vulnerable.

**3.2.4. Policy measures:** Within the limits of government resources and in collaboration with development partners and the private sector, the government will take a number of measures to attain the policy objective of access to food.

**3.2.4.1. Increase income and purchasing power:** In order to obtain/purchase food, households need to get jobs and (self) employment from all available opportunities from daily wages to contractual work, from small own informal business to large formal industries in rural or urban areas. The government will:

- i. Promote skills training for entrepreneurship development with aim of creating jobs and self-employment, especially for IDPs, women and urban and peri-urban poor;
- ii. Promote value addition along with value chain in crop, livestock, and fisheries sectors, to create more jobs and increase incomes and purchasing power for people engaged in small and medium enterprises;
- iii. Support the private sector to extend credit facilities to those who are able to run small-scale agro-based enterprises, handicrafts and other income generating activities;
- iv. Support the development of a more business-friendly environment by updating administrative and bureaucratic procedures and providing tailored advisory services to encourage micro and small enterprise to become part of the formal economy.

### 3.2.4.2. Improve market access/market linkages

- i. Facilitate domestic food trade through fair tax regimes and removal of other trade related barriers;
- i. Invest and expand rural infrastructure (especially roads) throughout the country a) to strengthen effective market linkages for uninterrupted supply and flow of food and non-food commodities

for those who entirely depend on food purchases and markets; and b) to reduce market prices or cost of food and non-food commodities

- i. Encourage and support the private sector to strengthen dairy market linkages between rural producers and urban consumers to making prices affordable to urban consumers.
- i. Establish a market information system and provide timely market information to producers, traders, and consumers about market prices and trends on regular basis at local, regional, national and international levels. This will require designing and implementing effective system for data collection and analysis as well as training of personnel to manage the system under the most appropriate federal government institution which will have its lower level structures.

#### 3.2.4.3. Strengthen social protection measures

- i. Promote Public Works Programs such as cash for work to generate off-farm employment and income for the poor by supporting labor intensive activities such as road rehabilitation and maintenance, soil conservation, forestry and water supply and sanitation schemes.
- ii. Create conducive atmosphere for people to return to their original homes with re-establishment packages including food for a given period of time, provision of agricultural inputs and small ruminants, water, sanitation, and health, education infrastructure and facilities step-by-step in line with NDP-9 durable solutions to long-term displacement in line with Durable Solutions strategies
- iii. In collaboration with development partners, scale-up social protection programs targeting the most food insecure and vulnerable in the form of food/cash for work, or voucher system, emergency food distribution, and other safety net programs depending on the local context and in line with the 2019 National Social Protection Policy of the Federal Government of Somalia.

### **3.3. Food utilization and nutrition improvement**

The World Food Summit's definition of utilization (the third element of food security) is "safe and nutritious food which meets individuals' dietary needs". The availability of and access to food on their own are not enough, people have to be assured of "safe and nutritious food". The food consumed has to provide sufficient energy to enable the consumer to carry out routine physical activities. Utilization covers factors such as intra-household food distribution, health care practices, safe drinking water, adequate sanitary facilities, food safety, preparation, and storage conditions.

#### **3.3.1. Policy context:**

**Water and sanitation:** According to Somalia Health and Demographic Survey report (2020), 65 percent of households get their drinking water from improved water sources. Slightly over three-quarters (76 percent) of urban households have access to improved water sources, while just over half (55 percent) of rural households and 35 percent of nomadic households have access to improved water. According to the same Survey, 57% of households have an improved sanitation facility although variations across regions and residential areas exist. Currently, only 16% of households treat water before drinking (22%urban, 9% rural and 0% nomadic households). By treating water effectively at home, families can improve the quality of household drinking water. The above statistical data and information indicates that a lot has to be done to improve access to clean water and sanitation facilities. The current situation is a cause for concern and aggravates diseases caused by unsafe water and poor hygiene and sanitation.

**Health care:** the health care coverage in Somalia is perhaps one of the lowest in the world due the lack of investment during the two decades before the formation of the FGS. According to the NDP-



9, the country has one of the lowest baskets of health indicators in the world with an infant mortality rate of about 132 per 1,000 live births and a maternal mortality rate of 732 per 100,000 live births. The life expectancy at birth is 54 years for male and 57 years for female, according to the WHO. Access to healthcare is determined by the place of residence (rural, urban, IDP settlement camps), with variations across gender, regions and within IDPs; with rural residents' worse off than the IDPs and urban residents respectively.

**Nutrition improvement:** Good nutrition is a pre-requisite for adequate growth and development, health, learning capacity, work performance and a good overall quality of life. It is also an indicator of economic well-being. The nutritional outcome of the food eaten by an individual will be appropriate and optimum only when there is adequate diversity of the diet and proper feeding and caring are practiced.

Nutrition provides energy, promotes growth, and nourishes the body. The nutritional status of a person is determined by multifaceted interactions among food availability, affordability, accessibility, consumption and infections. It influences an individual's growth and development, productivity, reproductive success and susceptibility to diseases. Good nutritional status is critical for the growth and development of children, particularly those who are under two years of age. Nutritional deficiencies among children, especially those under five years of age, often lead to childhood illnesses such as diarrhoea, respiratory diseases and nutritional problems such as wasting and stunting<sup>40</sup>. On the other hand, women's nutritional status has a direct effect on their health and the health of their children. Nutritional deficiencies among women can lead to anaemia, infections and pregnancy complications which could result in premature birth or death.

According to HNO 2020, 1 in 10 children under the age of five are acutely malnourished with the median National GAM of 13.8 percent at Serious level, translating to 1.08M boys and girls of which 178,000 are affected by life threatening severely malnutrition while 830,000 are moderately malnourished. A further 832,000 pregnant and lactating women are estimated to need nutrition assistance.

The most affected by inadequate Food Security and Nutrition are mothers (especially pregnant and lactating), infants, young children, adolescent girls and women (49 percent are anemic). Women of childbearing age are highly vulnerable for two reasons. For one they either lactate or breastfeed with hard and poor feeding condition. Secondly, it is in the tradition of many Somali households' women are the last to eat. There should be government policies that particularly support women of childbearing age. Poor nutrition conditions amongst these population groups are the result of both shock and underlying factors, with conflict, political instability, displacement and changing climate conditions continuing to put immense pressure on access to basic services and intensifying exposure to nutritional deprivations.

It is worth mentioning that the nutrition component under food security and nutrition policy provides policy measures related to the preventive and promotional aspects of nutrition improvement. The preventive aspects include the production and supply of nutrition foods such as vegetables, fruits, meat, fish and dairy products while the promotional aspect includes awareness raising among the population and through formal education (by way of curriculum development and demonstration plots/farms whenever situations permit).

**Intra-household food distribution:** It is not sufficient to have adequate supply of diversified and nutritious food within the household unless it is fairly distributed within the household taking in to consideration the needs of infants, children, pregnant and/or lactating mothers, the elderly and other sick persons. It is therefore important to ensure food is allocated to household members based on their nutritional needs to prevent malnutrition and diseases which may affect specific members of the household based on their sex and age.

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**Food storage, safety, and preparation:** The food within the household custody need to be stored under optimal conditions to prevent insect pests and fungi (molds) which can easily damage or spoil both dry and fresh food grains, flours, fruits, vegetables, and tubers. Food should also be prepared in hygienic conditions to avoid contamination by disease-causing micro-organism. Due to the importance of food storage, safety, and preparation as well as the absence of regulations and guidelines; this policy document has developed policy statement and detailed measures to ensure attainment of Food Security and Nutrition.

**3.3.2. Policy Objective:** To provide safe and nutritious food which meet individuals' dietary needs with increased access to clean water, sanitation, and health facilities.

**3.3.3. Policy Statement:** The government, in collaboration with development partners and the private sector, will endeavour to improve access to safe drinking water, sanitation and health facilities and nutrition information and interventions for ensuring proper utilization of food contributes to achieving household food security;

**3.3.4. Policy measures:** In order to ensure proper utilization of food, especially to the most vulnerable (IDPs, mothers, infants, young children, adolescent girls and women) the government, in collaboration with development partners and the private sector will take the following measures:

#### 3.3.4.1. Water and Sanitation:

- i. Promote safe drinking water among rural and nomadic communities whose source of drinking water is unsafe; by treating water effectively at home, families can improve the quality of household drinking water as well as prevent the prevalence of water-borne diseases such as diarrhea and dysentery<sup>41</sup>.
- ii. Promote awareness of good hygiene and sanitation practices for behavioural change through public and private media;
- iii. Increase access to private and public/communal sanitary facilities frequented by group of people as well as sanitation services (drainage, sewage and solid waste management) to vulnerable communities through labor based public works programs;
- iv. Promote safe water-harvesting methods and practices
- v. Construct shallow-wells at the most appropriate locations
- vi. Rehabilitate public water sources
- vii. Encourage private sector investments in water sector development
- viii. Formulate national water sector policy/strategy

#### 3.3.4.2. Health care:

- i. Increase government expenditure to expand health care services across the country by prioritizing the most vulnerable and underserved communities.
- ii. Facilitate and support the private sector to increase access to health care for the most vulnerable through public-private partnership;
- iii. Establish legislation, regulation and standards to oversee the provision of health by private providers;

#### 3.3.4.3. Nutrition Improvement:

- i. Encourage the population, particularly the most vulnerable, through public awareness mechanisms, to understand the role of improved nutrition in preventing nutrition related diseases such as, child stunting and wasting;
- ii. Develop national dietary guidelines and standards.

<sup>41</sup> SHDS Report; 2020



- iii. Promoting nutrition sensitive agriculture including the production and efficient utilization of indigenous nutritious rich foods including legumes, beans, seeds and other protein-rich food
- iv. Advocate and demonstrate appropriate technologies for the preparation of diversified nutritious food.
- v. Promote the consumption of protein-rich livestock products and fish to enrich diets;
- vi. Establish and ensure a reliable and affordable supply chain of dairy products, in particular, to improve the diet and nutrient levels of the poor and vulnerable.
- vii. Allocate budget for school feeding programs
- viii. Consider industrial fortification of foods with micronutrients, when feasible.

### 3.4. Stability of food availability access and utilization

Stability describes the temporal dimension of Food Security and Nutrition, i.e.; the timeframe over which Food Security and Nutrition is being considered. Stability is assured when the supply at household level remains constant in the short-term as well as in the long-term (at all times). That includes food, income, and production resources. Factors which affect stability in the short term include floods, droughts, high prices, conflicts, inadequate food production, and epidemics. Long-term effects are related to climate change, land degradation, and deforestation,

#### 3.4.1. Policy context:

Under the current situation, stability of food availability, access and utilization for the majority of Somalis is at risk of being interrupted at least temporarily or at one point during a year. Recurrent climatic shocks (drought and floods); insecurity and its attendant displacement, lack of incomes especially from agricultural labour wages triggered by insecurity, displacement, flooding and drought; and inadequate public investment in health care, water and sanitation contribute to unstable availability of and access to food during a year. But also in the long term; all undermine stability of supply, access and usage of food.

The current unsustainable extensive mode of production (both crops and livestock) without proportional investment in conservation and management of the resource base (mainly land, water, pasture) will reduce the productivity of the resource base; eventually undermining stability of food availability. Thus there is a great need to formulate and implement appropriate measures to ensure stability is assured now and in the future.

**3.4.2. Policy Objective:** to ensure uninterrupted or continuous supply of and access to safe and nutritious food.

**3.4.3. Policy Statement:** The government will ensure that stability of food supply, access, and usage are safeguarded through the agriculture, livestock, fisheries, trade, health, infrastructure, social protection, and related socio-economic sectors on yearly basis while investing in natural resource management and environmental conservation for long-term stability.

**3.4.4. Policy Measures:** In order to ensure stability of food supply and access in the short-term while safeguarding the future food security situation, the government will:

3.4.4.1. Identify critical conditions which have the potential to disrupt supply, access and utilization and closely work with development partners and the private sector to ensure those conditions are addressed;

3.4.4.2. Strengthen its early warning systems and coordinate with development partners to respond to predictable emergencies while humanitarian affairs and disaster management ministry would facilitate to close food gaps through its social protection mechanisms;





3.4.4.3. Invest in natural resource management, integrated watershed management, and climate change adaptation to ensure land-based resources remain productive to support agricultural and livestock production in the long-term;

3.4.4.4. Promote short-term measures which can build the resilience of households and communities through crop and livestock insurances<sup>42</sup> (against drought and crop failure); and social protection measures (or productive social safety nets).

3.4.4.5. If recommended by a comprehensive study, introduce and operationalize strategic food reserve with the aim of provision of emergency food aid and temporary market stabilization.

<sup>42</sup> Ethiopia and Kenya have developed livestock insurance schemes Index-based livestock Insurance (IBLI) and Satellite Index Insurance for pastoralists in Ethiopia (SIPE); and the Kenya Livestock Insurance Program (KLIP)



## Section 4: Policies supporting Food Security and Nutrition

### 4.1. Food Safety, standards, and quality control

Food safety and quality at all stages of the food chain is one of the paramount pillars in national food security policy and must be more actively embraced at all levels of the food production, processing, marketing and home preparation and handling chain by all those involved from the public and private sectors, and by consumers. Food production poisoning-related incidences due to wrong application of pesticides and poor storage system, consumption of expired food items are widespread resulting in the emergence of acute and chronic diseases. Similarly, poor hygiene and inappropriate food and livestock feed and fodder handling and storage contributes to spoilage and consumption of poor quality foods posing serious health risks (such as diarrhea, cholera and aflatoxicosis).

#### 4.1.1. Policy context

During the former government of Somalia, there were well-structured and organized food inspection centers at seaports, airports and country borders that are currently nonfunctioning. Due to this vacuum, it is common that irresponsible traders import contaminated food commodities, poor agrochemicals (fertilizers and pesticides) and expired seeds or genetically modified seeds directly into the country that had highly negative significant impact on the safety and health of many innocent people.

Many people yearly die in diseases associated with contaminated foods and other food-borne diseases. Recently the people dying of cancer are drastically increasing and this can be partially attributed to the consumption of unsafe foods. The absence of the food safety and quality control and regulatory framework in the country also prevented Somali agro-businessmen to take advantage of international trade opportunities due to their failure to comply with the international standard requirement. For example, Saudi Arabia banned several times the Somali livestock exportation to its country because of lack of reliable quarantines centers in Somalia. Similarly, Somali banana exportation has been stagnant since 1991 because of the absent of food safety and quality control authority in the country, whose duties were supposed to conduct validation, inspection and certification of both import and export food commodities.

If the necessary institutional, policy, and regulatory, and legal frameworks are developed, improvements in food safety and quality control will lead to more diverse diets, improved consumer health and nutrition, new opportunities for local and export trade, and ultimately to enhanced food security and good nutrition.

**4.1.2. Policy Objective:** To provide the public and international consumers with safe and quality food ascertained through regulations and quality standards.

**4.1.3. Policy Statement:** The government recognizes the right of its people to safe food. The government will ensure that safe food trade practice are conducted in manner consistent with World Trade Organization's Sanitary and Phytosanitary measures and other international requirements to safeguard consumers through the realization of the objectives of the food security and safety policy.

**4.1.4. Policy measures:** the government will take the following measures:

##### 4.1.4.1. Establish Institutional Framework for food safety and quality standard.

Somalia does not have food safety or quality control after the civil war although the needs in this service are very critical for the nations. Currently there is ongoing initiative that is aimed at establishment a National Food Safety and Quality Control Authority in order to improve the safety and quality of both the locally produced food and imported food commodities. In order to improve food safety and quality control at national and member state level, the Government will:



- i. Finalise the establishment of National Food Safety and Quality Control Authority
- ii. Recruit and train qualified staff on food safety and quality control techniques
- iii. Develop institutional frameworks to enhance linkages between regulatory agencies and food producing/processing industries.
- iv. Promote safe practices in food production (crop, livestock and fisheries).
- v. Promote proper storage and handling to control incidents of food-related disease outbreaks.
- vi. Establish risk analysis policy toward the food safety and quality control
- vii. Prioritize resumption of the validation, inspection and certification of imported and exported food commodities.
- viii. Provide clear guidelines on the production and utilization of genetically modified products
- ix. Promote public-private sector partnerships for improved food safety and quality control;
- x. Develop the national food safety and quality control policy;
- xi. Develop guidelines, code of conduct and practices and standards that relate to food, food products and nutrition services.

#### 4.1.4.2. Develop Legal and Regulatory Framework for Food Safety and quality control

Somalia forever lacked the legal and regulatory framework for food safety and quality control therefore, to ensure that the National food supply meets the highest safety requirement for both domestic consumption and international demands; the government will:

- i. Formulate national pesticides law and act through the approval by the federal parliament and cabinet ministers;
- ii. Formulate legislative framework and regulation in relation to food imports and exports, food hygiene and labelling that comply with the domestic and international demand through the federal parliament and cabinet minister's approval;
- iii. Issue Decree-Law on quality control of nationally produced, imported or exported food through the federal parliament and cabinet minister's approval;
- iv. Issue Fishery Products Importation and Exportation Regulations through the federal parliament and cabinet minister's approval;
- v. Develop functional food safety coordination mechanism among the government and non-government agencies involved in food production, processing, exportation and importation;
- vi. Develop regulatory and institutional framework to improve guidelines, coordination and enforcement, including food labelling.
- vii. Address the range of urban food safety and quality control by formalising and regulating producers and vendors.

#### 4.1.4.3. Initiate functional and effective traceability mechanisms:

Traceability is the ability to trace and follow food, feed, and ingredients through all stages of production, processing and distribution. In Somalia, the identification of the origin of the imported food sources is the prime importance for protection of food consumers since it facilitates the withdrawal of unsafe foods and enables consumers to be provided with target and accurate information on specific product.

Therefore, government will:

- i. Restore the quality control centres at country borders, airports and seaports
- ii. Release appropriate information and alert the public on black-listed food types and their origins
- iii. Prevent such practices by importers

#### 4.1.4.4. Provide Functional Laboratory support service

The effective enforcement of food legislation and the implementation of food-borne disease surveillance systems require sound and efficient food analysis capabilities at federal and member state levels which is absent in Somalia. The majority of public health laboratories do not have the capacity to test for chemical contaminants and naturally occurring toxins/poisoning. Therefore, the federal government will:



- i. Promote establishment of adequate number laboratories;
- ii. Allocate specific budget to the establishment of the laboratories for food safety and quality control;
- iii. Provide capacity building for the newly recruited lab technicians to undertake formal risk analysis and improve the national capacity in terms of effectively participation in international standard requirement.

## 4.2. Food storage, processing, preservation, and value addition

Postharvest food loss is a global phenomenon and is not restricted to Somalia. The quantitative food loss in sub-Saharan Africa has been estimated at 100 million metric tons per year. For grains alone, the value of post-harvest losses are estimated to equate to approximately USD 4 billion/year (at 2007 prices), which could meet the annual food requirements of about 48 million people and exceeds the annual value of grain imports into Africa and the value of total food aid received in sub-Saharan Africa over the past two decades<sup>43</sup>.

### 4.2.1. Policy context

In Somalia, the postharvest losses are substantial across the all production sectors including agriculture, livestock and fish. Most farmers in southern Somalia store a high portion of their harvested grains into underground pits that cause severe deterioration in the grain quantity and quality due to pests, rodents and other micro-organisms attack. The traditional underground storage pits lined with clay are highly prone to moisture contamination, particularly during the rainy season, and contamination from aflatoxin, other bacteria, and fungi. The health hazards caused by poor storage include stunted growth, delayed development, and liver damage and cancer that are more serious effects than the economic loss.

The average annual cereal losses in southern Somalia are estimated to 50,000–80,000 tons per year which valued at \$15–\$20 million, and representing about 20–30 percent of the harvest<sup>44</sup>. According to the Somali Agricultural Technical Group (SATG), the losses associated with traditional storage systems such as underground pits are significantly higher (40 percent) than losses associated with downstream harvesting, transportation, and drying (20 percent).

On the other hand, the postharvest losses in fruits, vegetables and root crops is very high and can reach 50% due to the lack of appropriate processing technologies, poor handling, deterioration during the transportation from the field to markets and lack of fruits and vegetable processing plants/factories in the country. Although statistical and monetary evidences are lacking, similar post-harvest and storage losses are very common in the livestock and fisheries sectors.

Food processing and preservation is another area which needs urgent attention as opportunities for domestic as well as foreign markets look promising with cautious safety and quality control to meet the required standards (especially for export). The processing and preservation of livestock and fisher products is generally underdeveloped for a number of reasons discussed under the previous sections. Cereal and sesame processing, meat, milk and fish processing, preservation and value addition all have the potential to meet nutritional needs as well as job creation and income generation, especially for women and young people. If investments are made, import substitution, for example, from sesame oil and milk, could save the much needed foreign currency. However, the poor state of rural infrastructure and energy requirements have hampered the active involvement of the private sector for efficient processing, preservation, and value addition. These constraints and challenges should be addressed jointly by the government (through its incentives as provided under the investment law) and the private sector (including commercial banks and micro finance institutions for small scale processing).

<sup>43</sup> Postharvest Loss Management Strategy, African Union Commission (August 2018)  
<sup>44</sup> Somali Agricultural Technical Group (SATG),



**4.2.2. Policy Objective:** reduce food losses due to storage, processing, and preservation; increase food quality.

**4.2.3. Policy statement:** The government will promote and provide incentives through its investment law, to domestic as well as foreign investors to ensure proper storage; processing, preservation, and value addition contribute to increased availability of and access to affordable, safe and nutritious food; as well as increased employment/jobs incomes and revenue from domestic and foreign trade.

**4.2.4. Policy measures:** in order to reduce post-harvest losses through improved storage, and promote efficient processing, preservation and value addition, the government will:

**4.2.4.1. Post-harvest and storage improvement:**

- i. Promote awareness of the impact, economic value and consequence of postharvest losses on food security and poverty reduction;
- ii. Encourage research, adapt and disseminate technologies to reduce post-harvest losses;
- iii. Explore effective and improved (affordable) storage facilities both at household and commercial scales;
- iv. Rehabilitate the old storage centers and substation and also build new storage centers throughout the agriculture production areas
- v. Train agriculture extension staff on good practices in post-harvest loss reduction, design and develop simple technologies for processing food at the household level for dissemination to the farmers and agro-pastoralist;
- vi. Improve fruit postharvest handling by farm labourers and technician
- vii. Encourage the private sector to import proven safe pesticides with no side effects for use in storage while encourage farmers to apply these pesticides in their stores

**4.2.4.2. Processing, preservation, and value addition**

- i. Encourage and support private sector investments in cold storage facilities for meat, milk and fish preservation and value addition through exemption of customs duties and removal of trade barriers;
- viii. Encourage investments and promote sesame oil, dried lemon, and dried banana processing and packaging, especially for export.
- ix. Encourage private sectors investments in processing infrastructure such as grain mills, fruit juice extractors and canning equipment,
- x. Rehabilitate feeder roads and main roads from rural producers (of crops, livestock and fisheries) to the near-by trading centres;
- xi. Build cold chains and adequate storage facilities at key towns at seacoast to support fishing communities;
- xii. Maintain current policy of exempting agro-processing machinery from customs duties and consider other policy incentives such as preferential energy rates or reduced road taxes that can stimulate private investment in modernization and cold storage facilities;
- xiii. Promote the use of renewable energy like solar or wind power to help reduce energy costs and allow for expansion of cold chain and storage facilities that would improve outputs and economic performance;
- xiv. Facilitate access to credit to small and medium size enterprises engaged in agricultural value chain as well as in processing and value addition of meat, dairy, and fish products,
- xv. Develop and sustain the supply chain and value chain of agricultural production, meat, milk and fish production to increase both domestic consumption and export;
- xvi. Enhance the capacity of the institutions involved in product development, standards establishment and monitoring of quality.





### 4.3. Humanitarian food aid management

Every year, many Somalis face hardship during lean seasons and after food and nutrition crises triggered by drought, flooding, market shocks and political and resource-based conflict. In the past 30 years. The different types of food aid intervention include school meals provided in food insecure areas in the country as an incentive for children to attend school regularly, Food for Work initiatives (conditional food aid), unconditional food distribution to the crises affected people, and cash transfer to allow the IDPs and other beneficiaries to address their diverse needs in an efficient and comprehensive manner.

#### 4.3.1. Policy Context

Undoubtedly, emergency food aid has saved the lives of millions of people who would die of hunger and malnutrition if they had not received food assistance from the outside but the greatest concern around food aid is the possibility that it may undermine the livelihoods of local poor farmers thereby creating a disincentive to producers, leading to reduced domestic production of food and damaging the livelihoods of local farmers through flooding markets and depressing prices. Substantial volumes of food aid provided over a long-term basis could hamper local production, result in increased poverty and create long-term food insecurity due to increased dependence on food aid. While the overall humanitarian aid coordination and implementation is under the Ministry of Humanitarian Affairs, the food security sector has technical responsibilities to ensure food aid does not undermine food production, because, if it is not well managed, food aid will have some negative impacts observed in other countries which include:

1. Provision of food aid at harvesting time can compete with domestic crops resulting in hampering the local production and distortion of local market price. Price distortion of domestic foods will enforce many farmers to terminate growing of staple crops like maize and sorghum.
2. Food aid often arrives late when the situation has improved and this type of assistance is no longer so badly needed. This delay may result in inappropriate timely response to the emergency humanitarian disaster where weeks or even days can mean the difference between life and death of many vulnerable people. In order to address to these problem, some NGOs and UN agencies started cash transfer donation.
3. Unless justified for a number of reasons (including security, availability, and logistics), food aid (sorghum and maize) could be procured from local farmers rather than importing them from abroad. Local procurement will stimulate local production while indirectly benefits other sectors such as packaging, loading and off-loading, and transportation.

**4.3.2. Policy objectives:** to control food aid to alleviate temporary food crises and ensure good quality and safety of donated food by targeting those who cannot feed themselves for reasons beyond their control.

**4.3.3. Policy Statement:** the government will ensure that food aid is delivered at the right time, not to interfere with local market prices, while ensuring such aid is designed to enable target beneficiaries become resilient, re-build their livelihood assets and gradually recover from crisis.

**4.3.4. Policy Measures:** in order to ensure humanitarian aid is managed in the most appropriate manner and in line with international principles and practices, the government, in collaboration with the humanitarian community will:

- i. Ensure that when designing and delivering humanitarian assistance attention must be given to protecting assets, rebuilding livelihoods, and achieve food security.





- ii. Advice that food aid should not be distributed at harvesting time to avoid its negative impact on the domestic crop prices unless the situation on the ground dictates.
- iii. Ensure that food aid arrives at the right time to right place; targeted to the right beneficiaries and used in the right form
- iv. Persuade the humanitarian organizations to procure domestic food (maize and sorghum and cooking oil made of sesame) from surplus producing areas. This will depend on the availability, quality, cost-effectiveness, logistical and security issues.
- v. Ensure that local community benefit from institutionalized community-based disaster preparedness and early warning systems
- vi. Ensure that crisis-affected people receive safety-net assistance in the form of conditional or unconditional cash-based transfers that improve their food security and nutrition status;
- vii. Promote a coordinated approach to planning and management of food aid importation;
- viii. Ensure that food aid conforms to the bio-safety (genetic modified food and seeds) and other related legislations
- ix. Make sure the integration of early recovery interventions in all humanitarian assistance to reduce the dependency of vulnerable people on constant food aid
- x. Ensure that food aid does not create “dependency syndrome” where by beneficiaries expect to be fed by food aid while the situation improves for self-sustenance.
- xi. Will create conditions to empower the local communities with resilience against future shocks and to focus on long-term development

#### 4.4. National Agricultural Research and Extension Services

The role of agriculture research centre is to carry out research on all crops grown in Somalia such as introducing of new improved varieties, propagation and distribution of selected cultivars, provision of plant quarantine, soil survey and analytical services, and seed inspection and testing services whereas the national agriculture extension services (NES) was responsible for the transfer of the improved farming technology developed by research center to the farmers, provision of extension services for the small and large scale farmers. Livestock research is also responsible for generating improved breeds for meat and milk; livestock fodder, and related technologies and practices. Same principles of research are necessary for the fisheries sector.

The absence of the role of national extension services had adverse effect on the food security of the country as farmers had no choice other than to pursue their traditional poor farming techniques during the last three decades. Before the civil war of 1991, the national agriculture extension had fully functional offices in 10 agricultural regions (six have potential for irrigation, while the other four relied wholly on rain fall). In these 10 regions, 33 districts had potential for both crop and on-farm livestock production. At each district level, there was Extension Officer, a Plant Protection Officer, a Land and Water Officer and a Cooperative Officer under a District Agricultural Officer who was responsible to the Regional Agricultural Coordinator. The national agriculture extension service had also different training centers in the country that were designed for the transfer of modern agriculture technology to the farmers. All these services are now missing leaving the farming community with no options for improved technology.

The Livestock sector in the country was poorly developed and warrant a great deal of attention as the sector is providing both domestic revenue and foreign currency in addition to satisfying the food security needs of the population.

##### 4.4.1. Policy context

Following the collapse of the former government in 1991, all the research and extension activities in the country collapsed; and. numerous research findings that offered hope for appropriate and meaningful crop intervention strategies were lost. Most of the researchers and subordinate staffs left the country



although some of them are still in the country. The Linkages of national agricultural research and extension services to outside research institutions had to be discontinued for almost three decades and consequently there is very limited access to information relating to new technologies and changes that have taken place in the international agricultural research agenda in recent years.

Due to the absence of research and extension services, farmers faced many agronomical problems. For long time, they did not receive agriculture extension service to assist them in seed variety selection, soil testing, production practices, pest and disease control, post-harvest handling, water management and moisture conservation, value addition and other crop production aids. All these factors led to significant reduction of domestic food production with corresponding negative impact of both food availability and accessibility by the local community. The same is true for the livestock and fisheries sectors

Therefore, there are urgent needs to re-establish the National Agricultural Research and extension services to promote sustainable agricultural development that guarantees food security, income and employment generation, agricultural export enhancement through the development and dissemination of appropriate and environmentally friendly agricultural technological packages to the farmers. This will involve prioritization of the major agricultural research issues that address farmers' needs. Agriculture research and extension services will play a crucial role in the generation of improved new farming technology and the delivery and effective adoption by farmers with research technologies.

The Ministry of Livestock, Forestry and Range (MOFR) currently lacks the resources and human capacity, including highly qualified and experienced technical advisors and consultants, to establish and support badly needed research institutions that can provide livestock producers with modern breeding products to strengthen the animal population's resilience to fast changing environmental conditions.

The development of fisheries sector has been partly constrained by the lack of fisheries research. Currently, there is no research institute dedicated to fisheries in Somalia nor are other research centers that can conduct fisheries research. Little research is being carried out, though there are some staff members at MoFMR who are designated to perform research activities and data collection.

**4.4.2. Policy Objective:** build the institutional, technical and human resource capacities of national agricultural research and extension (including livestock and fisheries research) to generate affordable and accessible inputs, technologies, and practices to significantly boost production and productivity; addressing critical gaps of the productive sector and stimulating the private sector.

**4.4.3. Policy Statement:** the government, in collaboration with regional and international partners<sup>45</sup> is committed to re-establish the national agricultural research centres to assure future food security for all Somali citizens through generation of adaptive research, knowledge, and technology transfer that directly related to the needs of the production sectors ( agriculture, livestock and fish).

#### **4.4.4. Policy measures**

##### **4.4.4.1. Re-establish the National Agriculture Research Centers**

The agricultural research centers that existed prior to the civil war are dilapidated. Before the civil war, there were three Agriculture research substations developed in the major agricultural zones of Somalia namely; Alexandria substation that was based near Gelib town (middle Jubba region), the Bonka substation that was located near the city of Baidoa (Bay Region) and Aburein substation that was located near Hargeisa (North West Region-Somaliland) while the headquarter was located in Afgoi district in lower Shabelle region. To realize the restoration of the role agriculture research in the national food security optimization, the government will:

<sup>45</sup> Regional partners include ILRI (Kenya & Ethiopia); CAADP Pillar 4 facilities and the Consultative group on Agricultural Research (CGIAR) which has more than 20 specialized research institutes and centers in selected countries.



- i. Rehabilitate the headquarter and sub stations of the Agriculture research centers and provide with all the essential equipment and materials for the research works
- ii. Introduce, test, domesticate and disseminate new technologies suitable to the local conditions
- iii. Lobby for allocation of agricultural research budget and seek additional financial and technical support
- iv. Will employ on-farm participatory approaches whereby the farming communities will contribute to technology development to ensure relevance and user adaptability
- v. Ensure sustainable national research capacity through the human resource development
- vi. Focus on institution building/human resources development (Recruiting of the research scientist and other project staff and training them)

4.4.4.2. Support the establishment of an independent Somali Livestock Research Institute (SLRI) with Somali and foreign scientists from different specializations, capable to researching the sector's challenges and needs using the latest techniques and methods and advising governments on suitable interventions.

4.4.4.3. Establish national and regional (member state level) research centers: to enhance fisheries sector development, research centers should be equipped with professional staff and the required infrastructure and technology/equipment. Initially, the Center could be under one of the national research centers until independent centers are justified and government capacity permits.

4.4.4.4. Encourage and support the emergence of private research companies:

- i. While revitalizing government research centers, support private companies which already stated developing and distributing improved seeds;
- i. Identify competent private companies which can be contracted to multiply certified seeds approved by companies or research centres in the east Africa region, with strict supervision and quality control.

4.4.4.5. Strengthen partnership and cooperation with Regional and international research and donors  
Successful reestablishment and implementation of the National Agricultural research will depend on the level of partnership relationship with the International agriculture research institutions Donor communities, UN agencies, and international and local Organizations and the private sectors. Before the civil war, agriculture research and extension institutes had strong relationship and partnerships with several international organization and research institutions. Therefore, the government will:

- i. Promote the partnership with regional and international institutions and donors which were supporting the country with both financial and technical assistance such as FAO, African Development Bank, ICRISAT, Arab Organizations for Agriculture Development, World Bank, and International Fund for Agricultural Development (IFAD) etc.
- ii. Promote partnership and cooperation with the most relevant international research institutions under the Consultative Group on International Agricultural Research (CGIAR) and other independent organizations.
- iii. Put in place a coordination framework and a protocol to link with the national agriculture research and other regional and international agricultural research institutions in the neighboring countries such as Ethiopia, Kenya, Egypt and Gulf States as key collaborators in research activities.

4.4.4.6. Rehabilitate Agricultural Extension Services head quarter and substations

To revitalize the role of the agriculture extension services in local production and food availability, the government will:

- i. Rehabilitate the headquarter and sub stations of the national extension services in the country
- ii. Recruit and train qualified extension workers on participatory extension service delivery as opposed to top-down extension message delivery system.



- iii. Transfer improved farming technology to both small and large scale farmers that are relevant to their needs by using different extension methodologies for the training of the farmers;
- iv. Provide management assistance on account-keeping, financial control, input procurement, marketing of crops and farm planning for large scale farmers.
- v. Promote the participation and partnership with the private sector in extension service delivery
- vi. Promote agricultural education in vocational training centers
- vii. Restore and maintain effective linkages between extension and research; and between input supply enterprises and extension agents.
- viii. Rehabilitation of Aburrin Farmer Training Center
- ix. Promote gender mainstreaming in the agriculture sector to enhance women participation in sector activities in recognition of the critical role they play in family household management and food production to empower them to participate more effectively in agricultural production and marketing by employing innovative methods for reaching women.
- x. Facilitate effective participation of the private sectors, NGOs and international agencies to complement the gaps in extension services

#### 4.5. Khat consumption and its socio-economic effects

Khat (*Catha edulis*) is a slow growing flowering plant (shrub) native to the Horn of Africa and the Arabian Peninsula. It contains the alkaloid cathinone, a stimulant, which is said to cause excitement, loss of appetite, and euphoria. The World Health Organization (WHO) classified it in 1980 as a drug of abuse that can produce psychological dependence. Its fresh leaves and tops are chewed or, less frequently, dried and consumed as tea, to achieve a state of euphoria and stimulation; it also has anorectic (appetite-reducing) side effects. The consumers get a feeling of well-being, mental alertness and excitement. The after-chewing effects, however, are usually insomnia, numbness and lack of concentration.

##### 4.5.1. Policy context

Khat consumption (chewing) is an insidious habit that affects food security and livelihood of many families in Somalia. With its adverse social, economic and medical consequences it has become a problem of grave national concern. The annual imports of this poisonous plant cost hundreds of millions of dollars per year in Somalia. For example, according to the then Minister of Planning and International Cooperation of Somaliland, in the year 2010 only Somaliland spent 450 million USD on khat imports<sup>46</sup>. In that same year, Somaliland's trade deficit was 500 million USD<sup>47</sup>. In 2012, Somalia spent more than 300 million \$US on direct Khat imports in spite of the difficult economic situation at that time<sup>48</sup>. For Somalia, according to NDP-9, Khat is the second largest imported product after sugar<sup>49</sup>. In addition, the economic problems associated with Khat-chewing include the amount of money diverted to purchase Khat instead of food (less money would be available for food purchased); the spread of corruption, the theft of public and private property to support the habit and the loss of many working hours among civil servants and private employees.

In the social sphere, family disruption is a prominent problem which includes frequent quarrels, breach of family ties, neglect of the education and care of children, family instability and household poverty, diverting household money away from productive investments, and enabling the purchase of weapons<sup>50</sup>. These factors may lead to family breakup, loss of working hours, and negative effects on children's lives in many aspects<sup>51</sup>.

46 Official statement of the Minister (Dr. Saad Ali Shire) at the joint Somaliland - World Bank conference on the Somaliland economic growth held in Hargeisa in 2014

47 Ibid

48 Kafi, N., & Mberia, H. (2016). Effects of khat consumption on household socioeconomic development in Garowe District, Puntland, Somalia. International Journal of Contemporary Applied Sciences, (ISSN: 2308-1365)

49 NDP -9 (p47)

50 A. S. Elmi, "Khat: spreading, epidemiology and problems in Somalia", in Proceedings of the Second International Congress on Somali Studies, T. Labahn, ed. (Hamburg, Helmut Buske Verlag, 1984), pp. 271-286.

51 Pantelis, C., Hindler, C. G., & Taylor, J. C. (1989). Use and abuse of khat (*Catha edulis*): A review of the distribution, pharmacology, side effects and a description of psychosis attributed to khat chewing. Psychological Medicine, 19(3), 657-668. <https://doi.org/10.1017>

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Imagine if the fiscal budget for Khat chewing could be used for the national development; how many potential national infrastructures could be constructed/rehabilitated including irrigation canals, construction of schools, hospitals etc? How much the local production would increase if this money could be diverted to the production sectors, health and water security? Somali scholars have argued that if Somalia did not import Khat, the country would save millions of dollars every day, the people who work would contribute their full income to their families and there would be a significant impact on work performance as that promotes economic growth resulting in food security improvement at national and at household level. Families and couples would be more stable, fathers would be more aware of their children and how they are performing in education. The overall health of the nation would also be improved, further improving socio-economic conditions in Somalia<sup>52</sup>.

With regard to the effects of Khat on health, there is concern that people who do not wash khat before consuming it will ingest pesticides. Such pesticides contribute to cancers of the digestive system and kidney failure among Khat chewers. Deaths have been reported that were caused by poisoning following the ingestion of pesticides and/or fertilisers used in the cultivation of khat. Leaves are normally chewed fresh without any treatments (such as washing, soaking in hot water, or thermal treatments) to reduce the concentration of such chemicals, both in producing and consuming countries. For instance, an analysis of khat grown in different parts of Ethiopia in 2009 found excessive levels of pesticide residues in some producing areas<sup>53</sup>.

Although Khat importation and distribution within Somalia generates domestic tax revenue, its negative socio-economic and inter-generational consequences outweigh its financial benefits. In this case, the government at all levels should take appropriate policy measures to safeguard current and future generations from increasing trends of Khat consumption.

**4.5.2. Policy objectives:** to minimize the socio-economic impact of Khat consumption throughout the country.

**4.5.3. Policy statement:** The Federal Government of Somalia, in collaboration with Federal Member States will ensure that Khat local production, importation, and consumption are gradually reduced to promote family cohesion, save foreign currency and build disciplined workforce in all productive socio-economic activities in both rural and urban areas.

**4.5.4. Policy measures:** in order to reduce consumption and importation of Khat, the government will:

- i. Conduct comprehensive study to establish local production of khat (area under cultivation, no. of farmers, production levels, water requirements, etc); estimated number of consumers, etc. to formulate national program to deal with Khat production and consumption;
- ii. Establish a comprehensive national programme (or framework) for the regulated use and control of importation, cultivation and trade of the drug through the provision of information and education;
- iii. Impose heavy taxes on Khat imports to minimize the quantity being imported as well as to save foreign currency;
- iv. Create income generation opportunities for the local distributors/sellers of khat such as women-headed households who are currently involved in selling of khat in the local markets;
- v. Conduct continuous anti-Khat campaign and community mobilization through available media outlets to ensure negative impacts and consequences of khat consumption is well understood by various communities and the society at large;
- vi. Promote active participation of government and civil society participation in national and international meetings pertinent to the problems of khat.

<sup>52</sup> Said Sheikh Aden Awale and Ali Yassin Sheikh Ali (Social and Economic Difficulties Caused by Khat Usage in Somalia

<sup>53</sup> Overview of literature and information on "khat-related" mortality: a call for recognition of the issue and further research; John M., et al. 2011; <https://www.scielo.org/pdf/aiss/2011.v47n4/445-464/en>





## 4.6. Conflict Management and Peace Building

There is a multidimensional and complex relationship between conflict and food security. Conflict and insecurity directly affect food security, while food insecurity has both direct and indirect effects on peace and security depending on the local context. There have been different types of conflicts in different areas including politically motivated conflicts, clan-based conflicts, and, resource based conflicts. These conflicts manifest themselves in various forms such as the competition over the leadership of the country; disputes among political entities over borders and territory, control over natural resources, as well as clan tensions over control of nascent administrations. Regardless of the type of conflicts, insecurity and displacement are the main consequences of those conflicts and the resulting insecurity

### 4.6.1 Policy context

The Somali civil war and deadly conflicts after the collapse of the government in 1991 had strong adverse impacts on Food Security and Nutrition, hunger, and overall sustainable development. Regardless of the type of conflict, however, conflicts created insecurity and massive displacements of rural agricultural producers which led to reduced domestic food production and supplies; disrupted local coping strategies and livelihood options; limited access to traditional social support systems and entitlements; and reduced access to food especially for those who entirely depend on markets for their food (eg, pastoralists must buy cereals from markets). It caused the loss of thousands of lives, injuries, the lifelong impact of malnutrition, displacement, theft or destruction of farming and productive assets, and damage to infrastructure.

On the other hand, during the last 30 years the marine resources along the Somali coastline have been regularly plundering by foreign trawlers and other types of ships few of which are licensed and most of which break international fishing laws. These illegal fishing close to the sea shore and destroy the nets and boats of the Somali fishermen resulting in extremely difficult to sustain their livelihood. All of the illegal ships are well armed and when the foreign fishing see the Somali boats approach to them, they open fire to them resulting in killing and injuring of the fishermen. Some of the foreign trawlers spray Somali fishermen with boiling water from cannons. This forced many fisheries whose livelihood was depend on the fishing to stay close to the coast, maybe two miles from the shore to avoid the military ships and the big foreign fishing vessels. It is worth to mention that illegal fishing and dumping by foreign vessels was the original motivation for fishermen to become pirates.

The challenges posed by conflict and violence to achieving food security for all have been recognized by NDP-9 and the 2030 Agenda for Sustainable Development since conflict inhibit sustainable development. One of the 2030 agenda goals is to significantly reduce all forms of violence by working with member states and communities to find lasting solutions to conflict and insecurity. The 2030 Agenda sees the eradication of poverty and hunger (Sustainable Development Goals [SDGs] 1 and 2) as preconditions to ensuring peaceful and inclusive societies (SDG 16); avoiding conflict and violence are seen as critical to achieving all of the other SDGs<sup>54</sup>

Unless comprehensive and inclusive mechanisms are developed and enforced, conflict and its attendant insecurity and displacement remain serious threats to Food Security and Nutrition both at local and national levels. It is true that one of the most affected sectors by the ongoing conflict is the food security sector (manly agriculture, livestock, fisheries, water & sanitation, trade, etc). However, it is beyond the scope of the Food Security sector to address and manage such conflicts of a complex nature and deep rooted over the last 3 decades.

Therefore, addressing conflict and insecurity in a sustainable manner requires comprehensive conflict management and peace building strategy with linkages to the national Reconciliation Framework,

<sup>54</sup> <http://www.fao.org/3/a-i7821e.pdf>



focusing on key areas of security, political governance; resource-based conflict management, economic development and justice are required in order to build a durable peace in Somalia. The Strategy need to define goals, objectives and expected results with clear institutional arrangements or structures for implementation for ensuring sustainability of its operations.

**4.6.2. Policy objectives:** To ensure peace, security and stability prevail through a comprehensive conflict management and peace building strategy or plan of action (whatever the name may be) for achieving sustainable Food Security and Nutrition.

**4.6.3. Policy statement:** The federal government of Somalia will put maximum efforts in order to significantly reduce all forms of conflict and insecurity with the aim of to restoring peace, security, and stability throughout the country so that all Somalis live in dignity and work without fear of insecurity and displacement.

**4.6.4. Policy measures:** It is beyond the scope of this policy to provide clear-cut or specific policy measures to address the root causes of the chronic conflicts and peace building strategies. Therefore, it recommends the development and enforcement of a comprehensive national framework for conflict management and peace building with the following elements:

- i. Resource-based conflict management strategies: formulated on the basis of customary laws and practices in managing access to agricultural land, pasture/grazing land, and water resources;
- ii. Equitable national wealth/resources/budget distribution with the objective of ensuring access to rural infrastructure; health, water and sanitation; education; and job opportunities;
- iii. Creation of self-employment opportunities for the rural youth through training, provision of micro-finance, and market access;
- iv. Access to justice and the rule of law;
- v. A thorough analysis of pull factors such as youth unemployment, small arms trade, political marginalization, etc.

#### **4.7. Land tenure security**

Land tenure is the relationship that individuals and groups hold with respect to land and land-based resources, such as trees, minerals, pastures, and water. Land tenure rules define the ways in which property rights to land are allocated, transferred, used, or managed in a particular society. Tenure systems define who can hold and use resources, for what length of time, and under what conditions. These rules may be well defined or ambiguous and open to misinterpretation and exploitation. When both formal and informal systems exist within a society, tenure rules can be overlapping leading to confusion and insecurity. Land tenure may also vary by gender, ethnicity, class, and political affiliation.

Secure land and resource rights can be a cornerstone for economic growth and an incentive for investment provide positive incentives to invest in and conserve valuable resources, including land, pastures, and forests. Conversely, when these rights are insecure, it can lead to conflicts, instability and the exclusion of vulnerable groups, such as women, indigenous people and the poor; people have more limited incentives to invest labor and capital to improve soil, plant perennial crops, manage rangelands, and invest in irrigation. When land rights are secure, farmers invest more in their land and agricultural productivity improves. When land rights are insecure, investment, productivity, and yields fall<sup>55</sup>.

<sup>55</sup> <https://www.land-links.org/what-is-land-tenure/>



Different land tenure systems have their advantages and disadvantages. Customary systems, very common in Somalia, which are often based on traditional, unwritten, and locally relevant rules about how to use and allocate land and resources, facilitate social cohesion, but they may not be able to withstand increasing pressure on land and resources both from within the community and from the outside (compared with statutory systems which provide written legal rules or written case law about these issues). Customary systems are often claimed to be compatible with pastoralist areas where extensive grazing land/pasture is utilised by virtuous clans and groups.

On the other hand, individual land ownership, which is important for smallholder farmers and large-scale commercial farms, may put land to the most economically efficient use, but it may exclude disadvantaged populations, such as the poor, and limit state land management options. Public (or state) land ownership may withhold land for conservation purposes or public land management and facilitate more equal access to prime locations, but it may lead to poor land use and land management outcomes as a result of bureaucratic inactivity and corruption. For inclusive and sustainable land governance, it is important that land systems are evaluated holistically, to understand how and why decisions on land and natural resources are made, implemented and enforced in both formal and informal settings.

**4.7.1. Policy Context:** Currently the legal framework for Somalia's land tenure system is a mix of secular, *sharia*, and customary *xeer* law. This legal pluralism has often provided a flexible structure that local actors have used to craft appropriate solutions, but it has also left grey areas within which conflicts begin. In order to reduce potential clashes and raise incentives to invest in the country's largest economic sector – agriculture – Somalia needs greater transparency and certainty in its land tenure regime. In addition, the current system largely excludes women from control over property, impoverishing them and the society as a whole<sup>56</sup>.

The 2012 Provisional Constitution of the Federal Republic of Somalia has recognized the need to formulate a national land policy to streamline land tenure issues along with the powers of Federal member states to develop their land policies to suite their peculiar situations. Article 43 of the Provisional Constitution describes that:

- (1) Land is Somalia's primary resource and the basis of the people's livelihood.
- (2) Land shall be held, used and managed in an equitable, efficient, productive and sustainable.

Section 3 of Article 43, specifies the key policy issues which the forthcoming national land policy would address with regard to ownership rights, dispute resolution and sustainable management of land resources; specifically, it describes the following:

- (3) The Federal Government shall develop a national land policy, which shall be subject to constant review. That policy shall ensure:
  - (a) Equity in land allocation and the use of its resources;
  - (b) The guarantee of land ownership and registration;
  - (c) That land is utilised without causing harm to the land;
  - (d) That any land and property dispute is resolved promptly and satisfactorily for all;
  - (e) That the amount of land that a person or a company can own is specified;
  - (f) That the land and property market is regulated in a manner that prevents violations of the rights of small land owners; and
  - (g) That the Federal Member States may formulate land policies at their level.

(4) No permit may be granted regarding the permanent use of any portion of the land, sea or air of the territory of the Federal Republic of Somalia. The Federal Parliament shall enact a law regulating the size, timeline and conditions of permits of land use.

<sup>56</sup> James Burman, et. Al, Land Tenure in Somalia: A potential foundation for security and prosperity



The Federal Government, in consultation with the Federal Member States and other stakeholders, shall regulate land policy, and land control and use measures.

These policy provisions need to be vigorously pursued by the line ministries of food security role to ensure the policy promotes security of tenure for investing in land both by smallholder farmers (who apparently produce 80% of the country's cereals crops) as well as large-scale commercial farms along irrigated areas.

Due to its socio-economic significance both as a source of livelihoods for millions of nomadic & agro-pastoralists as well as its leading roles in foreign currency earnings from international livestock trading, the land tenure security of pastoralists need to be given special consideration. To this end, the COMESA Policy Framework argues that, "in Ethiopia, for example, the 1992 constitution guarantees pastoralists' rights to unclaimed land for grazing and cultivation, and the right not to be driven from their lands. Similarly, the Constitution of Kenya recognizes customary land rights (but not customary institutions) specifying these are to be held in trust by county councils for the benefit of communities in accordance with their customary practices and laws. Ensuring that such broad provisions are applied is also highly dependent on governments recognizing the full socio-economic value of pastoralism as a land use system<sup>57</sup>.

The Federal national land policy and law need to take in to consideration the need to protect by law of pastoralists land rights as well as the institutions responsible for the management of land resources to ensure both the rights of pastoralists are protected as well as the country achieves the potential economic/trade benefits from the livestock sector.

**4.7.2. Policy Objective:** to ensure the national land policy and land law recognize and protect smallholder farmers, large-scale commercial farmers, and nomadic pastoralists' grazing rights.

**4.7.3. Policy Statement:** the government will ensure that security of land tenure for all productive agricultural and livestock production is protected by law to enhance investments for increased production and productivity, contributing to achieving household and national food security.

**4.7.4. Policy Measures:** in order to ensure security of tenure of smallholders, commercial farmers, and nomadic pastoralists; food security-related ministries and agencies will:

- i. Provide technical support to the concerned federal government institution in the formulation of the national Land policy and land act by explicitly stand for individual land rights of farmers as well as collective/community rights of pastoralists;
- ii. Ensure that the National Land Policy will contain clear provisions of tenure security for rights holders including female-headed households and pastoralists;
- iii. Advocate for the inclusion of customary institutions of natural resource governance for the enforcement of pastoral land rights;
- iv. Lobby for the rights of women to land

#### **4.8. Strategic Food Reserve**

Strategic food reserves provide a breathing space between the identification of the possibility of a national or a localised food shortage occurring and making the necessary arrangements for mitigating its impact, becoming a first line of defense for coping with food emergencies, which would normally be caused by drought, floods, storms, earthquakes, crop failures resulting from pests or disease as well as from man-made causes, such as war and civil strife<sup>58</sup>.

<sup>57</sup> Policy Framework for Food Security in Pastoralist Areas (Consultative Draft; Dec. 2009); COMESA/CADDAP, Pillar III

<sup>58</sup> Strategic grain reserves. Guidelines for their establishment, management and operation. (FAO Agricultural Services Bulletin - 126) (1997)



The establishment and maintenance of Strategic Food Reserves stems from the events of the early 1970s when a prolonged drought in the Sahel, resulted in a series of disastrous harvests throughout the region. The seriousness of the situation was compounded by a simultaneous world-wide cereal shortage which led to prices rising to record levels. With limited availability and high prices; the donor community was only able to provide limited amounts of food aid with the result that many people in the region experienced famine. The effects of these events were also felt in many other countries in Sub-Saharan Africa which, because of scarcity and cost, had difficulty in making adequate provision for needed imports to supplement their own shortfalls in production.

To reduce the severity of such events in the future, governments in several vulnerable countries, in consultation with the donor community, embarked on the development of programmes aimed at ensuring an adequate availability of food for affected populations and the development of national food security strategies. Emphasis was put on propositioning stocks of basic cereals in vulnerable Sahelian countries to be held in readiness for use in the event of future food emergencies<sup>59</sup>.

These stocks were not intended to cope with the entire emergency, but rather to provide for the basic needs of the affected population during the lead time required for arranging the availability of alternative supplies. Priority was generally given to ensuring an adequate availability for the urban population, i.e. market dependent population, as it was assumed that the rural population would have retained sufficient stocks, or otherwise made adequate provision for meeting its basic food needs, e.g. through the production of alternative drought resistant crops. Subsequently, it was realized that there were vulnerable groups amongst the rural population which should also be included when considering releases from the reserve.

All countries in east and horn of Africa region (including the net food importer nation of Djibouti) have established and operated a national strategic food reserve with different reasons deemed appropriate to serve their national interest. The main purposes of the Strategic Food Reserve varies according to countries: generally the purposes are either is to cushion farmers from the effect of over-supply in periods of good weather (that is to purchase from farmers and hold in store when there is excess supply to markets); and/or to release food in the case of shortage (to provide a first line of defense for coping with food deficits) to households with little or no market access or where markets are not well functioning due to a number of reasons.

While Strategic Reserves mostly maintain physical stocks of cereals, experience from different countries reveal that it is necessary to include diverse food types to ensure target beneficiaries food culture is satisfied as well as nutritionally important foods such as milk powder, pulses/legumes are readily available within the reserve. A recent experience in Ethiopia reveal that livestock feed was also part of the emergency Food Security Reserve distributed to pastoralists. Reserves are provided with cash (by government and donors) to purchase the initial amount of grains (or food and fodder) determined by the appropriate government agency. Additional cash is also reserved to maintain the stock, usually an amount equivalent to the physical stock to maintain the reserve.

**4.8.1. Policy context:** Since Somalia has been largely dependent on commercial food imports and humanitarian food assistance; there is a need to consider a strategic food reserve program to ensure uninterrupted food supply to the most vulnerable in cases of global food price shocks as well as accidental price hikes by the private sector who import such foods. Economic and logistical feasibility should also be considered with the view to including livestock feed to become a component of the Strategic Food Reserves as livestock are affected by frequent droughts.

Strategic Food Reserve can also protect farmers from selling their produce at cheaper prices immediately after harvest as markets will be supplied with greater quantities than are required in short periods of time. The Strategic food reserve, which maintains cash as well will be able to purchase



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grains from surplus producing areas not well connected to major markets so that increased production does not become disincentive due to lack of markets for the producers

Even though Institutional framework varies from country to country, Strategic Food Reserves are managed by an independent Board (the members of which are drawn from major stakeholder government agencies) under a high-level government institution/Ministry. Depending on several factors, donors provide technical and financial support for the technical and operational review and management of Strategic Reserves.

**4.8.2. Policy Objective:** to maintain stable supply of food to acutely food insecure population

**4.8.3. Policy Statement:** the government, in collaboration with development partners, subject to feasibility studies, shall establish and manage SFR to support ongoing food security programs of government and humanitarian aid targeting acutely food insecure population while safeguarding farmers from low process due to oversupply.

**4.8.4. Policy measures:** In order to establish and manage SFR, the government in collaboration with donors, partners, and the private sector will:

- i. Commission comprehensive feasibility and comparative studies detailing the requirements of a Strategic Food Reserve, including but not limited to, agricultural statistics, crop production forecast, market information system, size of the reserve, composition (physical stock and cash requirement, including the possibility of livestock feed, etc). Experiences from the neighboring countries and expert opinion and lessons learned from specialized agencies such as FAO, WFP, and IFPRI will have to be considered by the study. If the study recommends the establishment of SFR, the following measures will be taken;
- ii. Based on the study, determine institutional Framework under which the SFR will operate, including the linkages with Federal Member State administrations;
- iii. Determine the location of SFRs based on cost effectiveness but also convenience and availability of facilities (eg, close to production areas or consumption areas or areas with adequate infrastructures and technology if both production and consumption areas are not feasible);
- iv. Develop management structures and functions of the various units/departments of the SFR;
- v. Identify and assign qualified managerial , technical, and support staff for the various units;
- vi. Identify initial operational budgetary requirements both from the Federal government and donors. Strategic Food Reserves usually are expensive due to fixed costs such as the construction of well-equipped warehouses at different locations, purchase of food from domestic markets as well as international procurements, handling and distribution.



## Section 5: Policies on Cross-cutting Issues

In order to align food security sector cross-cutting issues with the NDP 9 (National Development Plan 2020-2024); the following cross-cutting issues are identified and brief policy statements are defined.

### 5.1. Building Resilience to multiple shocks

**5.1.1. Policy context:** Somalia has been exposed to multiple shocks, hazards and disasters in the past decades and remain vulnerable for climate change effects (drought and floods), Insecurity (due to sporadic armed conflict), global market price volatility (due to its dependence on commercial food imports); and migratory pests and trans-boundary animal diseases.

In order to mitigate the impact of these multiple shocks to food security and livelihoods, the government in collaboration with development partners and humanitarian community has developed a number of mechanisms and instruments under the relevant ministries and commissions. Key among these instruments are the RRF (based on DINA) under the MOPIED, IDDRSI (under the MOLFR); and NDP 9 Pillar 3: Economic Development.

The RRF has identified the agriculture recovery needs to the tune of 243,512,237 USD for a total of 91 projects covering crop production, livestock and fisheries, of which 39 are high priority, 25 medium priorities and 27 low priorities

The IGAD Drought Disaster Resilience Sustainability Initiative (IDDRSI) Strategy recognizes the need for a comprehensive and holistic approach to combating chronic food and nutrition insecurity and addresses the deep-seated poverty and environmental degradation to build the resilience of communities and households to the effects of droughts and other shocks in the region. The Strategy identifies 7 priority intervention areas, where the necessary investment and action will help build resilience through reducing the vulnerability of target communities to climatic and economic shocks.

These priority intervention areas include ensuring equitable access and sustainable use of natural resources, while improving environmental management; enhancing market access, facilitating trade and availing versatile financial services; providing equitable access to livelihood support and basic social services; improving disaster risk management capabilities and preparedness for effective response; enhancing the generation and use of research, knowledge, technology and innovations in the IGAD region; promoting conflict prevention and resolution and peace building; strengthening coordination mechanisms and institutional arrangements for more organized, collaborative and synergistic action as well as improving partnerships to increase the commitment and support necessary to execute the objectives of the initiative. In the refined CPP, Human Capital, Gender and Social Development pillar is added to strengthen the social dimensions of the CPP.

NDP – 9; Pillar 3: Economic Development states that resilience of the agriculture sector will be developed through irrigation and better water management, land management, environmental protection, improved agricultural technology and extension. Building resilience, reducing poverty and transitioning from aid dependency are key tenets for Somalia's national development. It also asserts that building resilience to those shocks at the national and household levels is critical for reducing vulnerability over the medium term.

**5.1.2. Policy Objective:** the food security sector shall ensure that individuals, households and communities are supported to become resilient before, during, and after multiple shocks

**5.1.3. Policy Statement:** the government will ensure that vulnerable households and communities are targeted to benefit from support provided by the various instruments to develop resilience so that they are no longer displaced from their home villages/communities and remain engaged in productive activities.



#### **5.1.4. Policy measures:** The line ministries of food security sector will:

- i. Align policy measures of the food security policy with the interventions identified under the various instruments and facilities (of RRF, IDDRSI, and NDP 9)
- ii. Ensure that interventions identified under those instruments are implemented as planned or monitor changes to the plans if conditions have changed during implementation;
- iii. Identify additional measures as necessary

### **5.2. Gender Issues in Food Security**

Gender could be seen as a source of vulnerability because of gender bias in employment and wages reflected in substantial differences at the level of income earned and the concentration of females in low-skilled and low-status job. Female-headed households represent a typical group of the vulnerable segments of the poor that are food insecure. They exhibit low farm production and income largely because they lack manpower and have fewer assets than an average poor household.

Gender relations play an important role in food security and nutrition management in the community. Women contribute substantial amount of labour to produce most of the food but they have no control over food resources. At the same time, they are expected to ensure their own nutritional wellbeing as well as that of the family including food distribution within the family members. On the other hand, whereas studies have been conducted on the nutritional needs of women, little has been done on the needs of men and the elderly men.

**5.2.1. Policy context:** The gender dimension of food security is critical in Somalia as women contribute greatly to economic development. In addition to women's reproductive role, women also have a substantive productive role in the rural sector, including participation in livestock management, crop production, and the marketing of rural produce. Building on the constitutionally granted democratic, economic and social rights of women, the proposed National Gender Policy is expected to create an enabling environment for the empowerment of women through integration of gender perspectives in the design and implementation of economic and social policies, programs and projects in general and food security in particular. Somalia needs gender disaggregated data within the food security sector to ensure evidence-based planning and balanced allocation of resources when designing employment generating enterprises and projects.

**5.2.2. Policy Objective:** to ensure gender balance in all food security plans, projects, and enterprise developments so that vulnerable women, in particular have equal access to economic resources for improved food security and nutrition.

**5.2.3. Policy Statement:** the government will ensure that food security strategies, plans and programs are designed and formulated taking in to consideration the roles, needs and rights of women, like those of men, for improving their food security.

**5.2.4. Policy Measures:** in order to ensure gender equity in food security; the government will:

- i. Provide guidelines that data on employment and job creation opportunities should be gender-disaggregated, and all interventions will include a gender analysis, and targets and indicators that are appropriately gendered" in line with NDP 9 social development and cross-cutting imperatives
- ii. Promote gender-sensitive technologies and programmes including in value addition
- iii. Support the private sector that are able to target and prioritize vulnerable women entrepreneurs
- iv. Promote micro-finance institutions geared towards supporting women's access to finance
- v. Support nutrition-sensitive programs to address reproductive related challenges including child feeding in the event that mothers are unable to breast feed children,
- vi. Promote equitable access to land;



- vii. Explore and implement labour-saving technologies and related services and infrastructure to free up women's time for economic activities and improve their quality of life;
- viii. Mechanisms to improve access to clean water; introduce/expand fuel-efficient cooking methods, etc to reduce the workload of women in collection of water, fuel wood, etc.
- ix. Support individual or group of women to establish/manage kitchen gardens, small-scale poultry, dairy and other income generating activities with the aim of economic empowerment of women and nutrition improvement within the household.

### 5.3. Food Security Data and Information management

**5.3.1. Policy context:** Food security planning, programming, and decision making must be made based on evidence; and such evidence should be developed from empirical data and information. Currently food security data is being collected, stored and analysed through development partners such as FAO, WFP, FEWS NET, etc. The government line ministries appear to be passive recipient of data and information. This can be partly explained due to the lack of the required infrastructure, expertise, technologies, and management capacity. However, as the country is gradually heading to peace and improved security, pre-requisites for long term development, the need to establish food security information management becomes even more important.

The MOAI should also take the lead to come up with the requirements and technical, specifications of the information management (infrastructure/hardware/software, technology/equipment) human resource, and other fixed and recurrent costs to run and manage the system. The technical specifications and management requirements can be worked out with FAO or other partners.

**5.3.2. Policy Objective:** to establish a food security database and information management system to ensure that planning, programming and decisions are made on the basis of evidence.

**5.3.3. Policy Statement:** the government will establish a food security data base and information management system at the most appropriate federal government institution while extending similar structures with limited scope at State and District levels.

**5.3.4. Policy Measures:** The federal government with support from its international partners currently working on Food Security and Nutrition information management will take the following measures:

- i. Develop a concept note, describing the rationale of the information management system and its functions; its expected outputs and outcomes; and the responsible government institution/ department, including the link with National Statistics agency/office. Key information systems which should be included in the concept note include food and non-food market price information, crop, livestock, and fisheries production information, agro-meteorology information, grazing and pasture information, etc)
- ii. Secure the legality of the institution through inter-ministerial decrees or other means
- iii. Analyse current capacities for database and information management
- iv. Design a manageable system, structure and function
- v. Develop institutional, technical (technological) and human resource capacities running/managing the system
- vi. Lobby for technical and administrative support for capacity development and implementation of the system
- vii. Ensure data and information quality control
- viii. Periodic review of the impact of the system;
- ix. Risk analysis using the available data and information to determine how often specified events (Drought, floods, etc) might occur and the magnitude of their consequences. This can be used to determine risk management priorities, interventions and budgets.



## 5.4. Capacity Development

**5.4.1. Policy context:** One of the legacies of the long civil war in Somalia is that many experienced and highly trained Somalis left the country to build lives elsewhere. Many of these migrants were those individuals who could have been expected to take responsibility for ensuring that effective action is taken within the framework of this Food Security and Nutrition Policy. As a result, institutional, human resource and technical capacity required to plan, implement, monitor and report recovery and development programs is far from being adequate. For example, agricultural research and extension will have to start from scratch; the capacity to formulate and enforce food safety, standards, and quality control regulations is far from being adequate in the face of international standards,

Capacity gaps are even more pronounced at the State and district levels. Therefore, the government needs to design a capacity development program right from the Federal up to the District level of food security-related line ministries. The capacity assessment should build on earlier capacity assessment reports such as the “Assessment of the Functional Structure of the Federal and State Ministries of Agriculture and Irrigation”, a report produced by Outreach Program. FAO has a Capacity Development Framework (CDF) to assess capacity needs and come up with recommendations for action. The FAO CDF has been effectively used in South Sudan and the Republic of Sudan in 2013 with high degree of success in articulating capacity needs and gaps and the actions needed to address those gaps. There will also be a need for a comprehensive capacity development work to establish and manage the “Food Security Commission” envisaged under NDP-9. It will require physical, institutional and technical capacity development to effectively coordinate and manage its diverse functions.

**5.4.2. Policy Objective:** to develop the capacities of institutions, its personnel and physical infrastructure for efficient and sustainable management of food security and related sectors.

**5.4.3. Policy Statement:** the government in collaboration with development partners will ensure adequate human resource, institutional and physical capacities are developed in the short to medium term to manage food security institutions and programs.

**5.4.4. Policy measures:** The Government will:

- i. Prepare capacity assessment plan. The plan shall include specific issues such as the physical capacity needs of Federal-level line ministries, State-level Ministries, District-level offices; human resource capacity at all levels, technical/technological capacity at all levels, etc. The plan shall be jointly agreed and endorsed by the sector ministries and Member State ministries;
- ii. The cost of conducting capacity needs assessment such as allowances, transport, logistics, and reporting costs (including presentation, validation and dissemination of findings) should be developed and sources identified;
- iii. Once the capacity assessment is concluded with recommendations for action and the estimated costs of addressing gaps identified during the assessment, a donor conference shall be organised to secure funding for the implementation of findings or capacity development action plans. This will facilitate transparency and accountability as well as to measure impacts.

## 5.5. Climate Change

**5.5.1. Policy context:** The United Nations Framework Convention on Climate Change (UNFCCC) defines climate change as “a change in climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable periods of time”<sup>60</sup>

<sup>60</sup> Article 1; United Nations Framework Convention on Climate Change (UNFCCC, 1992)





Climate Change poses severe threat to farmers and pastoralists communities in Somalia by reducing their access to food, pasture, and water. Climate change has significant impacts on all four key dimensions of food security: food availability, food access, food utilization, and stability of food supply, access and utilization. Availability of agricultural products is affected by climate change directly through its impact on crop yields, crop pests and diseases, water-holding properties, and soil fertility. In addition, stability of crop yields and food supplies is negatively affected by variable weather conditions. Physical, economic, and social access to food is affected negatively by climate change as agricultural production declines, food prices rise, and purchasing power decreases. Climate change also poses threats to food utilization through its effects on human health and the spread of diseases even in geographical areas which were previously not affected. Recurrent droughts and floods of increasing frequency, which are the result of climate change, directly affect food production, health, livelihoods, assets and infrastructure thereby contributing to increases in poverty during these times and beyond.

The drought of 2010/11 and the floods of 2017 and 2020 are the direct effects of climate change. The other impact such as environmental degradation, loss of productive capacity and reduced household welfare can be larger and longer lasting. The combination of prevailing high food insecurity due to droughts, conflicts, floods, shortage of river water and ongoing high deforestation, environmental degradation, loss of productive capacity and reduced household welfare will leave Somalia vulnerable to climate change.

During the last 10 years, there have been recurrent droughts and widely spread malnutrition that resulted in the loss of millions of animal due to the lack of pasture and water resulting in complete collapse of the livelihood system of the pastoralist. Studies reveal that Climate Change will reduce food productivity by affecting all four dimensions of food security namely food availability, access to food, stability of food supplies, and food utilization.

The Somali Federal Government did not give sufficient attention and support to climate change despite the urgent needs of Somali agricultural systems to adapt to climate change to ensure food security and development needs of the growing populations. The traditional reaction to drought and its effect has been to adopt a crisis management approach through the provision of relief or emergency assistance to the affected areas or sectors. The result is that drought only receives the attention of the humanitarian organizations when it is at peak levels of intensity and spatial extent and when management options are quite limited.

**5.5.2. Policy Objective:** to guide the productive sector implement climate sensitive production and environmental management practices to reduce climate change effects for sustainable food security.

**5.5.3. Policy Statement:** the government will promote and invest in mitigating climate change effects to maintain long-term adaptation and sustainable food security.

**5.5.4. Policy measures:** in order to address the challenges posed by climate change to Food Security and Nutrition in a sustainable manner; the government will:

5.5.4.1. Optimize the use of existing drought monitoring and early warning systems to improve drought impact management under current and future climate conditions

- i. Generate a baseline of “normal” conditions from ground observations and remotely sensed climate data sets against which to classify drought;
- ii. Review current disaster response strategies, and governance and policies in place for drought management. Compare these to international best practices, particularly in the areas of water and food security, highlighting how existing data could be used more effectively;
- iii. Build the capacity of federal and member state staff on the effective use of drought monitoring and early warning systems, disaster resilience leadership, response planning and risk management;





- iv. Organize forums for exchange of knowledge and learning on resilience, drought monitoring and early warning systems. These forums will take place at the district, regional and national level with the participation communities, community leaders, government officials, INGOs/NGOs, academics and donors;
- v. Systematize the use of drought preparedness, prevention and mitigation measures to cushion the negative impacts of droughts on development dynamics.

#### 5.5.4.2. Identifying areas vulnerable to climate change

- i. Generate national-level climate change data and maps (at 15 km scale) to indicate areas likely to be affected by changes in temperature, precipitation and evapotranspiration, floods through dynamic downscaling from global climate models (200-150km scale)
- ii. Characterize future droughts from downscaled climate change data so differences relative to today's conditions are understood
- iii. Promote rainwater harvesting to ensure water is available for irrigation and livestock use during dry period.
- iv. Adopt a risk management approach which is anticipatory and preventive and not reactive.
- v. Identify agricultural areas most vulnerable to climate change according to the information produced through downscaling and modelling
- vi. Explore and quantify impacts of future droughts on water systems and crop production in the identified vulnerable areas to support strategy development and planning for climate change adaptation.
- vii. Build the capacity of Ministries of Agriculture, Ministry of Fisheries, and Ministry of Livestock (Federal and State Level) and target communities in the use of climate change and early warning information effectively to maintain and increase production and productivity.
- viii. Train local academic institution in applying appropriate tools (including appropriate gender and disability tools) to research climate change data, modelling and its impact on community resilience.

#### 5.5.4.3. Develop climate-smart agriculture and water technology packages

- i. Assess available natural resources (soil and water) in the vulnerable agricultural areas and determine alternative water resources (brackish groundwater, storm water harvesting, etc.) to stabilize affected communities;
- i. Direct resources on preparedness for drought and floods through a variety of capacity building programs that can enhance awareness and capabilities at all levels;
- i. Emphasize on strategies aimed at enabling local communities to effectively adapt to climate change and reduce impact on Food Security and Nutrition.
- i. Formulate robust climate-smart agricultural policies and strategies to create enabling policy environment and investment plans to adopt, use and scale CSA technologies at national, regional, or local levels using participatory and inclusive approaches
- i. Establish and rehabilitate national demonstration farms in collaboration with Ministry of Agriculture comprising low-input systems and introduce integrated crops-forages-livestock farming packages, including:
  - i. Open field agriculture: cultivation of heat/drought/salt-tolerant varieties of bread and durum wheat, barley, chickpea, lentil, faba bean, grass pea, etc.
  - i. Vegetables grown in shade houses to maximize productivity and profitability.
  - i. Forages (alfalfa and other salt-tolerant forages, e.g. Sporobolus, Distichlis, Paspalum, etc.), noting that correct variety selection, planting technique and timing, and grazing management are crucial for sustained productivity;
- i. Determine water requirements and appropriate irrigation schedules for selected crops. Introduce the deficit irrigation concept for drought areas and water-saving irrigation practices that increase water use efficiency and address soil and water salinity issues, while maintaining or increasing crop yields under current and future climate scenarios;



- i. Conduct Land Degradation Surveillance Framework to assess multiple indicators for effective understanding of social, ecological, and biophysical constraints affecting landscape management, land rehabilitation and recovery, and guide the interventions for wider climate change adoption and scaling;
- i. Improve soil fertility by introducing appropriate farm management practices, including rotation of cereal-legume systems;
- i. Establish and/or strengthen existing community-based seed production units/enterprises to produce seeds of heat/drought/salt-tolerant crops and forages.

#### 5.5.4.4. Develop the capacity of Somali farmers in targeted areas to adopt and use climate-smart agricultural technologies

- i. Plan and conduct formative rapid assessment to collect and analyze data on existing capacities, gaps and interventions related to climate-smart technologies adoption and usage for drought resilience interventions;
- ii. Organize farmer field schools in collaboration with Ministry of Agriculture and irrigation to demonstrate climate-smart agricultural technologies to farmers in targeted areas and train the latter in their appropriate application;
- iii. Design and deliver relevant training courses to staff of the Ministry of the Agriculture and Irrigation, including extension workers, to facilitate the transfer of developed technology packages to farmers in targeted areas;
- iv. Conduct Training of Trainers (ToT) to enable wide dissemination of developed technology packages within targeted areas and other vulnerable regions of Somalia;
- v. Introduce where possible mobile phone applications for crop and weather monitoring systems to control irrigation needs;
- vi. Develop community-level guidelines to facilitate gender inclusive wide scale adaptation of climate-smart agricultural technologies;
- vii. Promote farmer-to-farmer and community-wide peer learning using social networks, performance incentives and rewards;
- viii. Build networks for longer-term development through identification of key knowledge networks and communities of practice at the regional and international level to increase access of government and other national partners to learning and knowledge exchange on best practice on drought disaster resilience and climate-smart agricultural technologies.



## Section 6: Policy Implementation

### 6.1. Formulation of Implementation arrangements

This National Food Security Policy will be implemented through a Food Security Strategic Plan or Action Plan that will be developed through a consultative and participatory process with all stakeholders, whose role in planning and implementation of policy measures are critically important. It is important that formulation of the Strategic Plan or Action Plan should immediately follow the endorsement of this Policy so that the needs and priorities identified are addressed in timely manner to achieving Food Security and Nutrition of the suffering Somalis. The Policy measures identified and articulated in this Policy shall form the basis for the formulation of the National Food Security and Nutrition Strategic Plan or Action Plan.

### 6.2. Institutional Framework

The Federal Ministry of Agriculture and irrigation has been responsible for coordinating and spearheading the formulation and implementation of the National food security Policy as demonstrated during the 2018 Food Security and Agriculture Sector Development Conference. The Goal and Objectives of the National food security Policy shall be achieved through the active participation of various stakeholders including other government institution, the private sector, and development partners. This policy recognizes different sectoral and sub-sectoral policies, strategies, and National Plans and the institutions managing them such as the National Development Plan 9 (2020-2024); Recovery and Resilience Framework, National Disaster Risk Reduction Strategy, Livestock Sector Development Strategy, the Agriculture Sector Development Strategy, National fertilizer Policy, National Irrigation Policy and other policies, strategies and plans/programs as they are important in achieving policy objectives.

The Ministries of Agriculture and irrigation, ministry of Livestock, Range and Forest, Ministry of Fisheries and Marine Resources, Ministry of Health, Ministry of Humanitarian Affairs and Disaster Management, are the lead ministries in food security policy. Their mandate is to support, promote and guide the production of crops, livestock and fish so as to ensure the improved quality and quantity of agricultural produce and products for domestic consumption, nutrition, food security and exports. The specific mandate of the MOH is to improve the quality of health services and nutrition with the overall goal of reducing morbidity and mortality. The production ministries and MOH are also promoting diet diversification as well as other food-based strategies for a healthy and productive population.

The other Federal Government stakeholders engaged in food security includes Ministry of Health and Human Services, Ministry of Humanitarian Affairs and Disaster Management, Ministry of Planning, Investment and Economic Development (MOPIED), Ministry of Education, Culture and Higher Education, Ministry of Trade and Industries, Chamber of Commerce. Other key Government Institutions include Federal Member State Ministries of Agriculture, Ministry of livestock, and Ministry of Fisheries. NDP-9 (2020-2024) has recommended the establishment of a national (inter-ministerial) Commission responsible for the coordination of the food security agenda across government. This is in line with the recommendations made by the Global Strategic Framework for Food Security which states that<sup>61</sup>:

- a. States should set up or strengthen inter-ministerial mechanisms responsible for national food security and nutrition strategies, policies and programmes;
- b. Those mechanisms should ideally be formed and coordinated at a high level of government, consolidated in national law, and involve representatives from ministries or national agencies from all areas related to food security and nutrition, including agriculture, social protection, development, health, infrastructure, education, finance, industry, and technology.

61 Committee on World Food Security, Global Strategic Framework Food Security and Nutrition (GSF); 2017



The MOAI should take the lead in developing key milestones for the implementation of this national policy until the Federal Government through its “Food and Nutrition Committee” of the Somali Federal Parliament establishes the “Commission

The MOAI shall develop a Concept Note or Memorandum to establish temporary organizational structure and functions, involving the above key ministries and Member State Ministries; elaborate the Terms of Reference including a work plan from submission of the draft national food security policy for endorsement to the implementation phase.

The consortium of national ministries and ministries from Member States will need to agree in developing institutional responsibility for each of the Policy Measures described under the Policy Document. A national Food Security Strategic Plan or Action Plan will have to be developed for turning those Policy Measures into Strategic Objectives and actions.

### **6.3. Legal Framework**

The MOAI should quickly move forward and make follow ups for the establishment and legal status of the “Food Security Commission” envisaged under NDP – 9. The legal status of the Commission will enable it to lobby for a percentage of national budget allocated to implement its core functions; hopefully in line with the 2003 Maputo Declaration of 10% of the annual GDP. It will also present opportunities to engage with development partners for technical and financial support and selected priority agendas of the Food Security Sector.

### **6.4. Financing and Resource mobilisation**

Financing and resource mobilization of the National Food Security Policy will need to be arranged in two phases. The first phase is the policy dissemination and awareness creation among key stakeholders; while the second phase will be implementation of the Policy itself through a National Food Security Strategic Plan or Plan of Action.

The first phase involves the dissemination of the draft policy document to key stakeholders including member State governments, through electronic and print media for consensus building. Depending on the mode of dissemination, and the associated cost, mechanisms should be arranged to cover such costs. These costs should include all activities until the Policy is endorsed by the country’s highest government organs. It is recommended that the MOAI and partners should be aware of the cost implication of dissemination mechanisms which require financial resources and these resources need to be identified and a description of “possible sources” need to be provided as much as possible and reflected in the policy document “financing section”

The second phase, which follows the official endorsement of the Policy, will require the formulation of National Food Security Strategic Plan (NFSSP) and Action Plan (NFSSAP) on the basis of the policy measures identified under section 3, 4, and 5 of this policy document. The MOAI will need to take the lead among key food security stakeholders (including member States) to formulate the Strategic Plan and Action Plan which will spell out institutional responsibilities among the key actors (government, private sector, development partners) for the implementation of the Policy Measures.

In order to secure financial resources needed to formulate and implement the Strategic Plan and/ or Action Plan; there is a need to develop a resource mobilization plan which will clearly quantify resource requirements and sources of resources. Formation of a technical committee, with clear terms of reference, composed of Directors or DGs from the most important stakeholders would be an ideal starting point (including Ministry of Planning, Investment and Economic Development, among others) for resource mobilization.



## 6.5. Monitoring, Evaluation and Reporting Framework

### 6.5.1. Monitoring of policy implementation

A monitoring and Evaluation Framework shall be developed to ensure the policy is implemented. Implementation of the key Policy provisions, mainly the Policy Measures will be through a National Food Security Strategic Plan and Action Plan

The proposed policy measures and institutional arrangements as well as priority investments to achieve the national food security goal and objectives will be prioritized and sequenced in line with NDP 9, RRF, Livestock Strategy, Disaster Risk Management Policy, Agriculture Sector Development, National Fertilizer Policy, National Irrigation Policy and other national and sector policies and strategies Sound socio-economic and technical criterion that take into account gender and environmental concerns will be used in setting priorities.

Implementation of the proposed policy measures will build on the existing institutions, mechanisms, structures and human resources, while seeking to improve their capacities for greater effectiveness and efficiency as appropriate. The design and implementation of policy and institutional reforms and investment projects/programs to implement the various elements of the Policy will be discussed with development partners with a view to seeking technical and financial cooperation. The Federal Member States' administrations will play an important role in addressing, managing, and analyzing information related to household food insecurity and their capacity will be strengthened.

At a later stage, when the Food Security Strategic Plan or Action Plan is prepared, cost estimates will be reflected in the budget of the respective implementing ministries and member State administrations. Provisional cost estimates to implement the Strategic Plan or Action Plan during the coming 5- years (or as may be agreed but preferably aligned with NDP 9 and other sector strategies for measuring impacts) including the financial gap will be prepared at a later date, to coincide with the budget preparation process and the National Short and Medium Term Development Plan.

The Government will present to the donor community the proposed priority projects and requests for assistance to provide funding and technical assistance towards implementation of the Policy, and by extension the Strategic Plan or Action Plan. The Strategic Plan costing will serve as an instrument to track food security related expenditures but also monitor key intermediate success drivers (or catalysts) and outcomes. In the meantime, the key steps in monitoring policy implementation involve:

1. Preparation and submission of a Concept note detailing institutional framework with Terms of Reference of the "Food Security Commission" to the concerned authority
2. Launching institutional and legal framework once approved by the relevant government authority
3. Formulation of either a National Food Security/Nutrition Strategic Plan with implementation matrix, or a National Program for Food Security/Action Plan
4. Detailed monitoring and evaluation framework for the Strategic Plan or Action Plan and key performance indicators.

**6.5.2. Evaluation:** Evaluation of the Policy goal and Objectives will be made once the Strategic Plan and Action Plans are developed. Depending on the agreed time frame for the Strategic Plan, a mid-term and final evaluation will be worked out with corresponding budget to ensure the evaluation is carried out as planned.

**6.5.3. Reporting:** Reporting requirements, frequency, and content will be agreed up on developing the monitoring and evaluation framework.

