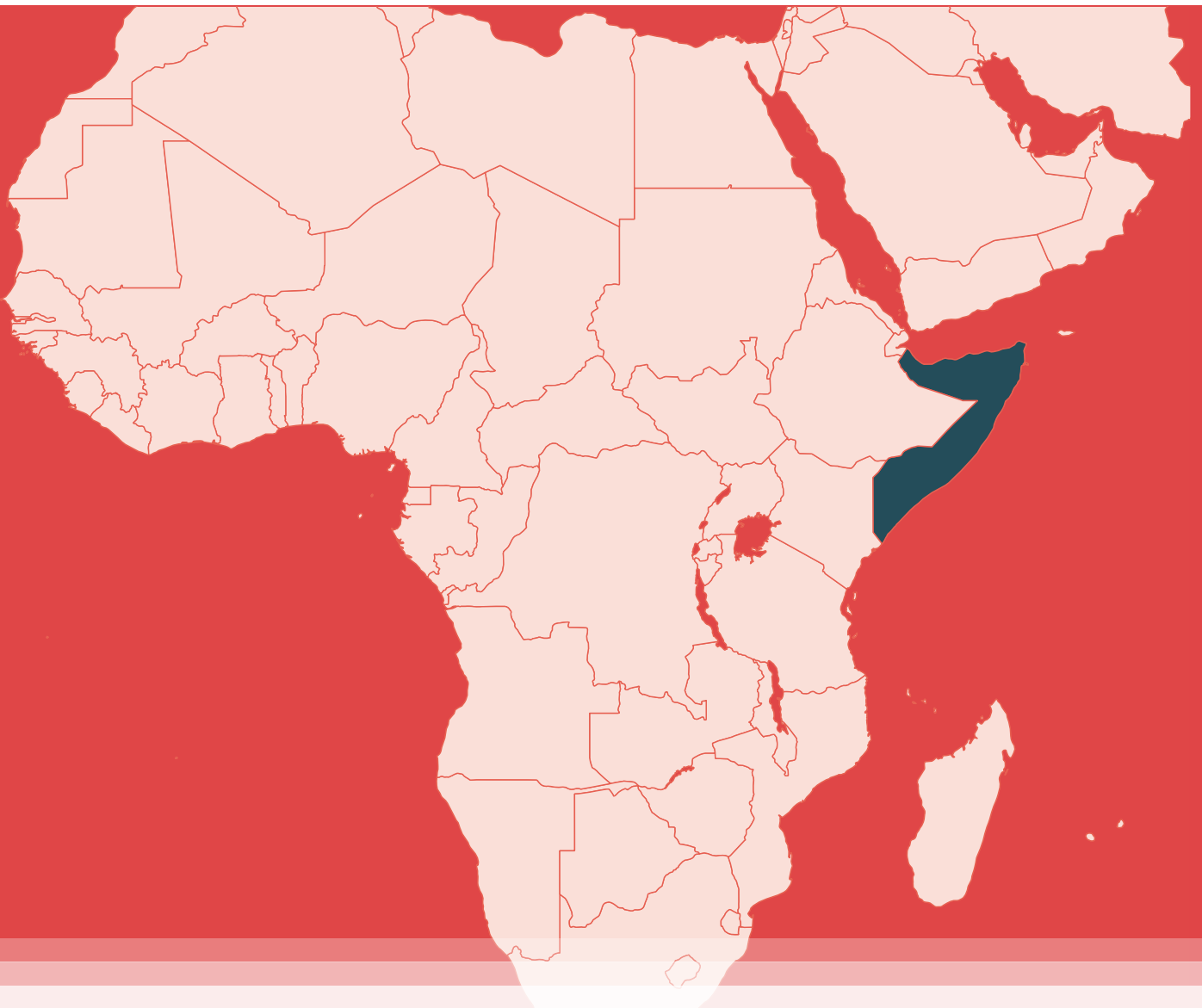


HPG commissioned report

Independent Review of the IPC in Somalia

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Food and Agriculture
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United Nations

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Acronyms

ACF	Action Contre Le Faim (Action Against Hunger)
AFI	Acute Food Insecurity scale
AMN	Acute Malnutrition scale
BHA	Bureau of Humanitarian Assistance (USAID)
CDT	Consolidated Data Analysis Tool
CTA	Chief Technical Adviser
EU	European Union
FAO	Food and Agriculture Organization (United Nations)
FCDO	United Kingdom Foreign, Commonwealth and Development Office
FEWS NET	Famine Early Warning Systems Network
FGS	Federal Government of Somalia
FMS	Federal Member States (of Somalia)
FRC	Famine Review Committee
FSNAU	Food Security and Nutrition Analysis Unit
GSC	Global Steering Committee
GSP	Global Strategic Programme
GSU	Global Support Unit
HC	Humanitarian Coordinator
HPG	Humanitarian Policy Group
ICCG	Inter-Cluster Coordination Group
IDP	internally displaced person
INGO	international non-governmental organisation
IPC	Integrated Food Security Phase Classification
ISS	Information Support System
NGO	non-governmental organisation
NISC	National IPC Steering Committee (Afghanistan)
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
QA	quality assurance
PMAC	Programme Management Advisory Committee
RC	Resident Coordinator

SDC	Swiss Development Cooperation
SIDA	Swedish International Development Cooperation Agency
TOR	Terms of Reference
TWG	Technical Working Group
UN	United Nations
UNCT	UN Country Team
UNICEF	UN Children's Fund
USAID	United States Agency for International Development
WASH	water, sanitation and hygiene
WFP	World Food Programme

Executive summary

An independent review of the Integrated Food Security Phase Classification (IPC) process in Somalia was launched in June 2023, in response to concerns raised by five donor agencies funding the IPC. The overall aim of the review is to improve the effectiveness of the IPC as the key source of food security information and analysis in Somalia for humanitarian decision-making. This includes recognising and respecting the multi-stakeholder, consensus-building essence of the IPC, and its global ‘gold standard’ status. This is a review of IPC processes rather than a technical review, addressing three key questions:

1. How effectively is the IPC data analysis process being carried out, to achieve consensus?
2. How effectively are IPC results for Somalia communicated, in order to inform and guide humanitarian decision-making, and how could this be strengthened?
3. How effective is the current governance, leadership and management of the IPC process in Somalia?

The review covers the IPC at national level in Somalia, focusing on IPC analyses since the end of 2021 during the recent and prolonged drought. Part A, conducted in June/July 2023, addressed questions 1 and 2, with recommendations to inform and improve the 2023 post-*gu* (rainy season March–July/August) IPC analysis in August 2023. Part B, carried out in September/October 2023, sought to answer question 3. This report provides the findings, conclusions and recommendations in response to all three questions.

A team from the Humanitarian Policy Group (HPG) at ODI carried out the work, drawing on:

- a wide range of documentation
- interviews with over 90 key informants from more than 35 organisations/ministries
- two mini-workshops with IPC technical stakeholders
- an online survey
- a brief review of well-functioning IPC processes in other countries
- consultation with six key stakeholder groups on the preliminary findings and way forward.

IPC Resource Partners managed the review through a Steering Group, with a Reference Group established to engage representatives of the main IPC stakeholder groups in Somalia and globally. Time to consult at the Federal Member States (FMS) level was limited; further work is required to inform how the IPC should be adapted to be more effective at this level.

History of the IPC in Somalia

The IPC was created by the Food Security and Nutrition Analysis Unit (FSNAU) in Somalia in 2004, since when it has become the ‘gold standard’ for providing a snapshot of the severity of food insecurity in over 30 countries. The FSNAU has continued to drive and lead the IPC process for Somalia ever since, maintaining a functional and influential IPC system throughout a challenging period of political

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turbulence in Somalia. The technical skills and expertise of the FSNAU are widely appreciated, but its record in adapting the IPC process to the changing political and institutional context in the country, and to other global trends in IPC processes, is weak.

In 2021 and 2022, food security in Somalia deteriorated alarmingly due to prolonged drought and pockets of violent conflict. The twice-yearly schedule of seasonal IPC analyses in Somalia was supplemented with occasional updates, providing warning of the likelihood of famine in parts of Southwest State, although famine was never officially declared. Record levels of humanitarian funding were mobilised in 2022, at least in part in response to the IPC results.

The IPC analysis process

Collective ownership, a key characteristic of the IPC, has been hampered in Somalia by the dominance of the FSNAU and failure to establish a multi-stakeholder Technical Working Group (TWG). This in turn has negatively impacted inclusion and participation in the IPC analysis process. Some agencies are reluctant to participate in the analysis and unclear about whether and how their data is used; others describe having to 'push their way in'. There is inadequate engagement of health and water, sanitation and hygiene (WASH) actors, and patchy participation of government officers.

The FSNAU plays both chairing and facilitation roles in the IPC analysis process, contrary to IPC global guidance that these roles should be separated. Discussions during the analysis workshops are described as being dominated by a few participants, and as lacking an openness to challenges. This constrains the adaptiveness of the IPC in Somalia, and may compromise accuracy.

Transparency and understanding amongst participants of how the IPC analysis process is conducted is poor, exacerbated by a failure to use the Global Support Unit (GSU)'s global online platform to upload available data and pre-organise evidence. This has contributed to unease amongst some technical stakeholders about aspects of the analysis process, but they feel unable to influence it for the better. The FSNAU relies on its own data from seasonal assessments and drives the IPC process. Little attention is given to achieving consensus among a wide range of participating stakeholders although a number of these informally question some of the results.

The GSU plays a critical quality assurance role, with the Famine Review Committee (FRC) stepping in when IPC results show the likelihood or risk of famine. The FRC was convened in August 2022, playing an important technical role with the FSNAU and some others; it also engaged with IPC users. However, the absence of clear lines of accountability within the IPC structure in Somalia means the GSU and FRC have had to rely upon influence and persuasion to bring about limited improved practice in the IPC analysis process.

Communicating the IPC results

A range of communication products are written after each IPC analysis in a somewhat impenetrable style. They present technical results but without a clear explanation of what they mean and little reference to trends from previous seasons. All communications are prepared by the FSNAU, which does not have dedicated communications staff. No other stakeholders in the IPC process are involved, thus compromising the multi-stakeholder character of the IPC. Briefing of key stakeholders – heads of United Nations (UN) agencies and non-governmental organisations (NGOs), government and donors – is often done at the same time as publication of IPC results. This does not meet their needs as they would like time to develop common messages in advance of results becoming public.

Although there were a number of famine warnings through 2022, most IPC users did not feel that IPC communications provided a clear picture on which to base decisions. There was a lack of a clear, nuanced narrative explaining the results and linking reports over time. Staff in IPC stakeholder organisations had to ‘translate’ IPC results for senior decision-makers, leading to different interpretations about the severity of food insecurity. The time lag between data gathering and the communication of IPC results is also a cause of concern. There is no dedicated communication or briefing at FMS level.

The structure of the IPC in Somalia

Global IPC standards and experience from other countries provide guidance on key elements of an effective IPC structure and how to protect the technical integrity of the IPC while also promoting institutionalisation and ownership at national level. However, the governance, leadership and management structure of the IPC in Somalia is very different. It is almost entirely dependent on the FSNAU, which is often and wrongly conflated with the IPC. Key elements of IPC governance are missing including a multi-stakeholder TWG, clear lines of accountability for the IPC within the FSNAU, and a senior governance body. Although the FSNAU has consistently delivered a regular and credible IPC analysis in one of the most difficult working environments in the world, the hallmarks of an IPC process are missing in terms of collective ownership, clear roles and responsibilities, and accountability. The IPC must now be restructured, to move on from the exclusive role of the FSNAU and adapt to the evolving political and institutional context in Somalia, ensuring greater engagement of the FGS, FMS and other national actors.

The revitalised and restructured approach to governance, leadership and management of the IPC in Somalia should reflect the (international and national) multi-stakeholder nature of the IPC, comprising the following:

- **governance** that is appropriate to the growing significance, profile and influence of the IPC, oversees protection of the technical integrity of the IPC analysis process when this is threatened, and provides independent oversight of the IPC process as a whole. This should involve two to four well-respected senior individuals representing the international and national humanitarian communities.

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- **leadership** that coordinates key stakeholders to ensure voices are listened to and consensus is built, or deals with a lack of consensus appropriately using IPC guidelines and protocols, works with quality assurance processes to ensure that the IPC in Somalia is aligned with IPC global standards, and works towards national ownership of the IPC process as a whole. This requires the establishment of a TWG and a Steering Committee, each co-chaired by national and international representatives.
- **management** that facilitates and enables IPC stakeholders to contribute to and take part in the IPC process as a whole, providing administrative support to all aspects of the IPC, and clear and professional IPC communications that meet the needs of users. This should be carried out by a dedicated secretariat, initially hosted by an international agency, and over time transitioned to government.

In conclusion, while the IPC in Somalia may be producing sound technical results, it is not fulfilling the essence of the IPC as a collectively owned process providing decision-makers with a rigorous, evidence- and consensus-based analysis of food insecurity and acute malnutrition situations. It requires reform throughout. This has begun with the implementation of the recommendations of Part A of this review during the 2023 post-*gu* analysis but there is still far to go.

Table 1 Summary of recommendations, timelines and recommended leads for the IPC, Somalia

Number	Recommendation	Timeframe	Recommended lead ⁱ
Approach	Form a ‘Task Force’ at national level made up of senior representatives from the FGS, the Steering Group from the review (IPC Resource Partners), UN agencies, NGOs, FSNAU, Food Security Cluster coordinator, representatives of the Inter-Cluster Coordination Group (ICCG) and associated clusters.	Immediate	Steering Group for the review, with UNCT
1	<p>Promote greater inclusion and participation of a range of stakeholders in the IPC analysis process:</p> <ul style="list-style-type: none"> • Carry out a simple stakeholder mapping exercise. • Develop a plan of outreach to encourage greater participation in the IPC analysis process. • Design and roll-out a capacity development programme, using results of stakeholder mapping. • Set timetable for IPC analysis processes and communicate dates well in advance. 	Immediate	‘Small Core Group’, ⁱⁱ cluster coordinators, GSU regional team, IPC Secretariat (FSNAU) ⁱⁱⁱ
2	<p>Promote transparency of the use of data and of the analysis process:</p> <ul style="list-style-type: none"> • Clarify all aspects of the analysis process in the refresher training that precedes IPC analysis. • Use GSU’s Consolidated Data Analysis Tool (CDT), and its successor analysis platform, to upload data. • Develop presentations on certain aspects of the analysis process that are poorly or misunderstood, for technical analysts and for IPC users. • Promote sharing of data sets (medium term). 	Immediate	‘Small Core Group’, GSU regional team, IPC Secretariat (FSNAU)

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Table 1 Summary of recommendations, timelines and recommended leads for the IPC, Somalia (cont.)

Number	Recommendation	Timeframe	Recommended lead ⁱ
3	Separate and clarify key roles in the IPC analysis process: <ul style="list-style-type: none"> • Draft Terms of Reference (TOR) for chairing and facilitation roles, aligned to IPC global protocols. • Create a roster of IPC facilitators for Somalia. 	Immediate	'Small Core Group' , GSU
4	Strengthen quality assurance of the IPC analysis process.	Medium term	GSU , FRC
5	Develop a communications strategy and resource this as a core function of the IPC.	Immediate	'Small Core Group' , GSU, IPC Secretariat (FSNAU)
6	Develop a timetable and process to engage key stakeholders and develop common messaging.	Immediate	'Small Core Group' , GSU, IPC Secretariat (FSNAU)
7	Use agreed IPC formats for communication of results.	Immediate	'Small Core Group' , GSU, IPC Secretariat (FSNAU)
8	Review effectiveness of communications.	Medium term	'Small Core Group' , GSU, IPC Secretariat (FSNAU)
9	Ensure consistent knowledge of the IPC on the part of key stakeholders.	Medium term	IPC Secretariat (FSNAU)
10	Establish an independent governance mechanism.	Immediate	Task Force
11	Establish a leadership structure that reflects the multi-stakeholder nature of the IPC.	Immediate	Task Force
12	Establish a Secretariat to ensure accountable management of the IPC process in Somalia.	Immediate	Task Force
13	Adopt the recommended structure for the IPC in Somalia as a whole.	Immediate	Task Force

ⁱThe name in bold in this column is the proposed lead agency. Other names indicate other agencies that should be involved.

ⁱⁱThis is the same 'Small Core Group' of technical analysts that was formed to implement the recommendations of Part A of this review.

ⁱⁱⁱIt is recommended in R12 that a dedicated IPC Secretariat be established. Until this is done, the FSNAU should continue to play this role.

1 Introduction

1.1 Background, purpose and objectives

The Integrated Food Security Phase Classification (IPC) originated in Somalia in 2004, designed by the Food Security and Nutrition Analysis Unit (FSNAU) of the Food and Agriculture Organization (FAO) of the United Nations (UN). Since then, the IPC has been developed and expanded, and is now regarded as the ‘gold standard’ for providing a snapshot of the severity of food insecurity in over 30 countries in Africa, Asia and Latin America, at national and subnational levels. The overall goal of the IPC is to provide decision-makers with a rigorous, evidence- and consensus-based analysis of food insecurity and acute malnutrition situations, to inform emergency responses as well as medium- and long-term policy and programming.¹

In April 2023, representatives from five donor agencies who have been funding the IPC in Somalia, wrote to the FAO Representative for Somalia expressing concerns about factors that may be inhibiting the effectiveness of the IPC in Somalia.² The donors called for an independent review of the IPC process in Somalia, to ensure that it considers and is aligned with IPC global standards. In close collaboration with FAO they subsequently commissioned a team of consultants from the Humanitarian Policy Group (HPG) at ODI to carry out the review.³

The overall aim of this independent review of the IPC in Somalia is to improve the effectiveness of the IPC as the key source of food security information and analysis in Somalia to inform and guide humanitarian decision-making by a range of different actors, while recognising and respecting the multi-stakeholder, consensus-building essence of the IPC and its global status as the gold standard.

The review sets out to answer three overarching questions, addressed in separate chapters in this report:

1. How effectively is the IPC data analysis process being carried out, to achieve consensus? (Chapter 3)
2. How effectively are IPC results for Somalia communicated, in order to inform and guide humanitarian decision-making, and how could this be strengthened? (Chapter 4)
3. How effective is the current governance, leadership and management of the IPC process in Somalia? (Chapter 5)

1 As described by the IPC Global Strategic Programme (GSP) (IPC, 2023a).

2 The five donors are: the United Kingdom Foreign, Commonwealth and Development Office (FCDO), the Bureau of Humanitarian Assistance (BHA) of the United States Agency for International Development (USAID), the European Union (EU), the Swedish International Development Cooperation Agency (SIDA), and Swiss Development Cooperation (SDC).

3 The two lead consultants had carried out an independent review of the IPC in South Sudan in 2021 after the IPC analysis process had broken down in 2020 (Buchanan-Smith et al., 2021).

See Appendix 1 for the Terms of Reference (TOR) for this independent review. This is not a review of the technical content, technical methodology or accuracy of the results of the IPC; it is instead a review of the processes that contribute to the IPC achieving its overall goal in Somalia.

1.2 Approach, scope, methods and constraints

The approach to this review was designed first and foremost to ensure and protect its independence, while also fostering broad ownership and take-up of the findings and recommendations. The IPC Resource Partners managed the independent review through a Steering Group comprising representatives from five donor agencies plus FAO. A Reference Group was established for representatives of the main IPC stakeholder groups in Somalia and key stakeholder groups at the global level to engage with the independent review team throughout the review process. See Appendix 2 for a description of the purpose of the Reference Group and its membership.

The main focus of the review is the IPC at national level in Somalia. During the inception phase it became apparent that the varied and complex relationships between the Federal Government of Somalia (FGS) and Federal Member States (FMS) had significant implications for the IPC. At this point a decision was taken by the Steering Group and review team to supplement the national-level focus of the review with light consultation with stakeholders in some FMS.

The review covers IPC analyses – both the Acute Food Insecurity (AFI) scale and the Acute Malnutrition (AMN) scale – since the end of 2021: post-*deyr* 2021, post-*gu* 2022 and post-*deyr* 2022, and associated updates inbetween.⁴ It takes a longer historical perspective on governance, management and leadership of the IPC in Somalia, over the past decade and more.

The review has been carried out in two parts. Part A, conducted in June and July 2023, examined the effectiveness of the IPC data analysis process in achieving consensus, and the ability of its communications to inform and guide humanitarian decision-making (review questions 1 and 2; Section 1.1). The findings and preliminary recommendations of Part A have informed the post-*gu* IPC analysis carried out during August 2023. Part B, carried out in September and October 2023, has assessed the effectiveness of the current leadership, governance and management arrangements for the IPC in Somalia (review question 3; Section 1.1).

4 There are two rainy seasons in Somalia, and therefore two main agricultural seasons. The *gu* rainy season typically runs from March to July/August. The shorter *deyr* rainy season runs through October and November, with lesser amounts of precipitation. See <https://climateknowledgeportal.worldbank.org/country/somalia/climate-data-historical>.

The review has deployed the following methods for collecting data and consulting:

1. key informant interviews with over 90 national, regional and global stakeholders of the IPC in Somalia, from more than 35 organisations/government ministries – this has been the main source of information feeding into the review (see Appendix 3);
2. a review of relevant documentation (see the Bibliography);
3. an online survey of self-selecting technical analysts and users of the IPC Somalia, to seek their feedback on the relevance and quality of the IPC analysis, current methods used to communicate IPC results and the extent to which the IPC meets users' needs;
4. two mini-workshops with IPC technical stakeholders, in Mogadishu and online;
5. a brief review of well-functioning IPC processes in other countries, drawing on the reviewers' wider IPC evaluation experience and other documentation;
6. consultation with six stakeholder groups in a series of online workshops, for feedback on the review team's preliminary findings and proposals for Part B (on governance, management and leadership), and to input into the review team's final recommendations.⁵

The review team encountered the following constraints:

- a national-level review designed without adequate resources to carry out extensive consultation at the FMS level, which means that further work will be required to follow up on how the IPC should be adapted and reformed at FMS level;
- the self-selecting nature of the online survey, which means that the results are not representative of all IPC stakeholders, although they are useful for some level of triangulation – the majority of respondents were from NGOs (especially national NGOs), although, as explained in Section 3.2, they are not well represented in IPC analysis processes; and there was relatively low representation of donor respondents, although they are known to be key users of the IPC;⁶
- an extensive workload and competing priorities for many IPC stakeholders, especially at senior-management level, which limited the availability of some to engage in the consultation process in Part B of the review;
- low awareness of IPC processes on the part of some stakeholders in Somalia, which inhibited the depth of some consultations.

5 The stakeholder groups were: donors and IPC Resource Partners; FGS; the UN Country Team (UNCT); the Small Core Group that took forward the recommendations from Part A of the review for the 2023 post-*gu* IPC analysis; international and national non-governmental organisations (NGOs); and the Global Support Unit (GSU) and Global Steering Committee (GSC) of the Global IPC Strategic Programme.

6 Of the respondents, 30% were from national NGOs, 19% from international NGOs (INGOs), 16% from the FGS, 11% from FMS/local government, 11% from UN agencies, 9% from donor agencies, 1% from regional intergovernmental organisations, and 3% classified themselves as 'other'. This indicates a skewing of responses towards NGOs, especially national NGOs.

2 The IPC in Somalia

2.1 A brief history of the IPC, from Somalia to global gold standard

The IPC (Acute Food Insecurity, AFI scale) was created in Somalia in 2004. Since then, it has been considerably developed and refined at country and global levels and is now the ‘gold standard’ for providing a snapshot of the severity of food insecurity in over 30 countries in Africa, Asia and Latin America. The IPC Technical Manual is now on its third iteration, supported by a number of guidance notes and working papers as additional resources.⁷

As the IPC was applied beyond Somalia, an IPC Global Partnership was formed in 2007, comprising 12 major food security organisations. In 2014, the Global Partnership launched the GSP with the aim of supporting and promoting the adoption of the IPC as the global standard for analysis of food insecurity. The Global Strategic Unit (since renamed the Global Support Unit, GSU) was established to implement the GSP, to respond to the increasing demand for the IPC worldwide and to support the IPC as an international global standard. By 2018, the Global Partnership had expanded to 15 member organisations, comprising three UN agencies, four INGOs, the Global Food Security and Global Nutrition clusters, the Famine Early Warning Systems Network (FEWS NET), the Joint Research Centre of the European Commission, and four regional intergovernmental authorities. Each member has a seat on the GSC, which is responsible for strategically guiding and positioning the IPC globally.

To complement the AFI, the Acute Malnutrition (AMN) scale was developed under the GSP and rolled out in 2015/2016, with Somalia as an early adopter in 2016.

2.2 The evolution of the IPC in Somalia

The FSNAU that created the IPC has continued to drive and lead the IPC process for Somalia ever since. It is a major achievement that the FSNAU has maintained a functional and influential IPC system throughout a challenging period of political turbulence in Somalia. The FSNAU played a particularly important role in leading IPC analyses in the years when there was limited or no functional government in Somalia.

7 See www.ipcinfo.org/ipc-manual-interactive/en/.

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Two IPC seasonal analyses have been produced each year for well over a decade. IPC analyses have played a key role in alerting the world to acute food insecurity and impending famine in Somalia at key moments. Indeed, the first time, globally, that the IPC became the means of declaring famine was in Somalia in 2011, heralding a particularly important and now widely recognised role for the IPC. The IPC also played a key role in alerting international and national humanitarian responders to severe deterioration in food security in Somalia in 2017, contributing to the mobilisation of resources that is widely believed to have prevented famine that year (see Hailey et al., 2018).

The technical skills and expertise of the FSNAU are widely acknowledged and appreciated. It has led and piloted some important technical innovations and improvements to the IPC – for example, the inclusion of urban populations⁸, and inclusion of internally displaced persons (IDPs) in the IPC.⁹ However, a recent report is critical of the IPC’s inadequate adaptation to transformation of Somali society and resilience capacity in the past ten years (Hailey et al., 2023). As host of the IPC in Somalia, the FSNAU’s record in evolving and adapting the IPC process to the changing political and institutional context in the country (Box 1), and to other global trends in IPC processes, has been particularly poor. The need for adaptation of the IPC has long been recognised by external commentators. See, for example, the Somalia case study for the Feinstein International Center’s research project on the Politics of Information and Analysis, which raises many issues that have also surfaced in this review (Hailey et al., 2018). But such calls for adaptation have not been acted upon.

Box 1 Recent political developments in Somalia

Efforts since 2000 to restore a central authority finally made substantial progress in 2012 with the swearing-in of the first formal parliament for more than 20 years, and the establishment of federal government. Governmental architecture has developed slowly since, with several changes of government since 2012. The current government has been in place since May 2022, when President Hassan Sheikh Mohamud was elected by parliamentarians.

Somalia’s Federal Member States have a range of relationships with the Federal Government of Somalia and exercise varying degrees of autonomy. For example, Somaliland is a self-declared but unrecognised independent state with its own government, and last held elections in May 2021. Puntland declared itself an autonomous state in 1998, and Jubaland in southern Somalia declared itself an autonomous state in 2011, while both remain within federal Somalia. In addition, significant areas in southern Somalia remain under the control of Al-Shabab.

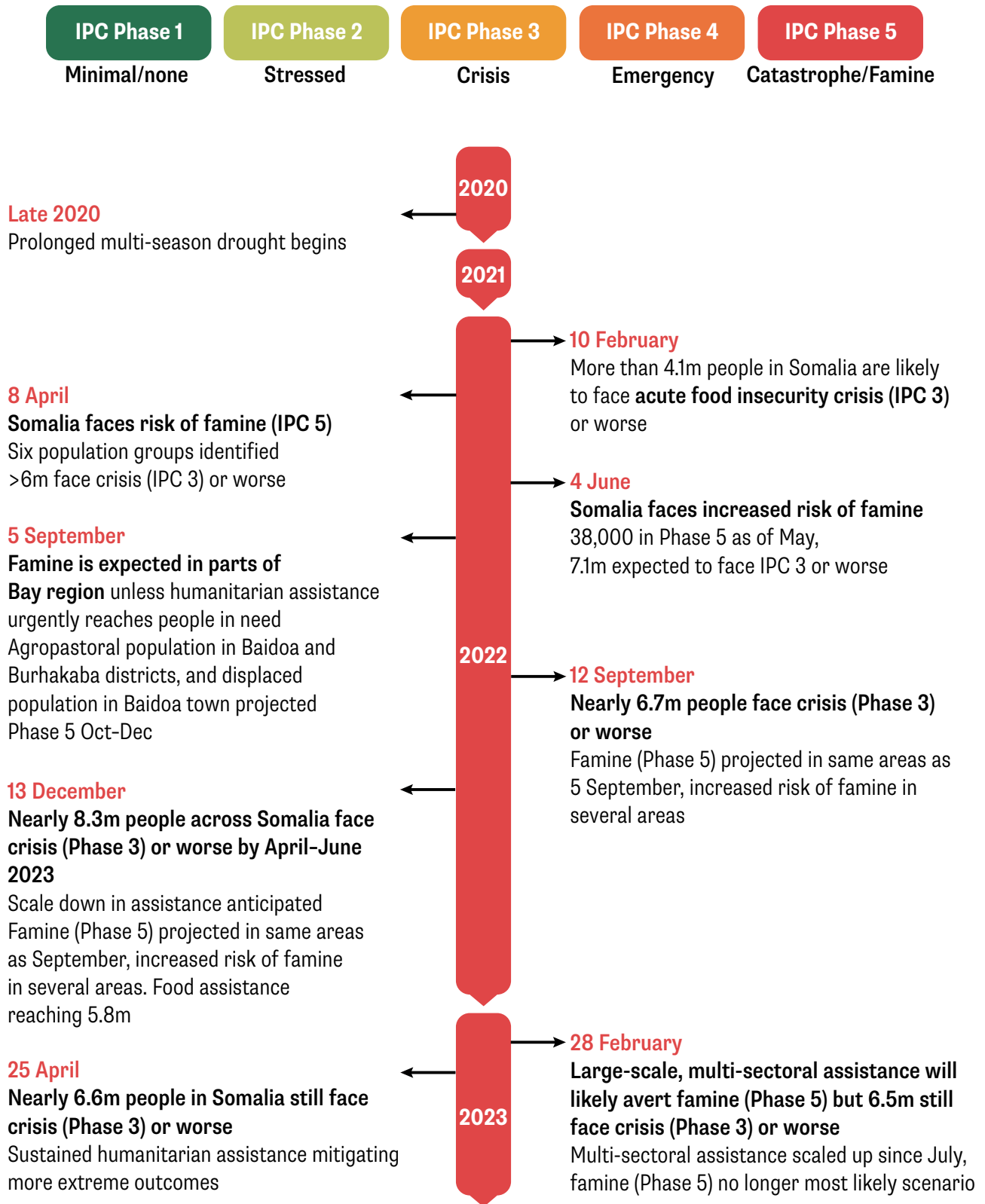
8 In 2018–2019, only Somalia was producing an IPC analysis disaggregated by rural and urban populations (FAO, 2022).

9 Since 2015 the IPC in Somalia has included internally displaced populations (Hailey et al., 2018).

2.3 The role of the IPC in providing an analysis of food insecurity in 2022–2023

A period of prolonged drought in Somalia, and indeed in the wider East Africa/Horn of Africa region, began in 2015. By early 2022 the depth and severity of the drought, plus the impact of pockets of violent conflict, were highlighted in the post-*deyr* IPC analysis, which concluded that over 4 million people were likely to face acute food insecurity, classified as IPC Phase 3 or above (see Figure 1 for the IPC phase scale). The risk of famine in 2022 was first raised in an IPC update in April 2022, with increasingly alarming warnings of famine in the Bay region of Somalia being raised in the post-*gu* IPC analysis in September 2022 and persisting until the end of the year. IPC analyses throughout this period attempted to take account of humanitarian assistance in their projections, in line with global IPC protocols, but this was controversial for some stakeholders, as described in Section 3.4. For example, the post-*deyr* IPC analysis released in February 2023 predicted that large-scale, multi-sectoral assistance was likely to avert famine, but the numbers assessed as facing acute food insecurity (IPC Phase 3 or above) remained persistently high – over 6 million. See Figure 1 and Appendix 4 for a fuller timeline on key IPC activities in Somalia since 2021.

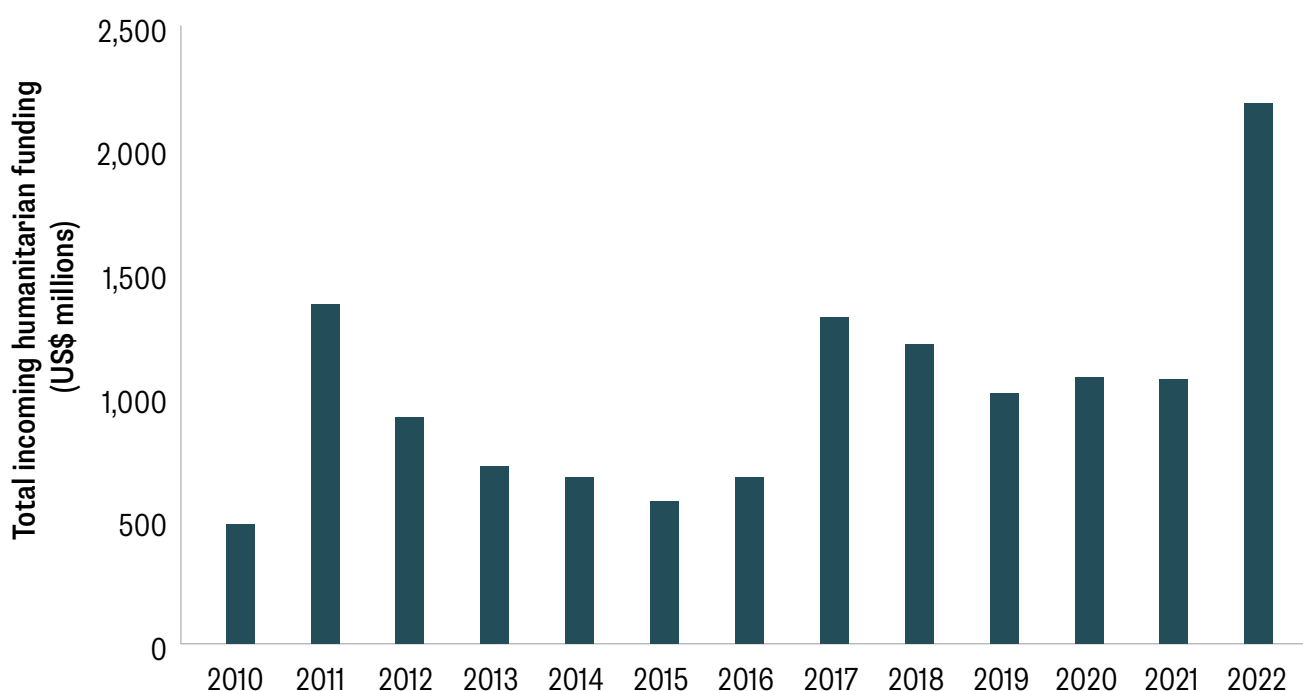
Figure 1 Timeline of IPC assessment of food insecurity in Somalia 2022/2023



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It is worth noting that higher levels of humanitarian funding were mobilised in 2022 compared with previous years of food crisis, for example 2011 and 2017 (Figure 2). Although the IPC is highly likely to have contributed to the record levels of funding in 2022, it is beyond the scope of the review to ascertain the exact influence of the IPC on humanitarian decision-making. The IPC is also expected to be a key source of information for the Food Security Crisis Preparedness Plan for Somalia, currently under development with the support of the World Bank.

Figure 2 Total incoming humanitarian funding inside and outside appeal plans (US\$)



Source: Analysis by Patricia Sampedro, Centre for Humanitarian Change, based on Financial Tracking Service data

3 The IPC data analysis process in Somalia

3.1 Brief description of the IPC analysis process

The twice-yearly IPC analysis process takes place after the seasonal assessments, led by FSNAU, have been completed. FSNAU then sets the date for the IPC analysis workshop and sends out invitations to a 'Core Group' of technical analysts. The Core Group comprises a couple of hundred invitees, drawn from UN agencies, government officers (FGS and FMS), FEWS NET, NGOs, cluster coordinators and universities. Refresher IPC training is usually provided by the GSU for participants in the days before the IPC analysis workshop. This is important for participants joining as technical analysts with little IPC capacity and experience.

The IPC analysis is built from state to national level. After completion of the seasonal assessment, data analysis is carried out at subnational level (whereby different parts of the country are aggregated into different regions) by those who have been involved in data collection, to the point of uploading the data into the IPC worksheets and producing a preliminary IPC classification. This is presented to the national-level analysis workshop, which takes place over approximately 10 days, for validation, vetting and consolidation. Before the Covid-19 pandemic the analysis workshop was conducted in-person, often in Hargeisa (Somaliland). Since the pandemic the workshops have been hybrid in format, with the majority of participants online, and some meeting in-person in Hargeisa, Mogadishu (capital of Somalia), Garowe (Puntland) and Nairobi (Kenya).

There may also be periodic and one-off 'IPC Updates', for example to capture rapidly deteriorating food security, or the impact of a particular shock.

The FSNAU manages the entire IPC analysis process, from the administration to the running of the analysis workshop. The senior leadership of the FSNAU chairs the workshop and provides most of the facilitation, also leading the writing-up and communication of the results.

The findings in the following sections refer to how the IPC analysis has been carried out in recent years, up until the 2023 post-*gu* IPC analysis, when some of the shortcomings identified in Part A of this review have begun to be addressed, as noted in Section 3.7.

3.2 How inclusive is the analysis process, in terms of who participates and the nature of their participation?

Although establishment of a Technical Working Group (TWG) has been on the agenda in Somalia since 2016, this has not yet been achieved. Instead, members of the large Core Group of technical analysts are invited to participate in each analysis process, with shifting membership from one IPC analysis to

another and many participating who are not IPC-trained.¹⁰ (Many users of the IPC do not appear to be aware that there is no TWG, nor of the implications, as the ‘TWG’ label is often, and misleadingly, applied to the Core Group.) This means there is continued and high dependence on the FSNAU, which hampers a sense of collective ownership of the IPC, and which has, in turn, negatively impacted inclusion and participation in the IPC analysis process in a number of ways:

- The lack of collective ownership has created **a reluctance among some to participate** – for example, some INGOs, which have substantial data and experience to contribute. The reluctance of some actors to participate is exacerbated by a lack of clarity about whether and how their data is used in the IPC analysis. The lack of a sense of collective ownership appears particularly acute amongst some nutrition actors.
- In terms of who is invited to participate: some INGOs with an important contribution to make describe having to **‘push their way in’**.
- There are untapped opportunities to engage **actors and agencies working in ‘hard-to-reach’** areas, to contribute their knowledge and experience.
- There has been **inadequate engagement of water, sanitation and hygiene (WASH) and health actors**, and therefore a lack of consideration of their data, despite a growing sense of the importance of understanding water availability, vaccination coverage and disease patterns to better understand and project food insecurity.
- An **unclear timeline and dates for IPC analysis workshops** limits participation, especially when invitations are issued at short notice (less than a week was reported in one case) in a working environment that is punctuated by rest and recuperation cycles, meaning frequent staff absences.

While representatives of all stakeholder groups (including universities) are present in the IPC analysis process, participation of key government institutions is patchy and needs to be stepped up, and an unusually small number of INGOs participate. Although national NGOs are invited to participate, there are a number of barriers to their full engagement, including weak capacity and understanding of the IPC, and lack of access to online workshops. This issue is not unique to Somalia, but it is only recently beginning to be addressed through an escalated training programme for the country.¹¹

¹⁰ The FSNAU has a list of over 400 individuals trained to IPC Level 1 or above in Somalia. However, only half of that list (approximately 200 people) were available to participate in the post-*gu* IPC analysis process in August 2023. Practitioners trained to Level 1 in the AMN are reported to be in particularly low numbers. See Appendix 5.

¹¹ After a lull during the Covid-19 pandemic, training has picked up, with 81 participants trained to IPC AFI Level 1 in 2022, and 163 trained in 2023, all through the Food Security Cluster.

3.3 How effective is the chairing and facilitation of the IPC analysis process, to promote inclusion, participation and manage consensus-building?

The FSNAU senior leadership chairs and carries out most of the facilitation of the IPC analysis workshop, particularly at national level. While this is partly a consequence of the lack of a TWG, it is also contrary to the guidance in the IPC Technical Manual, Version 3.1, which stipulates that chairing and facilitation roles should be separated, with the chairperson being a senior officer from a member organisation and an additional three certified IPC trainers acting as facilitators.

The review team encountered different perspectives on the inclusiveness and effectiveness of the current chairing and facilitation processes. Those driving the IPC analysis have a perception of a high level of inclusion, and a small number of stakeholders described robust technical discussions. However, the majority of technical participants, including those with experience of the IPC in other countries, have described discussions being dominated by a few actors, and a need for more experienced technical participants (e.g., cluster coordinators) to be playing a more significant role. The lack of openness to challenge in IPC analysis workshops emerged as a widespread concern. This has been a limiting factor in the adaptiveness of the IPC in Somalia, and may sometimes compromise the accuracy of the IPC results. Examples include:

- discomfort amongst nutritionist technical analysts that the AMN focuses predominantly on Global Acute Malnutrition rates, and does not pay adequate attention to other factors that may contribute to malnutrition;
- when concerns have been raised over the analysis presented in plenary, participants describe the discussion as having been ‘closed down’ prematurely;
- lack of willingness to share data or discuss how health and mortality indicators are analysed when questioned about health predictions in 2022.

In addition, it is not uncommon for the IPC AFI and AMN scales to produce very different IPC classifications for a particular geographic area.¹² Currently, inadequate time is dedicated in the IPC analysis process to explore why this may be the case. This means that no explanation is provided in the IPC results, causing confusion among IPC users.

3.4 How transparent and clearly understood is the analysis process for those participating?

As described in Section 3.1, the first step in the analysis process takes place at local level (below FMS level) to analyse data collected through the seasonal assessments, before the national IPC analysis workshop has been convened. The FSNAU begins the IPC analysis workshop by presenting its analysis from the seasonal assessments for discussion. However, how these ‘outputs of analysis’ and preliminary

¹² For example, in the post-*deyr* IPC analysis for January to March 2023, some areas in parts of southern Somalia were classified as Phase 1 on the AFI scale and Phase 3 or 4 on the AMN scale, without adequate explanation.

IPC classifications have been reached is unclear, even to some experienced technical participants. Representatives of agencies participating in the IPC analysis, feeding in their own data, are met with opacity on and therefore lack understanding of how their data is used and how the ‘convergence of evidence’ component of the IPC is implemented in practice. This results in technical analysts from different agencies feeling they are not sufficiently involved, further undermining the collective ownership of the IPC.

A major factor contributing to the lack of transparency has been the failure to use the global online platform provided by the GSU to upload all available data and pre-organise the evidence.¹³ This has been exacerbated by an unwillingness to share data sets with other technical experts, for example on health and mortality.

These factors have created a sense of unease amongst a range of technical stakeholders with some aspects of the analysis process that they feel unable to influence. This includes the following:

- There is unclear and controversial classification of ‘hard-to-reach’ areas in Somalia, based on extrapolation and remote monitoring, which have resulted in adjacent areas (e.g., on the Somalia and Kenya borders) being classified in widely different IPC phases without adequate explanation.¹⁴
- Data collection and analysis that are initially carried out by FSNAU according to livelihood zones are then extrapolated to the administrative unit of the district; how this is done is unclear to some key stakeholders, who question the accuracy of the district-level results.
- How humanitarian assistance projections are handled in the IPC analysis process is unclear to many participants (including users of the IPC), despite following global IPC protocols. They are contested by some stakeholders in Somalia and other countries,¹⁵ yet these projections play a significant role in the determination of phase classification.¹⁶

13 Until recently, this online platform was the IPC Information Support System (ISS). The ISS is in the process of being phased out in favour of the updated and expanded Consolidated Data Analysis Tool (CDT) that also indicates who attends the IPC analysis workshop from each agency.

14 As an example, Garissa county in northeast Kenya was classified as IPC Phase 3 in February 2023, and projected to move to Phase 4 between March and June 2023 as food security deteriorated. Meanwhile, the adjacent area across the border in Somalia, in Lower Juba, was classified as IPC Phase 1 between January and March 2023, and projected to remain in IPC Phase 1 to June 2023. See www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1156238/ for Somalia and www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1156210/ for Kenya.

15 For example, Afghanistan, as became apparent during the 2022 evaluation of the GSP (FAO, 2022).

16 Beyond three months, projections of humanitarian assistance are regarded as unreliable, with some stakeholders suggesting that ‘thresholds’ related to the projections should be established that, if breached, would nullify the projections or trigger a new IPC analysis. Overall, however, there is a range of views of the most accurate and appropriate way to incorporate humanitarian assistance.

3.5 What is working well in terms of how consensus is reached, what happens in the absence of consensus, and what are the challenges and how might they be overcome?

The review team has not found any examples of an explicit lack of consensus during the IPC analysis processes in Somalia in the past two years. However, a number of participating stakeholders informally questioned (to the review team) how projections are reached and assumptions made, exacerbated by their limited involvement in the process of making projections.

As the IPC process tends to be driven and dominated by the FSNAU, relying on its own source of data from the seasonal assessments, the process of achieving consensus among a wide range of participating stakeholders appears to be given much less attention. For example, when there is a challenge to an emerging IPC phase classification, the FSNAU may revisit its own data, but usually as an internal exercise without the full engagement of other analysts, and this is regarded as settling the issue. Thus, the consensus-building element of the IPC in Somalia has not been formally put to the test and, as described in Chapter 5, there is no clear process within the IPC structure in Somalia to address lack of consensus.¹⁷

3.6 How effective is quality assurance of the IPC data analysis process?

The role of quality assurance (QA) of the IPC analysis in Somalia, and of the IPC results, is carried out primarily by the GSU.¹⁸ The GSU regional team has been most engaged in playing a QA function and, closely associated with that, in providing technical support, with additional backing from members of the GSU in Rome.¹⁹ To date, QA has focused more on the technical aspects of analysis, ensuring they follow global IPC protocols, and less on alignment with IPC processes (e.g., of consensus-building and inclusion), although an internal quality review of the IPC in Somalia was carried out by the GSU in 2018–2019. QA mostly takes place during the analysis process. It also takes place ‘behind the scenes’. For example, in December 2022, the GSU encouraged the FSNAU to make changes in how the data

17 The IPC Technical Manual 3.1, Protocol 1.2, sets out the process for dealing with lack of consensus: first, ‘to address disagreements within the analysis team through neutral facilitation’ in pursuit of agreement at country level to avoid delay; if this fails, the dissenting organisation(s) can have their view documented and communicated to decision-makers as a ‘minority view’. If the disagreement relates to an IPC Phase 4 classification, an external quality review of the alternative analysis (reflecting the minority view) may be requested by the TWG or partner(s) supporting the minority view (IPC, 2023b).

18 This sub-question on the effectiveness of the quality assurance process was added by the reviewers during Part A of this review.

19 Examples of how the GSU has provided developmental support to the IPC in Somalia include promoting stronger gender sensitivity, and conflict sensitivity in the analysis drawing on global initiatives supported by global partners as part of the GSP.

feeding into the IPC AMN is analysed, pointing out where global AMN protocols were not followed and proposing investment in AMN training.²⁰ Informally, the FEWS NET team has also, on occasion, provided a QA function and challenge.

The Famine Review Committee (FRC) is also a key part of the QA mechanism at global level. Convening the FRC is triggered whenever IPC results show the likelihood or risk of famine, evidence of famine conditions, or if there is a breakdown in technical consensus regarding a ‘famine’ or ‘famine likely’ classification.²¹ The FRC was convened for Somalia for the first time (somewhat surprisingly, because the risk of famine had also been identified in 2017) in August 2022,²² to play a QA role on IPC results that showed ‘famine likely’ and ‘projected famine’ classifications. There followed a process of engagement between FRC members, FSNAU senior leadership and a few other key members of the IPC analysis process (e.g., FEWS NET), that informed and influenced subsequent FSNAU practice, for example in sampling and carrying out interim assessments in areas at risk of famine. Importantly, the FRC also engaged with IPC users such as the Humanitarian Country Team and heads of UN agencies.

However, there were two significant limitations to the role of the FRC in the Somalia IPC in 2022. First, as per global IPC protocols, the focus of the FRC review was geographically limited, to ‘at risk of famine’ areas. As they were unable to consider the wider context, this limited the QA role of the FRC in Somalia, and the opportunity to draw on the considerable geographical and technical expertise of FRC members. Second, in the absence of a multi-stakeholder TWG, the wider influence of the FRC and its technical expertise on IPC participants beyond the FSNAU was limited.

As described in Chapter 5, the absence of clear lines of accountability within the IPC structure in Somalia means that it is also unclear how the FSNAU (as convenor, chair and leader of the IPC in Somalia) could have been held to account in implementing recommendations made by the QA bodies. Instead, the GSU and FRC have relied upon influence and persuasion, in turn dependent on good working relationships between members of the GSU and FRC, with senior leadership of the FSNAU.

3.7 Reflections on adaptations made to the 2023 post-gu IPC analysis process, in response to the findings and recommendations of Part A of the review

At the conclusion of Part A of the review at the end of July 2023, and based on the findings presented in this chapter, the review team made four overarching recommendations to improve the effectiveness of the post-gu IPC analysis process carried out in August 2023. There was an additional overarching

20 ‘Reflections on the IPC AMN training and analyses in Somalia to date and suggestions for improvement’, PowerPoint prepared by the GSU.

21 This may be flagged by the TWG, triggered by the GSU, or requested by an IPC global partner.

22 Some key stakeholders are of the view that the FRC was convened too late, in August 2022, rather than in January 2022 during the 2021 post-deyr assessment.

recommendation to improve communication of the IPC results based on the findings presented in Chapter 4 of this report. Each overarching recommendation was supplemented by a number of specific and more detailed recommendations.

In response, a Small Core Group of technical analysts was rapidly formed, with a membership of approximately 20, chaired by the Food Security Cluster Coordinator. Representing the range of technical stakeholders of the IPC, the formation of the Small Core Group has already promoted more collective engagement with and ownership of the IPC analysis process, paying particular attention to the inclusion of stakeholders from the nutrition sector. Importantly, there has also been much greater involvement of FGS officials. Premature IPC classification for broad regions within Somalia, on completion of the FSNAU-led seasonal assessment and before the national workshop was convened, was discouraged. Instead, multi-partner analysis teams for different parts of the country worked together to conduct the IPC analysis and present it to the national-level vetting and consolidation session. Most of the recommendations made by the review team were rapidly implemented, with active support from the GSU, both from the regional and global teams. (See Table 2 for examples, and Appendix 5 for a full progress report.)

Table 2 Recommendations for the 2023 post-*gu* IPC analysis and examples of actions taken

Overarching recommendations	Examples of actions taken in response to detailed recommendations
Promote inclusion	<ul style="list-style-type: none"> • Greater engagement of, and endorsement by, government, from analysis process to communications • Greater engagement of WASH and health actors • Invitation issued for submission of data from ‘hard-to-reach’ areas
Promote transparency of use of data and analysis process	<ul style="list-style-type: none"> • Use of Consolidated Data Analysis Tool (CDT), provided by the GSU, which indicates agency participation and available data for different locations, visible to all participants, supported by orientation training
Separate and clarify roles in IPC analysis process	<ul style="list-style-type: none"> • Food Security Cluster coordinator nominated and endorsed as interim Chair of the IPC analysis process • A range of facilitators and co-facilitators were appointed for the IPC analysis process, drawn from a range of organisations
Improve communication of IPC results	<ul style="list-style-type: none"> • Greater involvement of key stakeholders, beyond FSNAU, in drafting of IPC results, using global IPC templates • Team of communications officers formed, from a number of participating agencies, to support communications process

The commitment of the Small Core Group to make changes to the IPC analysis process, and the speed at which they have done so, is impressive and indicative of an eagerness amongst many to reform the IPC analysis process. The Small Core Group was accountable to the Steering Group for this independent review, reporting back to them on progress made when the post-*gu* IPC analysis process was complete (as documented in Appendix 5). A number of stakeholders involved in the post-*gu* analysis process have fed back positively about the impact the uptake of recommendations has had in

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promoting greater plurality, inclusivity and transparency. A strong start has been made to improve the effectiveness of the IPC analysis process and how IPC results are communicated, with plans to build upon this in readiness for the 2023 post-*deyr* IPC analysis. This experience illustrates the importance of institutionalising a well-chaired multi-stakeholder group (which should eventually be a TWG) to carry out the IPC analysis, and the value of clear lines of accountability in the future.

4 Communication of IPC results for Somalia

4.1 How have the IPC results for Somalia been communicated to decision-makers, and to what extent has this reflected and drawn upon the multi-stakeholder ownership of the IPC?

The process of translating the conclusions of the IPC analysis process into communications products that clearly represent its technical results and in a way that is understood by a variety of audiences is challenging. The information is detailed and complicated and has a potentially significant impact on the allocation of humanitarian resources. In many countries where the IPC works there is a history of such information becoming politicised (Maxwell and Hailey, 2020). Ensuring that IPC results are communicated clearly and in a way that reflects the multi-stakeholder nature of the process is never going to be easy.

IPC communications products in Somalia

Until August 2023, each of the twice-yearly seasonal IPC analyses have been communicated in the following ways:

- **Technical releases.** These are the core output of the analysis process and are 4–5 pages of densely written continuous text together with relevant maps showing IPC phases. They do not follow standard IPC formats and do not include a summary, overview, key messages or recommendations for action. They carry the logos of the FGS, FAO, FSNAU, FEWS NET, Vulnerability Assessment and Mapping Unit, the UN Children’s Fund (UNICEF), Somalia Nutrition Cluster, Action Against Hunger, CARE, REACH and the IPC. On occasions the updates to the technical releases are published in partnership with FEWS NET and carry just their two logos.
- **Snapshots.** These provide the summary of the food security and nutrition situation in Somalia. They are approximately 3–4 pages long and include an overview, relevant maps and top-line numbers. They are IPC-branded only.
- **Key results and recommendations.** These half-page headlines on the IPC website give the key results of the most recent IPC analysis in bullet-point form, together with top-line recommendations for action.
- **Press releases.** Apparently press releases are prepared for most analyses but the review team have been unable to find or access these.

Contributors to the review recognised that continuing the analysis process and producing regular communications during volatile years in Somalia have been a remarkable achievement. However, there was significant criticism of their format and clarity. Although food security information specialists are comfortable with the content of the technical releases, many other recipients find the style impenetrable, the analysis is felt to be buried in a series of long statements and there is little explanation or reference to trends compared with previous seasons. It is felt by many that the headline

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messages at the top of technical releases are not coherent from season to season. Data is presented only in dense tables with little explanation. In terms of layout there are no subheadings or breaks within the text. As one interviewee put it: ‘they tell us about the trees but they miss the forest completely’.

The snapshots, which follow the standard IPC format, are easier to read but they are difficult to link to the analysis in the technical releases. The key results and recommendations are very light-touch and offer useful headlines only.

How communications are prepared

At the end of the analysis workshop, when the FSNAU presents to participants what it believes to be the conclusions of the process (see Section 3.1), there is some opportunity for discussion. Following the workshop, all communications on the results of IPC analyses in Somalia are prepared by FSNAU staff. The FSNAU does not have any dedicated communications staff and so the materials are prepared by the technical staff in the unit.

There is no fixed timetable for the preparation of results and the briefing of key stakeholders, but it usually takes 2–3 weeks after the completion of the analysis workshop to produce the results. Drafts are often shared in advance of publication with FEWS NET and the GSU who offer editing suggestions that are usually included in the final versions. No other stakeholders in the IPC process are involved in the preparation or discussion of IPC communications and so the multi-stakeholder character of the IPC is lost and there is little sense of joint ownership of communications products.

How IPC results are communicated

Draft communications are not shared outside the FSNAU, GSU and FEWS NET in advance of publication. Heads of UN agencies and NGOs, government staff and donors are often briefed by the FSNAU on the IPC results shortly before or on the same day as publication. Several stakeholders told the review team that they had requested early briefings on the IPC results in advance of them being made available publicly. They felt that this was important to ensure common understanding of the results and enable the development of response plans and common messages across the humanitarian community. Such requests have been rejected, apparently to avoid suspicion that IPC results have been amended by agencies in line with their own agendas. This has led, in the words of one interviewee, to ‘a mad scramble in a few hours to put together important clear public messages about a very complex situation’.

4.2 To what extent do current methods and processes of communication of IPC results in Somalia meet the needs of humanitarian decision-makers, and is there evidence that they are regularly used?

Communications during 2022–2023

During the period between 2015 and 2023, Somalia faced the most acute drought in recent history (see Section 2.3). This was exacerbated by the effects of a global food crisis, a lack of stability and weakened security within the country. In this context, ensuring the clear and coherent communication of the scale and nature of the food security and nutrition situation was crucial to enable appropriate levels of assistance.

It is not the purpose of this review to judge the technical accuracy of these headlines but to assess the degree to which these results were well communicated and enabled clear decision-making. Key language from IPC technical releases and updates during the period covered by this review is summarised in Box 2 (also see Figure 1).

Box 2 Language used in IPC reports to describe food insecurity in Somalia in 2022–2023

10 February 2022: More than 4.1 million people in Somalia face **acute food insecurity crisis** (IPC Phase 3) or worse outcomes.

8 April 2022: Somalia faces **risk of famine (IPC Phase 5)** as multi-season drought and soaring food prices lead to worsening acute food insecurity and malnutrition.

4 June 2022: Somalia faces **increased risk of famine** as acute food insecurity, malnutrition and mortality worsen.

5 September 2022: **Famine (IPC Phase 5)** is expected in parts of the Bay region unless humanitarian assistance urgently reaches people most in need.

12 September 2022: Nearly 6.7 million people across Somalia face **crisis (IPC Phase 3) or worse** acute food insecurity outcomes.

13 December 2022: Nearly 8.3 million people across Somalia face **crisis (IPC Phase 3) or worse** acute food insecurity outcomes.

28 February 2023: (The release was incorrectly titled 2022.) **Large-scale, multi-sectoral assistance will likely avert famine (IPC Phase 5)** but 6.5 million people in Somalia still face crisis (IPC Phase 3) or worse acute food security outcomes.

25 April 2023: Nearly 6.6 million people in Somalia still face **crisis (IPC Phase 3) or worse** acute food insecurity outcomes despite relative improvement in rainfall forecast and decline in food prices.

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In the opinion of the majority of contributors to the review, these headlines and the material that followed them did not provide a clear picture on which to base decision-making.

The lack of a clear, nuanced narrative explaining the results and linking reports throughout and across years is a significant failing. This means that on many occasions staff in IPC stakeholder organisations need to ‘translate’ IPC results for senior decision-makers, which can lead to different interpretations going to key parts of the humanitarian sector. On some occasions, lack of clarity has led to a ‘rumour mill’ across the humanitarian community generating various versions of the food security situation and causing confusion. This was particularly the case around the message in early 2023 that famine in Somalia was likely to be averted by international humanitarian action. Many disagreed with this message. In addition, the lack of a clear explanation as to how famine could have been averted and the absence of any consultation with stakeholders led to considerable frustration, particularly within the donor and UN communities.

One further criticism of the IPC results is that there is significant time lag between the gathering of data and the ultimate communication of results. This is largely a result of the time it takes to carry out the analysis itself, but shortening the time it takes to prepare communications would also help. Some users also expressed concern about the lack of clarity around when and why IPC update analyses are triggered.

Despite these shortcomings, the IPC analysis and its communication certainly contribute to resource planning. In many cases this is only in very broad-brush terms, as most significant players have agreed annual plans before the IPC results are released. However, the review team were told that in 2022 additional humanitarian resources were made available on the basis of IPC messaging. Donors and other actors did not wait for famine to be declared to make decisions. However, the impact of the additional assistance that was made available as a result of the IPC results was not clearly explained in subsequent IPC reports. This lack of clarity led to mixed messages on what was needed next and a great deal of frustration.

Communications at FMS level

There are no dedicated communications produced at FMS level, nor adequate briefing of key stakeholders at this level.²³ In future, consideration needs to be given to how individual FMS are represented in national communication products. This is particularly the case for FMS that are self-governing or autonomous. There are examples of how this issue has been handled by other national projects and programmes funded by IPC Resource Partners.

²³ The review team heard concerning examples of this lack of communication, even when food security had deteriorated seriously in particular states in 2022.

4.3 Reflections on adaptations made to the 2023 post-*gu* IPC analysis process, in response to the findings and recommendations of Part A of the review

Following the conclusion of Part A of this review, a Small Core Group was formed as described in Section 3.7 above. This group provided leadership to the post-*gu* season IPC analysis process, including oversight of the communication of the results. This has led to an immediate improvement in communications practices and outputs (see Table 2).

Actions taken during the post-*gu* analysis that have proved successful included engaging the wider group, who participated in the analysis process in the discussion of the final results and their communication. Briefings for senior leaders in key stakeholders were held by the FSNAU in advance of the publication of the results, which was appreciated.

In terms of the published communications outputs themselves, a team of communications officers from a number of participating agencies was formed to assist in preparing the IPC reports and associated documents. The standard formats for IPC reporting were used and this has led to much clearer and more easily understandable published reports. This forms a good platform on which to build future communications.

5 Governance, leadership and management of the IPC in Somalia

For the purposes of the review the following definitions are used:

- **Governance** is responsibility for overseeing the broader strategic interests and goals of the IPC process. Those who are responsible for governance are not involved in the day-to-day running of the IPC.
- **Leadership** is responsibility for setting and pursuing the overall direction of the IPC and ensuring that its implementation is in line with the objectives, guidelines and protocols of the IPC globally.
- **Management** is responsibility for ensuring that the IPC process runs well on a day-to-day basis, that the IPC has the resources it needs and that these are organised and used in an accountable fashion.

5.1 Characteristics of good governance, leadership and management of the IPC at country level

The IPC in Somalia is part of the global network of country-based processes that are expected to adhere to the globally agreed standards and protocols set out in the IPC Technical Manual Version 3.1. It is important that the starting point for reviewing IPC governance, leadership and management in Somalia is based on these common expectations and the characteristics that mark out successful IPC structures elsewhere in the world.

The review team have identified the qualities given in Box 3, which define successful IPC structures. These are based on the last two evaluations of the IPC GSP (FAO, 2018; 2022) and the personal experience of both the team and interviewees during the review.

Box 3 Key qualities of effective IPC structures

- **Responsibility** – it is clear within the structure who is responsible for which part of the process.
- **Accountability** – different actors within the IPC process are held to account for delivering their responsibilities.
- **Transparency** – it is clear how processes function and how, when and why decisions have been made.
- **Collective ownership** – the process and its outputs are owned by all stakeholders and those involved in the process feel a sense of common ownership.
- **Fairness** – all participants are treated equally and respectfully.
- The **technical integrity** of the IPC analysis process is protected, recognising the inherently political nature of food security information.
- Effective **balance between the twin IPC global objectives** of an independent ‘gold standard’ IPC analysis that is institutionalised and owned at national level.

Technical Working Group

The specific structure for the governance, leadership and management of the IPC varies from country to country but there are a number of recurring factors. First, there is a Technical Working Group, which is described in the IPC Manual as the ‘foundation of the country governance structure’. It is composed of technical experts representing key stakeholder institutions and organisations and is responsible for leading the planning, coordination and implementation of IPC activities in-country. The Chair of the TWG should be a senior representative of an IPC partner organisation or from government, when feasible. In volatile and conflict-affected environments, a structure of two Co-Chairs, one from government and one from an international organisation, has proved effective. The Chair is the key leader of the IPC and is critical in ensuring the integrity of the IPC process. The role is a defining factor in the success of the IPC.

Steering Committee

The TWG in most cases reports to a senior body that, in stable country environments, may be within a government ministry but in more volatile contexts is often a Steering Committee made up of senior representatives of national and international institutions and organisations. This has proved an effective oversight mechanism in both South Sudan and Afghanistan. In South Sudan there is an additional high-level governance oversight mechanism that acts as a final backstop to resolve issues, particularly when there are political difficulties or when IPC participants wish to raise confidential concerns about any aspect of the process. This role is fulfilled by a government minister and the UN Resident Coordinator/ Humanitarian Coordinator (RC/HC) (see Box 4).

Box 4 IPC structures in South Sudan and Afghanistan

South Sudan

The IPC analysis process in South Sudan had broken down at the end of 2020. This triggered the commissioning of an independent review in 2021 that recommended how the IPC should be restructured to protect against such a breakdown of consensus in the future.

In 2022, a reformed IPC structure was successfully launched, clarifying and separating governance, leadership and management roles. An Oversight Committee was established, to ensure that the IPC process fulfils three central qualities that it is: *objective* (to minimise conflicts of interest and bias); *complete* (all relevant considerations and alternatives have been taken into account); and *rigorous* (evidence-driven and follows the established IPC protocols).ⁱ This two-person Oversight Committee comprises the Minister of Agriculture and Food Security, and the UN Resident Coordinator/Humanitarian Coordinator.

A Steering Committee for the IPC was also established, comprising high-level representation from 10 government ministries, 7 UN agencies, 2 from the IPC, 1 NGO, plus 1 from Juba University.

The TWG is co-chaired by a representative of the Ministry of Agriculture and Food Security and a representative from the Food and Agriculture Organization (FAO). The IPC Secretariat sits within FAO. A ‘moderator’ is appointed by the Steering Committee for each IPC analysis process, to support the technical facilitator and with specific responsibilities that include ensuring all IPC ground rules are respected. The moderator also reports to the Steering Committee on progress of the analysis process.

Afghanistan

In Afghanistan there is a ‘National IPC Steering Committee’ (NISC). Its main responsibility is management of the IPC, including providing management oversight of the TWG and IPC Secretariat, and reviewing and endorsing the IPC five-year strategy and annual work plans. The NISC also promotes ownership and institutionalisation of the IPC among partner agencies and other stakeholders in the country, and supports dissemination and use of IPC results.

To a limited extent, the NISC provides an oversight mechanism, ‘ensur(ing) that the IPC in Afghanistan maintains coherence and sustainability in accord with IPC principles at the global level’.

ⁱⁱ Current membership of the NISC includes four UN agency and three NGO representatives and representatives of three IPC Resource Partners. The NISC used to be chaired by a government representative. Since the change in governance in Afghanistan in 2021, the NISC is co-chaired by the FAO Representative and the World Food Programme Country Representative.

The TWG also used to be chaired by a member of the Ministry of Agriculture, Irrigation and Livestock. Since the change in governance, it has been chaired by the Coordinator of the Food Security Cluster. The IPC Secretariat sits within FAO.

ⁱTaken from ‘Revised roles and responsibilities of critical functions required for IPC analysis in South Sudan.’

ⁱⁱTaken from ‘Roles and responsibilities of the IPC NISC and TWG’ for Afghanistan.

5.2 How is the IPC process currently governed in Somalia, what is working well, and what are the challenges and shortcomings?

The governance, leadership and management structure of the IPC in Somalia is unlike any other in the world. The lynchpin of the process is the FSNAU, which is currently made up of 33 staff, all but six of whom are technical analysts in nutrition, food security or agriculture. The remaining staff are in support roles mainly for the preparation of publications. The unit is led by a Chief Technical Adviser (CTA). Staff are based in Nairobi and Mogadishu.

It is important to stress that there is a critical difference between the FSNAU, which is a technical unit working in Somalia, and the IPC, which is a globally governed multi-stakeholder process. However, this point was missed by many contributors to the review who saw the FSNAU and the IPC as one and the same. In practice, the IPC forms the majority but not all of the FSNAU's workload. This conflation of the FSNAU and the IPC has also complicated discussions about handover of the FSNAU from FAO to federal government (see Section 5.3).

In Somalia, the FSNAU fulfils all of the secretariat functions in relation to the IPC (see Chapter 3). The CTA of the FSNAU reports to the FAO Country Representative but FAO reports that this is purely an 'administrative' arrangement in relation to the IPC, and that there is little or no direct management relationship between the representative or the programme director and the CTA. Therefore, the CTA is not held accountable for the elements of the FSNAU's role that relate to the IPC.

In Somalia, there are none of the key elements of IPC governance. Although there have been several attempts to establish a TWG since 2016, they have proved unsuccessful. The exact reasons for this failure are unclear, but whenever there has been disagreement amongst potential members the goal of establishing the TWG has been dropped. Representatives from at least a few departments of the FGS usually participate in the IPC process, but the FGS has no formal role and there is no clear line of accountability for the FSNAU, nor is there a senior oversight body to ensure strong governance.

This picture of leadership and management by the FSNAU is completely different from any other IPC process. Of course, it has its positive aspects: namely, it has consistently managed to provide for the delivery of a regular credible IPC analysis in one of the most difficult working environments in the world. This was recognised and respected by participants (mostly national NGOs) in the online survey of the review process. It is also important to note that although there has often been a difficult relationship between the FSNAU and the FGS, there have been few significant disagreements or challenges to the technical conclusions of the IPC analysis (although the FGS did challenge the IPC results in 2022).

However, it is undoubtedly the case that the clear roles and responsibilities, accountability and collective ownership that should be the hallmark of the IPC process are missing in Somalia and that it is time to move on from the exclusive role of the FSNAU.²⁴

5.3 To what extent do current governance arrangements reflect the multi-stakeholder nature and ownership of the IPC, including the role of government, as well as uphold the independence and integrity of the IPC process?

As described in Section 5.2, the current governance arrangements for the IPC in Somalia do not reflect the multi-stakeholder nature and ownership of the IPC. This section reflects on the current and potential governance relationships between the IPC and various stakeholders.

The Federal Government of Somalia

The FGS has a potentially crucial role to play in the governance of the IPC. One of the two objectives of the IPC globally is to ‘institutionalise’ the process within national institutions and the role of the FGS is critical in this. However, there are various hurdles to be cleared for this role to be fulfilled responsibly. The first is for the FGS to identify which ministry or government body should play the governance role as opposed to being involved in the day-to-day management and leadership of the IPC process. It would be preferable for this to be a senior ministry with oversight of broad governmental processes and an understanding of the implications and humanitarian resource flows involved in responding to the results of an IPC analysis.

It is important that the FGS takes into account that the IPC and the FSNAU are separate; this has not been clear in some recent discussions. While elements of the FSNAU are being transitioned to the FGS, the IPC remains a multi-stakeholder process guided by international standards and protocols, intended to be undertaken without undue political influence or interference.

There are other challenges. Somalia is constituted as a federal state made up of six FMS, of which three have difficult relationships with the FGS (see Box 1). At present, the IPC covers all six FMS in one process but this may become more challenging if the FGS is playing a governance role for the process. It may be difficult for the FGS alone to uphold the integrity of the IPC process if its authority is challenged at FMS level. This will need to be taken into account in the future structure of the IPC.

²⁴ It is worth noting that this point was clearly made five years ago: ‘This increasing centralization of all steps of the IPC process [within the FSNAU and to some extent FEWS NET] is increasingly challenged—by donors, agencies, and particularly the government of Somalia—as no longer being fit for purpose’ (Hailey et al., 2018). But the dominance of the FSNAU persisted.

UN agencies

In most IPC processes, relevant UN agencies have a role in governance whether as a Co-Chair of the TWG and/or members of a senior Steering Group. They bring a level of expertise and independence that has been important in many volatile and conflict-affected contexts. In Somalia, both the RC/HC and the FAO Representative have occasionally intervened when there have been difficulties between the FSNAU and the FGS; in the case of the RC/HC, at least, this is not a formal role. Bringing at least the RC/HC, FAO, World Food Programme, UNICEF and the UN Office for the Coordination of Humanitarian Affairs (OCHA) into the governance structure would build multi-stakeholder engagement and promote a means of ensuring and monitoring integrity and independence.

Resource Partners and donors

Donor governments are one of the main recipients of IPC information, but they also have roles to play as Resource Partners to the process – such as providing funds for its implementation and sometimes acting as observers or members of national steering groups.

In Somalia, with the exception of one donor, there is no distinction between the funds for the FSNAU and for the IPC, and all funds are channelled through FAO. The donors to the FSNAU have established a FSNAU Programme Management Advisory Committee (PMAC) with the primary aim of providing the FSNAU with guidance on matters of policy and strategy. The group also aims to play a key technical advisory role. The membership of the PMAC includes all donors who support the FSNAU, FGS representatives, heads of UN agencies who contribute financially to FAO, and FAO in its capacity as the implementation and technical oversight agency for the FSNAU.

The PMAC provides an ideal basis for donor engagement with the IPC process, but to date there has been some frustration on the part of the donors and other international stakeholders that they have been unable to exert much influence. While the PMAC donors do not wish to be part of the day-to-day IPC process, they do feel that their needs and requirements should be taken into account, which they believe has not been the case, particularly in 2022.

Other key stakeholders – IPC partners and other INGOs and national NGOs

International and national NGOs are key members and participants in the governance of the IPC in most countries, especially those organisations who are global partners of the IPC. However, in Somalia they have had no engagement at this level and have only taken part in the analysis groups and in supporting some technical innovations. This is a major gap and one that needs to be filled if the IPC is to move towards a more multi-stakeholder approach in Somalia, which has proved so beneficial to the analysis, its communication and application elsewhere.

5.4 How effective is current leadership of the IPC in ensuring the effective management of an inclusive and transparent process of IPC analysis, including government participation?

In all countries where the IPC is implemented, other than Somalia, the management of the process, the marshalling of data and the administration of the analysis are provided by a secretariat, usually sitting in government or within a UN agency. However, in Somalia the current leadership comes exclusively from the FSNAU with some support from FAO. It needs to be recognised that this has been effective insofar as it has delivered a regular, technically credible product. However, this process has not been as inclusive or as transparent as it should have been. In particular, as described in Chapter 3, the following areas provide opportunities for greater inclusion and transparency within the IPC process:

- Use of a plurality of data sources rather than one dominating source.
- More inclusive participation in the analysis process, and greater transparency of the process itself.
- Stronger explicit involvement of the GSU and connection to global objectives and processes.

The role of government in the IPC in Somalia

The role of government in the IPC should not be restricted to the FGS but also needs to include clear participation by the FMS. At present, FMS involvement is relatively light-touch through the state-level analysis workshops that contribute to the national process. There are comparable examples from other countries as to how subnational structures contribute to national analysis. The most common involve a subnational working group structure; this acts as the initial analysis forum, which then sends representatives to the national workshop and also carries out any further analysis or ground truthing that may be required. As discussed in Section 5.3, the difficult relationships within the federal structure in Somalia will make this challenging but some form of inclusive and transparent structure that takes this situation into account will be required.

5.5 How could the governance, leadership and management arrangements be adapted to strengthen the effectiveness of the IPC process in Somalia, learning from relevant experience in other countries where possible?

The IPC in Somalia requires a revitalised and restructured approach to governance, leadership and management if it is to reach its potential and be the collectively owned, multi-stakeholder, consensus-based process that it is elsewhere in the world. This will also enable it to meet the needs of decision-makers more effectively.

The key requirements of this new structure for the IPC would be:

- Governance that:
 - reflects the multi-stakeholder nature of the IPC
 - is appropriate to the growing significance, profile and influence of the IPC
 - includes clear and effective checks and balances and the means of addressing stakeholder concerns and lack of consensus where necessary
 - oversees protection of the technical integrity of the IPC analysis process when this is threatened, for example from undue political influence
 - provides independent oversight of the IPC process as a whole.

- Effective leadership that:
 - sets the schedule for IPC analysis processes, and when and how IPC updates should be carried out
 - coordinates key stakeholders to ensure voices are listened to and consensus is built
 - deals with a lack of consensus appropriately using IPC guidelines and protocols
 - works with QA processes to ensure that the IPC in Somalia is aligned with IPC global standards
 - works towards national ownership of the IPC process as a whole.

- Effective, efficient process management that:
 - communicates well in advance when IPC analysis processes will be carried out
 - enables IPC stakeholders to contribute to and take part in the IPC process as a whole
 - provides efficient administrative support to all aspects of the IPC
 - is able to produce clear, professionally prepared communications on IPC results that meet the needs of stakeholders and decision-makers.

6 Conclusions

The FSNAU was responsible for creating the IPC in Somalia in 2004, and has been central ever since to the uninterrupted schedule of twice-yearly IPC results published soon after the end of each of the two main rainy/agricultural seasons. The IPC is the key source of information on food security in Somalia for many humanitarian decision-makers, and in future for the Food Security Crisis Preparedness Plan. With such profile and influence comes scrutiny and responsibility, hence this independent review commissioned by the IPC Resource Partners to assess the current effectiveness of the IPC in Somalia and how it can be strengthened.

While the IPC has evolved technically in Somalia, at least partially reflecting the changing settlement patterns over the past 20 years (e.g., recent and rapid urbanisation), it has evolved little in terms of the institutional arrangements for the IPC. Thus, the FSNAU still leads and manages all aspects of the IPC analysis process. The domination of the IPC by this single, albeit highly skilled technical unit, and the heavy dependence on the seasonal assessments the FSNAU leads, has undermined three key global features of the IPC: first, its multi-stakeholder nature and sense of collective ownership; second, the plurality of data sources and knowledge on which the IPC should be based; and third, the extent to which the IPC results are based on genuine consensus across a range of different participating stakeholders. This, in turn, may affect the depth and coverage of the IPC analysis. It also means the IPC in Somalia is out of alignment with global standards on how the IPC should be run.

Although large numbers of technical analysts are invited to participate in each IPC analysis workshop, there are a number of disincentives and barriers to their engagement, including: lack of transparency in how the data from different agencies is used in the analysis process; a workshop style that gives little time or space to open discussion and challenge; and a lack of knowledge and capacity on the part of some stakeholder groups. As a result, some stakeholder groups are poorly represented in IPC analysis workshops, in particular the FGS and national NGOs, which inhibits the extent to which the IPC is nationally owned. Some INGOs that play a major part in IPC analysis processes in other countries do not regularly participate in IPC analysis workshops in Somalia, and certain sectors are poorly represented, in particular WASH and health. Most attention is paid to the AFI classification in the Somalia IPC analysis process with much less attention paid to the AMN scale; opportunities to deepen understanding of food insecurity by integrating and interrogating the results of both scales for particular geographic areas are frequently missed.

In the past couple of years, QA processes have brought an important level of challenge to the IPC analysis for Somalia, and have encouraged some adaptations, especially related to famine classifications and projections through the engagement of the FRC in 2022. Some other QA interventions (e.g., to improve analysis of the AMN scale, as described in Section 3.6), have had less traction, in part due to the lack of accountability in the overall IPC structure in Somalia, which means that there is limited follow-up if the proposed changes are not taken on board.

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The multi-stakeholder nature of the IPC is also missing in how IPC results for Somalia are communicated, from drafting of communication products to dissemination and presentation to decision-makers. The FSNAU is de facto the sole decision-maker for communications with some low-key support from the GSU and FEWS NET, but there is no discussion or debate with other stakeholders in advance of publication. This results in a lack of collective ownership on the part of the national and international humanitarian community of the IPC results, which in turn means there have been many lost opportunities for strong, common messaging and communication of IPC conclusions and their implications.

The dense and technical style of the technical releases, the core means of communication of the IPC, does not currently meet the needs of busy humanitarian decision-makers. They require clear and coherent messaging and an indication of trends over time, often to inform the allocation of resources. The absence of clear 'Key Messages' and 'Recommendations for Action' leaves room for misunderstanding. These limitations were thrown into sharp focus in 2022 as food security deteriorated in Somalia due to protracted drought as well as conflict, with the national and international spotlight on whether a famine was developing and how to prevent it.

Almost 20 years' experience of running IPC processes in over 30 countries provides valuable learning and good practice to design a well-functioning structure of governance, leadership and management that protects the space for a technically robust IPC analysis process, while recognising the inherently political nature of food security information. However, the governance, leadership and management of the IPC in Somalia has not evolved to align with this good practice and learning from elsewhere, nor with the changing institutional and political context within Somalia. Only certain aspects of the governance structure are prescribed in global IPC protocols, namely establishment of the TWG; even this does not yet exist in Somalia.

Instead, the governance, leadership and management of the IPC in Somalia is an outlier, with many different roles played by one single technical unit, the FSNAU, located within a UN agency; as yet very limited engagement of government; a remarkable lack of lines of accountability; and a lack of collective ownership.

In conclusion, while the IPC in Somalia may be producing sound technical results, the way it has been run is not fulfilling the essence of the IPC as a collectively owned and consensus-based analysis process – the *raison d'être* for developing the IPC in the first place – to provide decision-makers with a rigorous, evidence- and consensus-based analysis of food insecurity and acute malnutrition situations.

The review concludes that a restructure of the IPC process in Somalia is required – indeed, is overdue – to better reflect the changing political and institutional context in Somalia, particularly at the FGS and FMS levels, to build collective ownership and reflect the multi-stakeholder essence of the IPC, to follow global IPC guidelines on structure and consensus-building as set out in the Technical Manual, Version 3.1, and to draw on good practice elsewhere in the world.

7 The way forward: recommendations

As described in Section 3.7, Part A of the review made five overarching recommendations to improve the effectiveness of the IPC analysis process and the communication of IPC results for the post-*gu* IPC analysis carried out in August 2023. Each overarching recommendation was supported by a number of specific and detailed recommended actions, most of which were acted upon, as described in the progress report in Appendix 5.

Building on this promising foundation, this chapter makes recommendations to improve the effectiveness of the IPC in Somalia. These recommendations should be implemented over the next 6–12 months:

1. to improve the **effectiveness of the IPC data analysis process of achieving consensus;**
2. to improve **how IPC results are communicated, to better meet the needs of humanitarian decision-makers;**
3. to identify and recommend **appropriate leadership, management and governance for the IPC in Somalia**, in terms of structure, process and mechanisms.

These recommendations are based on four important premises:

- Although the FSNAU has, to date, been the unit leading and managing the IPC in Somalia, the FSNAU and IPC are not synonymous. The FSNAU is a technical unit; the IPC is a multi-stakeholder, consensus-building data analysis process.
- The IPC refers to the analysis process for the AFI and AMN, based on a plurality of data sources. The IPC does not include data gathering, even if the same bodies are engaged in both data collection and analysis.
- It is assumed that in the short term (six months) the FSNAU will continue to perform the support functions for the IPC analysis that it currently undertakes. However, these functions should then transition to a dedicated IPC Secretariat. This may be funded from the same resources that are available to the FSNAU, but this is the decision of Resource Partners. Within these recommendations we refer to ‘the IPC Secretariat’ throughout, as we are describing the function not the institutional location of that function.
- It will be very important that Resource Partners continue to support the IPC process throughout the transition to the new structure that is proposed. Without this support, the IPC in Somalia will not be able to continue.

Recommendations that should be implemented within the next six months are marked ‘immediate’, while it is envisaged that others, marked ‘medium term’, will be followed up over the coming year. Every effort has been made to ensure that recommendations can be implemented using the reallocation of existing funds rather than requiring significant additional resources, taking account of the current funding environment.

7.1 Recommendations to improve the effectiveness of the IPC data analysis process of achieving consensus

R1 Promote greater inclusion and participation of a range of stakeholders in the IPC analysis process – *immediate*

The multi-stakeholder essence of the IPC analysis process should be reinstated and reinforced, thus reducing the domination of the FSNAU. While the eventual establishment of the TWG (see R11) will be a major contribution to achieving this, efforts should also be made to reach out to different stakeholder groups to encourage their participation in the IPC analysis process, and thus to build their trust and confidence that the process is inclusive, and their engagement and contribution is welcomed. This has begun in the 2023 post-*gu* analysis process, and should be continued through the following:

- 1.1 **A simple stakeholder mapping exercise should be carried out, conducted by cluster coordinators (food security, nutrition, health and WASH):** to identify the organisations known to be active in data collection and analysis that are not regularly participating in the IPC analysis process, and to map their geographical coverage as well as their IPC knowledge and capacity.
- 1.2 **The results of the stakeholder mapping should inform a plan of outreach, as follows:**
 - to encourage more INGOs, national NGOs and government institutions (which are currently under-represented) to participate fully in IPC analysis processes from subnational to national level, contributing their data and knowledge, while also ensuring clear criteria (including IPC Level 1 qualifications) are met for being part of the analysis team;
 - to bring more WASH and health actors into the IPC analysis process, with support from the GSU to enable water and health indicators to be better integrated into the IPC analysis for Somalia;
 - to identify agencies with data and knowledge from ‘hard-to-reach’ areas to be invited to participate in the IPC analysis process to improve analysis and classification of those areas and reduce dependence on the unverified extrapolation of results from neighbouring areas.
- 1.3 **The results of the stakeholder mapping of IPC knowledge and expertise should inform the design and roll-out of a three-year IPC capacity development programme, comprising IPC training and also follow-up to ensure engagement in, and experience of, IPC analysis in practice.** This should be led by the GSU in close consultation with the Food Security and Nutrition clusters. There should be continued prioritisation of training and capacity development in the AMN classification where capacity is currently weakest.
- 1.4 **The timetable for the twice-yearly IPC analysis processes should be set well in advance, with dates for the analysis workshops circulated through all cluster coordinators, to enable agencies to schedule their own data collection processes to feed into the IPC analysis, and to ensure staff are available to participate.** Why and when IPC updates are carried out, between the twice-yearly IPC analysis processes, should also be clarified.

R2 Promote transparency of use of data and of the analysis process – *immediate*

Key to encouraging participation in, and ownership of, the IPC analysis process is greater transparency in how data is used, particularly data from agencies other than the FSNAU, and deeper understanding of how the analysis process is conducted. This will also build the trust of users in the results. This can be achieved through the following:

- 2.1 **Ensuring IPC participants receive refresher training for each IPC analysis that clarifies all aspects of the analysis process, including how FSNAU seasonal assessment data is used alongside data from other sources, and how the ‘convergence of evidence’ component of the IPC is implemented, drawing on all data sources.**
- 2.2 **Continuing to use the CDT²⁵ developed by the GSU (until its successor – the analysis platform – is available and rolled out to Somalia), to indicate what data are available, from which agencies, for which locations, and at what levels; also indicating who is participating in the IPC analysis process from different organisations.** This should be supported by orientation and training of all participants in the use and application of the CDT.
- 2.3 **Developing clear presentations on certain aspects of the analysis process that are currently poorly understood, or misunderstood, available for technical analysts and for IPC users.**
This includes:
 - how data collected by the FSNAU at the level of livelihood zones, is then extrapolated to the administrative unit of the district
 - how IPC phase classifications are made for ‘hard-to-reach’ areas, based on extrapolation and remote monitoring, and evidence (see also R4).

In the medium term, there should be greater sharing of the data sets used in the IPC analysis.

R3 Separate and clarify key roles in the IPC analysis process – *immediate*

The chairing and facilitation roles of the IPC analysis process should be separated, with clarification of what is expected of each, and also the qualifications and experience required for each, summarised in the respective Terms of Reference (TOR). Individuals and teams should then be assigned to these different roles, and the arrangements clearly communicated to all participants in the analysis process each time (see also R11 on appointment of the TWG Chairpersons.) Specifically, these arrangements should include:

- TOR for the chairing and facilitation roles, with GSU input to ensure alignment with global IPC protocols.

25 First used for Somalia for the post-*gu* IPC analysis in August 2023, in response to the review team’s Part A recommendations.

- A roster of facilitators for Somalia, with IPC Level 3 qualifications for national-level facilitation and IPC Level 2 qualifications for facilitation at subnational level. For each IPC analysis process, facilitation should be shared between members selected from the roster, representing different technical organisations (e.g., FEWS NET, FSNAU and cluster coordinators).

R4 Strengthen quality assurance of the IPC analysis process - *medium term*

The GSU (global and regional teams) should continue to build on their increasing level of engagement in QA of the IPC analysis process in Somalia in the past couple of years, supplementing this with technical support as required, for example from in-country and regional experts. This should include the following:

- providing regular feedback and course-correction on the analysis process as well as on adherence to technical protocols, in real-time during the IPC analysis workshops
- providing dedicated QA when IPC results for neighbouring countries (Somalia and Kenya) are widely differing for adjacent geographical areas across borders
- reviewing and providing technical input on the following issues that have emerged as problematic in the Somalia context (some of which are known to be issues in other countries where the IPC is implemented):
 - better integration between the AFI and AMN analysis, exploring when the phase classifications are very different between the two, and explaining the reasons
 - reviewing how humanitarian assistance projections are handled in the IPC analysis process and making clear recommendations for how this can be improved
 - reviewing how extrapolation is carried out for ‘hard-to-reach’ areas, and advising on the reliability and limitations of extrapolated data, including whether/how it should be used for phase classifications, and when ‘hard-to-reach’ areas should be left blank on the IPC map
- reviewing the role of the FRC in the Somalia IPC in 2022 and whether the knowledge and expertise of FRC members was fully utilised (e.g., the implications of the FRC having a restricted geographical focus), and how this could be improved in the future to inform adaptation of the global FRC protocol.

7.2 Recommendations to improve the communication of IPC results for Somalia

R5 Develop a communications strategy and resource this as a core function of the IPC - *immediate*

Clear and effective communication of the IPC results is a critical element of the process of analysing and sharing crucial information with humanitarian planners, decision-makers and implementers. Without this the IPC analysis loses a large amount of its influence and it is easy for its results to be misinterpreted and possibly even misused. It is important that those responsible for the IPC in Somalia recognise communication as a key part of the IPC process. This should be done by:

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5.1 **Developing a communications strategy.**

This should set out objectives for IPC communications in Somalia, target audiences and means of measuring its effectiveness.

5.2 **Appoint dedicated specialist staff to lead and develop communications products.**

At least two staff should be brought into the FSNAU, then the IPC Secretariat when it is established. These roles will include an editor and a design specialist, who should, among other things, develop a working relationship with the GSU communications team. A specific budget line should also be created to support the process and outputs of this small communications team. It is possible that these posts could be short term – up to two years to establish the communications strategy and practice in Somalia, after which it could be run exclusively by nominees from IPC partner agencies. If it is not possible to set up this communications capacity immediately then stakeholder agencies in Somalia could be approached to deploy their own staff, temporarily but full time during and after each IPC analysis workshop, to lead the process until it is possible to recruit a dedicated team.

R6 Develop a timetable and process to engage key stakeholders and develop common messaging – *immediate*

It is essential that key stakeholders are involved in the discussion of the IPC results as soon as they are available, and common messages should be developed in the light of these conversations. This is not for the purpose of technical debate – this takes place within the analysis workshop – but to discuss the implications of the results. This will enable clear, coherent joint messaging by key actors in the humanitarian community, which can only promote speedier and more effective responses.

The process of sharing and discussing the results before publication should be organised as follows:

- As soon as the IPC analysis process begins, share a timetable for communicating its results.
- As soon as results have been agreed by the analysis group/TWG, arrange meetings with the Steering Committee to present the results and engage them in a discussion of their implications, what action is required and how to communicate this.
- Through these discussions, agree the language to be used in communications by key stakeholders.

R7 Use agreed IPC formats – *immediate*

The IPC GSU has developed and tested formats for the communication of results. These should be used in Somalia as they are elsewhere. This will help ensure the IPC in Somalia is meeting global standards and will also be helpful for regional and global stakeholders who are responsible for reviewing IPC results from multiple countries.

R8 Review effectiveness of communications – *medium term*

Establish a feedback loop to ensure that communications are meeting the needs of decision-makers. This could be done several weeks after the publication of results. It may not be necessary to do this for all analyses but regularly enough to check that communications are meeting needs.

R9 Ensure consistent knowledge of the IPC on the part of key stakeholders – *medium term*

In advance of IPC analysis processes, the IPC Secretariat should arrange a short workshop for organisational and government leaders in Somalia to clarify the purpose and process of the IPC and what it can and cannot do. This may draw on experience from IPC global partners who regularly arrange similar events for their staff.

7.3 Recommendations to improve the governance, leadership and management of the IPC in Somalia

A restructuring of the IPC in Somalia is required if it is to meet its full potential, align with global standards and become the multi-stakeholder initiative that it is in other countries. This will enable it to become a key example of the IPC globally. The following principles and characteristics have been borne in mind in developing the recommendations:

- **Collective ownership** – the IPC structure should include and be representative of the capacity and needs of all of its stakeholders.
- **Transparency** – it should be clear how processes function and how, when and why decisions have been made.
- **Accountability** – there should be clear lines of accountability throughout the structure.
- Roles and responsibilities should be **clear and well defined**.
- The **technical integrity** of the IPC analysis process should be protected within the structure, recognising the inherently political nature of food security information.
- There should be a **balance** between ensuring that the IPC is independent and reflects the international ‘gold standard’, and developing national capacity and ownership of the process.

It is beyond the scope and resources of this review to look in detail at the processes that are currently underway to implement the IPC process within FMS, so these recommendations focus on structures at national level. It is recommended that further work is done with FMS stakeholders and that structures are developed that connect with those described here, drawing on experience and good practice from other countries, especially those that have a federal system of government.

R10 Establish an independent governance mechanism – *immediate*

The IPC in Somalia requires independent governance that oversees the conduct of the process and integrity of the IPC but plays no role in the technical analysis. The recommended mechanism mirrors that which was proposed in 2021 for the IPC in South Sudan, which has been successfully adopted. This is not a heavy additional layer to the structure; it will not be called upon when the IPC is working well, but instead on rare occasions when there are issues that the Steering Committee is unable to address and when there are fundamental challenges to the essence of the IPC process. In addition to overseeing the IPC process as a whole, this mechanism will:

- Oversee the IPC in Somalia to ensure that it is in line with the IPC’s global objectives to be a multi-stakeholder, evidence-based and consensus-based gold standard for food security information while at the same time building national ownership of the process.
- Provide a confidential channel for stakeholders to raise concerns on any issue with the IPC drawing on examples of similar processes across the humanitarian sector.²⁶
- Only in circumstances of irreconcilable differences within the IPC process will the governance mechanism intervene and act as a ‘backstop’ to seek agreement on how the IPC process should move forward. In such cases they will liaise closely with the GSC.

The governance mechanism should be made up of two (or possibly more, but a maximum of four) well-respected senior individuals representing the international and national humanitarian communities. They should not be food security experts or trained analysts, but they need to have experience of running multi-agency initiatives and processes. They will act as ‘elders’ to the IPC process and they need to have the trust of all those involved in it.

It is recommended that the DSRSG/RC/HC is the international representative for the governance mechanism. The national representative could be either a minister or a director-general from a senior ministry within the FGS. The advantage of having a minister is that this represents a high level of seniority and recognises the inherently political nature of food security information. In the event of a disagreement at a strategic level then it is likely that ministerial intervention would be required in any case.

²⁶ For example, the Core Humanitarian Standard Complaints Mechanism and the various safeguarding reporting mechanisms that have been developed within organisations.

R11 Establish a leadership structure that reflects the multi-stakeholder nature of the IPC - *immediate*

The IPC in Somalia requires a strong leadership structure that sets direction and provides clear, transparent and fair leadership of the preparation, implementation and communication of the analysis process and its results. Leaders will also ensure that the IPC in Somalia reflects the development of the IPC globally.

The leadership structure should be established by:

- 11.1 **Setting up a TWG.** The TWG should be created in line with the guidance in the IPC Technical Manual Version 3.1 and be made up of a group of experts representing key stakeholder institutions and organisations who are responsible for leading the planning, coordination and implementation of IPC activities in the country.²⁷ The TWG should have two co-chairs. One should be from the international community, either the Food Security Cluster Coordinator or the head of the technical staff in a relevant UN or INGO. The other should be a senior representative of a relevant ministry or body in the FGS.
- 11.2 **Establish a Steering Committee.** In line with other comparable country contexts in which the IPC is implemented, a Steering Committee should be established made up of senior non-technical representatives of IPC Partner Organisations, the GSU, the FGS and key FMS. The role of the Steering Committee would be to meet before and after each analysis process to review both the process and the resources allocated to it to ensure that it is in line with what is required to meet the needs of key stakeholders and decision-makers within the humanitarian community in Somalia. This Steering Committee model has been adopted successfully in several other countries where government structures are evolving and the environment is often volatile. This additional structure provides a valuable extra layer of oversight at head of agency or programme director level. For this reason, it is recommended that the need for this committee be reviewed every two years.

²⁷ The Small Core Group that led the implementation of the recommendations of Part A of this review could be a sound platform on which to build the TWG.

R12 Establish a Secretariat to ensure the accountable management of the IPC process in Somalia – *immediate*

The IPC process in Somalia needs a dedicated Secretariat to ensure that it runs smoothly on a day-to-day basis. The functions required of the Secretariat include:

- providing administrative support to the analysis process
- providing administrative support to the leadership and government levels of the IPC
- validating data sources
- coordinating stakeholder discussions on IPC results
- preparing and publishing communications products.

Given the range of responsibilities that fall to the Secretariat it will need to include staff with high-level technical skills, dedicated communications staff and competent administrators.

The functions outlined above are currently carried out by the FSNAU. Efforts to establish a dedicated IPC Secretariat should begin immediately. The review team recognises that the functions identified for the IPC Secretariat in Somalia go further than those often assigned to secretariats in other countries where the IPC is implemented; they include functions sometimes performed by a Core Group of agencies within the TWG. However, this is recommended in Somalia given the current circumstances of the IPC, in that a single body – the FSNAU – is performing all of these tasks and that there is no TWG as yet. It would be a risk to assume that it will be possible to establish a TWG and expect some of its agencies to perform additional roles at the same time. In due course, it may be possible to move to a position more in line with other countries of having a purely administrative secretariat and other tasks performed by member agencies of the TWG.

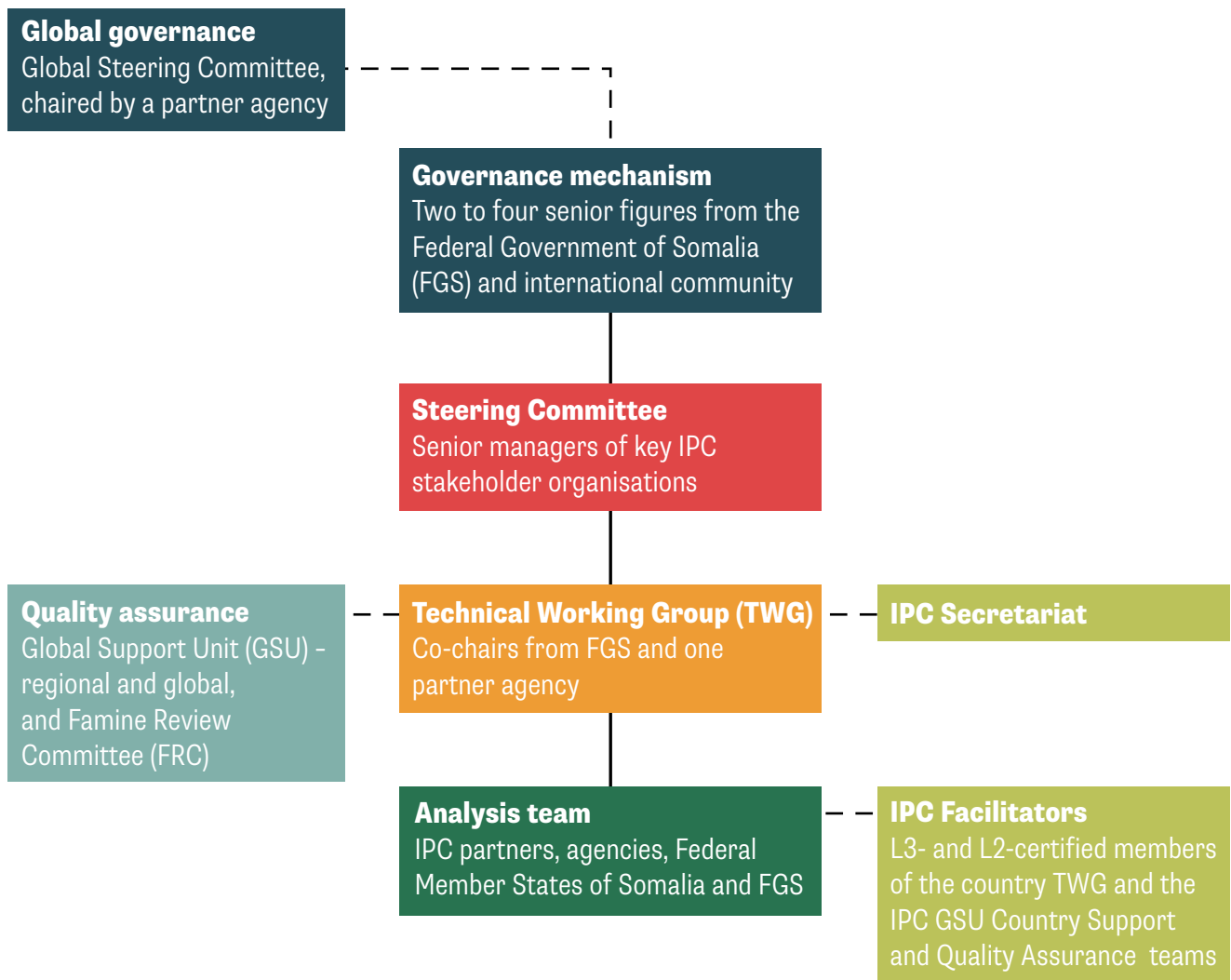
Based on practice elsewhere, the Secretariat should be hosted by an international agency, most likely to be FAO. Over time, and according to a road map and achievement of clear milestones, consideration should be given to moving the Secretariat to be hosted within the FGS. The head of the Secretariat should work closely with the co-chairs of the TWG and should report to the chair of the Steering Committee.

Funding for the Secretariat and the IPC process should be provided by IPC Resource Partners, although on occasions the GSU may be able to contribute limited amounts of funds. It is beyond the remit of this review to recommend the source or reallocation of Resource Partners' funds. However, given that most of these currently make grants to FAO/FSNAU that cover the IPC process, some of these funds should be earmarked in future for the IPC. Additional funds may be needed to cover participation of certain stakeholder groups, in particular national NGOs who do not have the resources to participate fully in 10-day analysis workshops.

R13 Proposed structure

The organogram provided in Figure 3 represents the recommended structure for the IPC in Somalia.

Figure 3 Outline structure for IPC governance in Somalia



Details of the roles of each element of this structure are given in Section 7.3.

7.4 Proposed approach for implementing recommendations

It is going to be important to have clear responsibility for the implementations of the recommendations of this review. The following is a proposal for how this may be done.

- Establish a multi-stakeholder **Task Force** at national level. Membership to include senior representatives from:
 - the Steering Group for the review (Resource Partners of the IPC)
 - relevant UN agencies: one of whom should be the Chair of the Task Force
 - 3–4 FGS ministries or relevant bodies
 - 3–4 NGOs
 - the CTA of the FSNAU
 - the Food Security Cluster Coordinator
 - Representatives of the ICCG and associated clusters: nutrition, health and WASH.

The role of the Task Force will be to agree the overall direction of the recommendations, levels of prioritisation and the process by which each will be implemented. It is anticipated that much of this discussion will take the form of agreeing which recommendations will be adopted and how to reallocate existing funds, as referred to in recommendation R12, rather than raising significant additional resources.

- Establish a coordination/support team to implement the recommendations. This should be made up as follows:
 - A task- and time-defined team of two people, one of whom should be at a senior level within the sector. Ideally the team should be based in Somalia, funded and recruited by IPC Resource Partners.
 - One team member should be dedicated to the administration of the implementation of the review's recommendations.

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Appendix 1 Terms of Reference: Independent review of the IPC in Somalia

Background to the IPC

The IPC was originally developed in 2004 for use in Somalia by FAO's FSNAU. Since then, the IPC has been developed and expanded, and has become the 'gold standard' for providing a snapshot of the severity of food insecurity in over 30 countries in Africa, Asia and Latin America, at national and sub-national levels. The IPC is now led by a global partnership of 15 organisations, each represented on the Global Steering Committee, the governing body of the IPC. The IPC has also become the de facto mechanism for declaring famine – whether threatened, likely, or actually happening – in countries implementing the IPC. The IPC is particularly valued as a collective analysis of acute food insecurity. It carries greater authority than any single agency analysis and avoids the scenario of several possibly conflicting, separate agency analyses being released. Key to this collective analysis is the consensus-building process that underpins it, regarded by users as its greatest added value. The IPC is described as:

- a process to build evidence-based technical consensus among key stakeholders;
- an approach to consolidate wide-ranging evidence to classify the severity and magnitude and to identify the key drivers of food insecurity and malnutrition;
- a path to provide actionable knowledge for strategic decision-making;
- a platform to ensure a rigorous, neutral analysis.

IPC in Somalia, and rationale for an independent review

In Somalia, the IPC process has continued to be led by the FSNAU, using its own data and that of a number of other organisations. The FSNAU is, in turn, managed by FAO. The IPC process in Somalia has been supported by the Global Support Unit (GSU), which plays both technical support and quality assurance roles. The IPC Acute Food Insecurity (AFI) scale and the IPC Acute Malnutrition Scale (AMN) are regularly completed for Somalia, usually twice a year.

In April 2023, a group of donors wrote to the FAO Representative (FAOR) for Somalia expressing a number of concerns about factors that may be inhibiting the effectiveness of the IPC in Somalia. There are three sets of concerns:

1. IPC data and analysis:
 - a. Inadequate transparency of the data analysis process that has become overly centralised;
 - b. The need for inputs and contributions to the IPC analysis beyond traditional food security and nutrition actors;
 - c. The need for additional assessments in locations at risk of famine.
2. Communication, ownership and action on findings and recommendations:
 - a. Inadequate accompaniment of government through the IPC process and the need for improved information flows;
 - b. Inadequate information packaging and messaging.
3. IPC and FSNAU governance:
 - a. The need for clearer governance of the IPC process;
 - b. The need for shared leadership of the IPC process.

The donors called for a review of the IPC process in Somalia, to ensure that it considers and is aligned with IPC global standards.

On 4 April, in an online meeting between the concerned donors, FAO and the GSU, donor representatives further elaborated on the issues raised in the letter to ensure that the IPC could better meet decision-makers' needs. The lead consultant of the independent review of the IPC in South Sudan was invited to the meeting by the FAOR to share the experience and learning from carrying out that review in 2021. Although the independent review in South Sudan was commissioned for a slightly different set of reasons – because the IPC analysis process had broken down when the South Sudan IPC Technical Working Group was unable to reach technical consensus on the severity of food insecurity in six critical counties – it was nevertheless intended to address issues that were negatively impacting the effectiveness of the IPC in South Sudan, and to support the restoration of the effective functioning and credibility of the IPC in South Sudan. This TOR draws heavily on the successful aspects of the approach adopted for the independent review of the IPC in South Sudan, which ultimately resulted in the restoration of the IPC (see Box 5).

Box 5 Characteristics of the independent review of the IPC in South Sudan – key learning points

1. It was important that the review was conducted in such a way to ensure and protect its independence, including the perception of its independence. To achieve this:
 - it was commissioned by the IPC Resource Partners rather than by a stakeholder that participates in the IPC process. (The Resource Partners managed the review through a management group comprising their representatives in South Sudan);
 - it was carried out by an independent think-tank, ODI, which had not been involved in the IPC process, with an approach that meticulously protected the independence of the review;

2. the review was accompanied by a Reference Group comprising the main IPC stakeholders, in order to foster broad ownership of the review and take-up of its findings and recommendations;
3. a process of consultation took place with different stakeholder groups for their input into the way forward as the review team moved from their analysis of the preliminary findings to the formulation of recommendations;
4. The review took a light and reflective approach, to draw out and explore the key issues that needed to be addressed in order to move the IPC process forward.

In short, the process through which the review was carried out was as important as the data collection methods in terms of triggering the effective restoration of the IPC process in South Sudan, with a revised governance structure and mechanisms.

Goal and review questions

The overall goal of the proposed independent review of the IPC in Somalia is to improve the effectiveness of the IPC as the key source of food security information and analysis in Somalia, informing and guiding humanitarian decision-making by a range of different actors, while recognising and respecting the multi-stakeholder essence of the IPC, and its global status as gold standard.

The questions the independent review sets out to address are the following:

- 1. How effectively is the IPC data analysis process being carried out, to achieve consensus?**
 - a. With reference to the last two IPC seasonal processes, how inclusive is the analysis process, in terms of who participates and the nature of their participation?
 - b. How effective is chairing and facilitation of the IPC analysis process, to promote inclusion, participation and manage consensus-building?
 - c. How transparent and clearly understood is the analysis process for those participating?
 - d. What is working well in terms of how consensus is reached, what happens in the absence of consensus, and what are the challenges and how might they be overcome?

Note: this question has been added to the review to reflect Resource Partners' concerns about the adequacy and transparency of the IPC analysis process. Their interest in inclusion of data beyond traditional food security and nutrition actors has not been included, as this is a technical issue that falls within the remit of the GSU.

- 2. How effectively are IPC results for Somalia communicated, in order to inform and guide humanitarian decision-making, and how could this be strengthened?**
 - a. With reference to the last two IPC seasonal processes, how have IPC results for Somalia been communicated to decision-makers at country and regional levels, and to what extent has this reflected and drawn upon the multi-stakeholder ownership of the IPC, for example through common and timely messaging to lever appropriate outcomes?

- b. To what extent do current methods and processes of communication of IPC results for Somalia meet the needs of humanitarian decision-makers and is there evidence that they are regularly used?
- c. How can communication of the IPC results be improved to better meet the needs of humanitarian decision-makers?

3. How effective is the current governance, leadership and management of the IPC process in Somalia?

- a. How is the IPC process currently governed in Somalia? What is working well and what are the challenges and shortcomings?
- b. To what extent do current governance arrangements reflect the multi-stakeholder nature and ownership of the IPC, including the role of government, as well as uphold the independence and integrity of the IPC process?
- c. How effective is current leadership of the IPC in ensuring the effective management of an inclusive and transparent process of IPC analysis, including government participation?
- d. How could the governance, leadership and management arrangements be adapted to strengthen the effectiveness of the IPC process in Somalia, where possible learning from relevant experience in other countries?

Note: as proposed by the Resource Partners, question 3 combines governance, leadership and management, ensuring they are explored as a coherent whole. However, combining governance, leadership and management in one question does not reduce the scope of the review, as each aspect must be explored both separately and as part of a comprehensive structure. Experience from the South Sudan independent review, and from previous evaluations of the IPC at global level, demonstrates how important it is that these roles are separated, yet there are mechanisms and processes to connect them.

Methodology and outputs

The principles and approach adopted in the independent review of the IPC in South Sudan will underpin this independent review of the IPC in Somalia, as described above, namely:

1. ensuring and protecting the independence of the review;
2. fostering broad ownership of the review and take-up of its findings and recommendations;
3. ensuring a process of consultation with different stakeholder groups for their input into the way forward;
4. a light and reflective approach, which differentiates this review from a full-blown evaluation.

The scope of the review will be the last two IPC seasonal processes: for the post-*deyr* 2022 season, carried out in January 2023, and for the preceding post-*gu* 2022 season, conducted in August 2022. The review will cover both the AFI and AMN analysis processes. The review will also cover the most recent IPC update analysis, carried out in April 2023.

The review will be conducted in the following phases.

Inception phase

The inception phase will be carried out by both consultants, working remotely, supported by ODI research assistance and HPG/ODI leadership:

1. Work with FAO and IPC Resource Partners to establish a Steering/Management Group to take ownership of the independent review, and a wider Reference Group of key IPC stakeholders, each with clear and agreed Terms of Reference (TOR), and each meeting at least once during the inception phase.
2. Conduct up to 10 key informant interviews (KIIs) with key stakeholders (donors – 3, FSNAU – 1, FAO – 1, UN agencies – 1, government – 1, NGOs involved in the IPC process – 1, FEWS NET – 1, GSU – 1).
3. Review relevant documentation, including reports of GSU support missions to Somalia, IPC analyses and workshop reports for Somalia, press releases and other means of communicating the IPC for Somalia.
4. Design the online survey of users of the IPC (see the methodology section below).
5. Based on findings from the above, review and refine the review questions, establish the framework for the review, and fine-tune the process and methods for the main phase of the review, presented in a short inception report.

Main phase of the review

The main phase of the review will be carried out by a two-person review team, supported by ODI research assistance and HPG/ODI leadership. While some activities will be carried out remotely, the main phase of the review will include a trip to Nairobi and Mogadishu of nine days (including travel time).

The findings of the main phase will be presented in two parts:

1. **Part A:** the findings and recommendations in response to questions 1 and 2 above, on the IPC data analysis process, and communication of IPC results respectively, will be completed and presented at the end of July 2023, in order to inform the next IPC analysis.
2. **Part B:** the findings and recommendations in response to question 3, on governance, leadership and management of the IPC in Somalia, will be completed through a consultative process and finalised in October 2023.

The following methods will be used:

1. Using the review framework, up to 40 KIIs will be conducted with stakeholders of the IPC in Somalia, including IPC Resource Partners and other donors, representatives of participating organisations in the IPC process, FSNAU and FAO, government officials, members of the GSU and of the IPC Famine Review Committee (FRC).

- a. For an independent review of such a multi-stakeholder initiative, it is essential that stakeholders have the space to share their experience and perspectives confidentially, knowing they will not be quoted. Experience from the South Sudan independent review and evaluations of the GSP confirm the importance of this one-to-one method of interviewing, rather than relying upon focus group discussions.
2. The online survey of users of the IPC Somalia will be launched, to seek their feedback on current communication methods of IPC results, and the extent to which it meets their needs.
 - a. This will provide an additional source of data from a wider number of stakeholders than it will be possible to interview, that can be quantified, and used to triangulate data collected through KIIs.
3. Two mini-workshops will be conducted, of IPC stakeholders in Nairobi and in Mogadishu respectively, to explore particular issues related to the review questions in more detail.

Reporting of findings and recommendations

Part A: The findings and recommendations for Part A (on the IPC analysis process and communication) will be presented as a PowerPoint slide deck. As the completion of this part of the review is tightly timebound, the draft findings and recommendations will inform the IPC analysis process in August. IPC stakeholders will have the month of August to comment on the findings and recommendations for finalisation of Part A in early September (which will be included in the final review report submitted in October – see below).

Part B: The preliminary findings for Part B of the review, on governance, leadership and management, will be presented as a second PowerPoint slide deck, and discussed with the Reference Group and in a series of online workshops, convened by ODI, with different stakeholder groups (some stakeholder groups could be combined to reduce the number of online workshops) for their feedback and input into the review recommendations. (The consultation component of the review is regarded as critical to the ownership and take-up of the findings and recommendations, so cannot be cut.)

In the light of comments and discussions the final report will be drafted and circulated for comment. This will be finalised as a published ODI report, covering the findings from both Part A and Part B, which will be presented to the Reference Group.

Appendix 2 Reference Group - Terms of Reference and membership

The Reference Group is a voluntary body intended to play an advisory role for this independent review. It acts as a forum for representatives of the main IPC stakeholder groups in Somalia (and, in some cases, at global level) to engage with the review team during the process in order to enable as broad an ownership as possible, and take-up of the findings and recommendations of the review.

However, the Reference Group does not have sign-off authority on the review. Specifically, the Reference Group:

1. ensures that key IPC stakeholders provide strategic advice, guidance and assistance to the independent review team so that the analysis and recommendations adequately consider key stakeholder perspectives;
2. enables the review team to share the preliminary findings and analysis with this broad stakeholder group;
3. encourages key informants from within the main stakeholder groups to participate in the review, thus ensuring fair and adequate opportunity for divergent opinions to be included.

Specific tasks of the Reference Group

The Reference Group will meet with the independent review team periodically at critical milestones in the review process, as follows:

1. Presentation and discussion of the review's preliminary findings on questions 1 and 2 only (end-July 2023)
 - a. Review team presents preliminary analysis of findings, for feedback and discussion.
 - b. Reference Group reflects on, and inputs into, the conclusions arising from the findings on questions 1 and 2.
 - c. Reference Group proposes additional documents and key informants to be included in the development of Part B of the review to be undertaken in September.
2. Presentation of the review's analysis and recommendations on question 3 (late September/early October 2023)
 - a. The review team will debrief the Reference Group on its final analysis and preliminary conclusions, so the Reference Group can input into the final recommendations and can feed into discussion on how the learning and recommendations can be taken forward and acted upon.

3. Presentation of proposed way forward to implement conclusions and recommendations (late October 2023)
 - a. The review team will present final conclusions and recommendations to the Reference Group for input into a proposed process for how these may be implemented and where accountability lies for doing so.

Meetings are expected to last a couple of hours. Between meetings each Reference Group member will be interviewed as a key informant for the independent review and may be asked to encourage and facilitate other IPC stakeholders in Somalia to engage with the review team.

Membership and chairing of the Reference Group

There is a balance to be found between wide representation of IPC stakeholders in the Reference Group and manageability of the group and its discussions. To achieve this, it is anticipated that the group will comprise between 16 and 18 members. The Steering Group for this independent review (see below) will initiate and facilitate the establishment of the Reference Group.

Organisations/institutions are invited to join the Reference Group according to the following criteria:

1. institutions who are members of the Steering Group (five members);
2. representatives of key ministries in the Federal Government of Somalia (up to five members);
3. key stakeholders in the IPC process in Somalia from UN agencies, international and national NGOs (up to eight members with a balance between the three groups of agencies);
4. the IPC Global Support Unit (GSU) and the IPC Global Steering Committee (two members).

With the exception of the two global representatives, members of the Reference Group will be based in Somalia or Nairobi and have a high-level contextual understanding of food security analysis in Somalia.

In the event that an organisation's representative is no longer available to participate in the Reference Group, they are expected to notify the ODI review team as soon as possible and facilitate the designation of an appropriate replacement.

In the spirit of ensuring the independence of this review the Reference Group will be chaired by the Director of ODI's Humanitarian Policy Group.

Membership listed below:

- Jose Lopez, IPC Global Programme Manager, IPC Global Support Unit
- Peter Hailey, IPC Famine Review Committee
- Dr Mamanur Rahman Malik, World Health Organization (WHO) Representative
- El-Khidir Daloum, Country Representative, WFP
- Wafaa Saeed, Country Representative UNICEF

- Daniel Molla, Chief Technical Adviser, FSNAU
- Shannon O'Hara, Intercluster Coordinator, OCHA
- Gordon Dudi, Food Security Cluster Coordinator
- Simon Karanja, Nutrition Cluster Coordinator
- Begna Edo, WASH Cluster Coordinator
- Erna Van Goor, Health Cluster Coordinator
- Professor Mohamud Mohamed Mohamud, Ministry of Agriculture and Irrigation, FGS
- Sharmarke Farah, Director, Somalia National Bureau of Statistics, FGS
- Mo Moalim, Somalia Office of Disaster Management, FGS
- Ahmed Khalif, Country Director, Action Against Hunger (ACF)
- Richard Nunn, Somalia Programme Director, Concern
- Claire Tailor, Programme Development and Quality Director, Save the Children
- Ummu Dubow, Country Director, CARE
- Nimo Hassan, Director, NGO consortium
- Alinur Aden, Executive Director, Gargaar Relief Development Organization (GREDO)
- Ahmed Noor, Social Environmental Agency
- Elizabeth Seeman, Country Director, REACH

Appendix 3 List of key informants interviewed

Regional/country level

Federal Government of Somalia

- Ministry of Agriculture and Irrigation (MOAI)
- Ministry of Livestock Forestry and Range (MOLFR)
- Ministry of Planning
- Office of the President
- Somali Disaster Management Agency (SoDMA)
- Somalia National Bureau of Statistics (SNBS)

Federal Member State level

- Ministry of Health (MoH), Somaliland
- Ministry of Humanitarian Affairs and Disaster Management, Southwest State
- Ministry of Livestock, Forestry and Range, Southwest State

UN agencies

- Special Representative of the Secretary-General's office
- Humanitarian Coordinator/Resident Coordinator (HC/RC) office
- United Nations Office for the Coordination of Humanitarian Affairs (OCHA)
- FAO, including FSNAU
- WFP, including Vulnerability Analysis and Mapping (VAM)
- UNICEF
- WHO
- United Nations Famine Prevention and Response Coordinator's Office
- Cluster coordination: food security, nutrition, WASH

NGOs

- Action Against Hunger
- CARE
- Concern
- REACH
- Save the Children

Donors

- Europe Union and the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO)
- UK Foreign, Commonwealth and Development Office (FCDO)
- Swiss Agency for Development and Cooperation
- Swedish International Development Cooperation Agency
- United States Agency for International Development (USAID)
- Netherlands Embassy

Other

- IPC GSU – regional
- FEWS NET
- Intergovernmental Authority on Development (IGAD)
- UK Humanitarian Innovation Hub study on response to Somalia drought crisis 2021–23: team members

Global level

- Three members of the IPC Famine Review Committee
- FCDO
- USAID
- FEWS NET
- IPC GSU
- Oxfam
- Action Against Hunger
- World Bank
- WFP

Appendix 4 Timeline of the IPC in Somalia

Month	IPC action
2004	
February	The Food Security Analysis Unit (FSNAU) rolled out the IPC in Somalia.
2016	
January	The first attempt to establish an IPC TWG for Somalia. Workshop held in Hargeisa.
June	Meeting held in Nairobi to approve TWG TOR (and to discuss 2016 <i>gu</i> seasonal assessment). <i>Note: TWG still not finalised.</i>
2017	
January	<i>Deyr</i> 2016/17 all team analysis/IPC workshop: held in Hargeisa, 7–12 January.
April	FSNAU stakeholder workshop on 20 April in Nairobi, Kenya, to discuss objectives and components of the next phase of the FSNAU, including aspects of the IPC e.g. greater participation of government.
2021	
June/July	Post- <i>gu</i> Food Security, Nutrition and Mortality Assessment conducted by Somalia IPC Core Team members: FSNAU/FAO, FEWS NET, WFP/VAM, UNICEF, Food Security Cluster and Nutrition Cluster.
August	Post- <i>gu</i> IPC analysis workshop 16–25 Aug in Hargeisa, Garowe, Mogadishu and Nairobi (concurrently with joint virtual core sessions).
November/December	Post- <i>deyr</i> Food Security, Nutrition and Mortality Assessment conducted by Somalia IPC Core Team members: FSNAU/FAO, FEWS NET, WFP/VAM, UNICEF, Food Security Cluster and Nutrition Cluster.
2022	
January	Post- <i>deyr</i> IPC analysis workshop held on 10–20 January in Hargeisa, Garowe, Mogadishu and Nairobi (concurrently with joint virtual core sessions).
March/April	Updated IPC AFI, IPC AMN and Famine Risk analysis workshops held virtually, 17 March–5 April.
April	<i>Somalia Updated IPC and Famine Risk Analyses – A Virtual Briefing for the Somalia Humanitarian Country Team</i> 7 April by Somalia IPC Core Team members.
Late April–early May	Additional Food Security, Nutrition and Mortality Assessment conducted by FSNAU.
May	Somalia Updated IPC and Famine Risk Analysis technical release, 8 May.
	SNBS-FSNAU/FAO meeting held 17 May. Many topics covered, including establishment of the TWG.
	Updated IPC AFI, IPC AMN and Famine Risk Analyses Virtual Workshop held 13–29 May.
	Somalia Updated IPC and Famine Risk Analyses (May–September 2022).
	A virtual briefing for Somalia UN Heads of Humanitarian Agencies (HOHA), 29 May by FSNAU.

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Month	IPC action
June–July	Post- <i>gu</i> Food Security, Nutrition and Mortality assessment conducted by FSNAU.
July	<p>Somalia IPC Technical Working Group Establishment workshop held 13 July in Mogadishu, Airport Hotel.</p> <p>The famine review conducted in July concluded that Famine (IPC Phase 5) was not occurring in the period July–September, but famine was projected to occur, between October and December 2022.</p>
August	<p>The IPC Famine Review Committee (FRC) was activated on 5 August. This came following a request from the IPC Somalia Core Group, to review their recent analysis of three units of analysis in Bay region (rural populations in Baidoa and Burhakaba districts, and newly arrived IDPs in Baidoa settlements).</p>
September	<p><i>Somalia: Famine Review of the IPC Analysis</i> published 5 September for Burhakaba and Baidoa districts (rural population) and IDPs in Baidoa – Bay region, Somalia.</p> <p><i>Multi-partner Technical Release on Famine Projection in Bay region of Somalia</i> published 5 September.</p> <p>Briefing for UN Heads of Humanitarian Agencies on 8 September by Somalia IPC Core Team members.</p> <p>Briefing for senior government officials and technical officers on 11 September by Somalia IPC Core Team members.</p> <p>Briefing to all IPC stakeholders on 12 September by Somalia IPC Core Team members.</p> <p><i>Multi-partner Technical Release on Somalia 2022 Post-Gu Assessment and IPC analysis Results</i> published 12 September.</p>
October	<p>Additional food security, nutrition and mortality assessment conducted by FSNAU in collaboration with government institutions.</p> <p>Presentation of food security, nutrition, and mortality survey protocols to Anthropometry Information Management Working Group (AIMWG).</p>
November	<p>Updated IPC AFI, IPC AMN and Famine Risk Analyses Virtual Workshop, 10–23 November.</p>
November/December	<p>Post-<i>doyr</i> food security, nutrition and mortality assessment conducted by Somalia IPC Core Team members.</p>
December	<p>PowerPoint by GSU and AMN: reflections on the IPC AMN training and analyses in Somalia to date and suggestions for improvement.</p> <p><i>Multi-partner Technical Release on Updated IPC Analysis for Somalia December 2022.</i></p> <p><i>Somalia: Famine Review of the IPC Analysis</i> on Baidoa and Burhakaba rural districts, and Baidoa and Mogadishu IDP sites, published 2 December.</p> <p>Somalia Updated IPC Analysis key findings presented to FSC Partners on 19 December.</p>
2023	
January	<p>2022 Post-<i>doyr</i> IPC AFI and AMN Analyses workshop held concurrently in Mogadishu, Garowe, Hargeisa, Nairobi and virtually 16–19 and 23–26 January 2023.</p>
January/February	<p>IPC acute malnutrition and famine risk analyses published.</p>

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Month	IPC action
February	Briefing for Famine Review Committee by members of the IPC 'Core Group' on 10 February.
	Briefing for FGS institutions on 19 February by Somalia IPC Core Team Members.
	Briefing for UN HOHA institutions on 19 February by Somalia IPC Core Team members.
	Briefing for Federal State Members institutions/stakeholders on 23 February by Somalia IPC Core Team members.
	Briefing for Humanitarian Country Team on 27 February by Somalia IPC Core Team members.
	Briefing for all stakeholders on 28 February by Somalia IPC Core Team Members.
	<i>Somalia Multi Partner Technical Release on Somalia 2022 Post Deyr Assessment and IPC Analysis Results</i> published 28 February.
	Presentation of food security, nutrition, and mortality survey protocols to AIMWG.
March	Additional food security, nutrition and mortality assessment conducted by FSNAU.
	Donors funding the FSNAU (including the IPC) share a letter with the FAOR for Somalia, outlining their concerns about the IPC, on 6 March.
	Follow up integrated assessments, led by FSNAU, in areas facing Risk of Famine: 6–22 March.
April	A virtual updated IPC acute food insecurity, IPC acute malnutrition and famine risk analyses: 5–13 April.
	Briefing for FGS institutions on 18 April on Somalia Food Security and Nutrition Outcomes and Projections (March–June 2023) by Somalia IPC Core Team members.
	Briefing UN HOHA on 18 April on Somalia Food Security and Nutrition Outcomes and Projections (March–June 2023) by Somalia IPC Core Team members.
	Briefing for Humanitarian Donors Group on 19 April on Somalia Food Security and Nutrition Outcomes and Projections (March–June 2023) by Somalia IPC Core Team members.
	Briefing for all stakeholders on 25 April on Somalia Food Security and Nutrition Outcomes and Projections (March–June 2023) by Somalia IPC Core Team members.

Appendix 5 Progress report from the 'Small Core Group'

This appendix comprises two tables that detail the progress made by the 'Small Core Group' in response to recommendations from Part A of the Independent Review of the IPC in Somalia in August 2023, to improve the post-*gu* IPC analysis process.

Table 3 Presented to the Steering Group of the Independent Review of the IPC in South Sudan on 12 September 2023

Recommendations	Progress (actions taken) to date
1. Promote greater inclusion	
<p>Provide 2–3 weeks’ advance notice of IPC analysis workshop dates.</p>	<ul style="list-style-type: none"> ● It was not possible to fully meet the requirement of 2–3 weeks advance notice for the post-<i>gu</i> IPC analysis workshop. The recommendations were received on 2 August and the first Core Group meeting convened on 3 September. During this time, the IPC analyses workshop dates had already been set at 14–24 August 2023. ● This recommendation will be fully met during the upcoming post-<i>deyr</i> IPC analysis workshop. ● Save-the-date notice was shared by FSNAU on 3 August. ● SNBS and FSNAU held a meeting on 5 August whereby SNBS endorsed the proposed IPC analysis workshop timelines. ● SNBS formally sent an invitation for the IPC analysis on 9 August to the relevant FGS institutions (MoAI, MOLFR, SoDMA and MoH) to ensure their full participation and engagement. A similar communication was sent to the FMS. ● Adequate and diverse participation in the IPC analysis was done based on active stakeholder mapping and numbers limited to manageable levels at national and regional levels. The IPC Core Group indicated that the workshop invitation should go out only to IPC Level 1 certified participants for both AFI and AMN, not to the large general FSNAU mailing list. ● The IPC GSU provided a list of 400+ IPC Level 1 and above certified participants (food security, nutrition, WASH, health). ● FSNAU sent invitations for participation in the 2023 post-<i>gu</i> IPC analysis workshops on 10 August , based on the list of 400+ IPC level 1 certified participants shared by IPC GSU. The FSNAU invitation requested confirmation of availability for the analysis. Approximately 50% confirmed their availability for the IPC analysis either physically in Mogadishu, Hargeisa and Garowe, or virtually. ● FSNAU provided IPC analysis workshop details (location for in-person participation, or link for virtual participation) based on confirmation of availability and meeting the minimum requirement (IPC level 1 certification). ● The Food Security and Nutrition Clusters also followed up with their key active partners to ensure participation by IPC level 1 and above certified partners, ensure wider outreach and enhanced inclusivity. ● The participation by AMN participants was lower than that of the AFI, due to the fewer number of IPC AMN level 1 practitioners. The IPC GSU, FSNAU and Nutrition Cluster will be rolling out AMN trainings from October to cover this gap ahead of the next upcoming IPC analysis workshop.

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Recommendations

Reach out to key agencies and cluster leads (including water and health) to encourage full and appropriate level of participation.

Progress (actions taken) to date

- On 8 August FSNAU, Nutrition Cluster and UNICEF colleagues reached out to the WASH and Health technical staff members from WHO and UNICEF.
 - On 10 August, the IPC Core Group was expanded to incorporate the IPC AMN team from the Nutrition Cluster, UNICEF, FEWS NET, IPC GSU, ACF, FSNAU, etc. to ensure inclusivity and their full participation.
 - The IPC Core Group requested that the Steering Committee reach out to both the WASH and Health Cluster Lead Agency Representatives to get their full commitment, and nominate relevant technical staff members, and ensure their full participation in the IPC Analysis.
 - Based on limited availability of WASH and health data and low level of participation by WHO, FSNAU reached out to the WHO technical staff on 19 August, copying the WHO representative. The WHO representative swiftly responded by indicating that Mr Hossam Ashmony would send the required data. Additionally, all relevant WHO staff would participate in the analysis virtually.
 - Separately, Kourtnie (on behalf of the IPC Steering Committee) also reached out to the Health Cluster coordinator who conformed her participation in the analysis and provision of any additional response data.
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Recommendations

Progress (actions taken) to date

Identify agencies with data and knowledge from 'hard-to-reach' areas to be invited to submit data and participate.

- FSNAU sent out a data request for the 2023 post-*gu* IPC analysis workshops on 10 August with a deadline of 13 August for receipt of data.
- A similar email request for data was sent out by the Food Security, Nutrition, WASH and Health Clusters requesting relevant data, and indicating the data will be assessed by the IPC Core Group members, based on reliability score in line with the IPC protocols.
- The request clarified that: 'the IPC analysis is informed by the use of data from multiple sources and methods. These include data on outcome indicators as well as contributing factors on food security, nutrition, WASH, and health e.g. Food Consumption Score, Household Dietary Diversity Score, Household Hunger Scale, Coping Strategies Index, Livelihood Coping Strategy, GAM by Weight for Height Z-score, GAM by MUAC, Mortality (Crude Death Rate and Under-Five Death Rate), Morbidity data like Cholera or AWD outbreak data, Measles coverage, Access to sufficient quantity of water, Access to sanitation facilities, Access to safe/improved drinking water, Vaccination coverage, Vitamin A supplementation, Coverage of outreach programs - CMAM programs coverage etc.'
- The request also clarified that data/reports provided should include information on dates when the data was collected (data timing), location of data collection (where the data was collected), methodology (how many people were interviewed; sampling approach; mode of interviews, e.g. face to face or phone interviews; type of interviews, e.g. household interviews, focus group discussions, key informant interviews, etc.).
- The IPC Core Group reviewed all the data received for comparability between data sources and reliability scoring in line with the existing IPC protocols.
- Data sets were received from the Food Security Cluster, Nutrition Clusters, WASH Cluster, Health Cluster, WFP, UNICEF, WHO, FEWS NET, REACH, CARE, ACF, Building Resilient Communities in Somalia (NRC/BRCIS), World Vision International, amongst others.

2. Promote transparency of use of data and analysis process

Use the ISS platform to promote visibility of data and evidence.

- As the ISS platform will be phased out, the use of the new analysis platform inform the next analysis (post-*deyr*) based on roll-out by the IPC GSU.
 - The IPC GSU provided a Consolidated Data Analysis Tool (CDT) that indicates who attends from each agency, what data is available (and from which agencies) and at what location/level.
 - The CDT was availed to all analysts for transparency regarding the available data sets ahead of the IPC analysis phase.
 - The IPC worksheets were also filled with all the data available (including contextual information, outcome indicators, contributing factors, etc.) per livelihood zone.
-

Recommendations	Progress (actions taken) to date
<p>Clarify for participants the steps of the analysis process, including how data from FSNAU-led seasonal assessment is being used, and how data from other agencies has been input into the worksheets and considered in the analysis process.</p>	<ul style="list-style-type: none"> • The IPC GSU and FSNAU conducted an orientation for all analysts on the Consolidated Data Analysis Tool (CDT) on 10 August ahead of the IPC analysis workshop. • The session focused on the key IPC analysis parameters (what is the IPC, the IPC parameters, area of analysis, unit of analysis, data sets for the analysis, convergence of evidence, filling in the CDT, worksheets, etc). • The IPC GSU shared a sample IPC Analysis Matrix Worksheet/ Spreadsheet that indicates who attends from each agency, what data is available (and from which agencies) and at what location level. • The CDT was availed to all IPC analysts for transparency and robustness of the process. • A clarification was also made that the IPC Phase classification should not be undertaken at regional level, the only focus should be on organising the data and documenting it in preparation for the actual analysis. • Participants were also informed that vetting of all preliminary phase classifications and respective population figures would be undertaken during the plenary sessions at the last day of the analysis workshop. Respective analysis teams from each livelihood zone would incorporate all comments from the plenary. • Explanation was also made on how to classify areas with lack of data through extrapolation of data from adjacent areas with similar livelihoods, hazards and vulnerability.
<h3>3. Separate and clarify roles through the IPC analysis process</h3>	
<p>Identify a senior individual, familiar with the Somalia context, drawn from one of the global IPC partners, to chair the IPC analysis process.</p>	<ul style="list-style-type: none"> • IPC GSU shared the TOR for the chair and facilitator. Due to time constraints, a formal nomination for the two roles will be undertaken after completion of the current analysis, based on the parameters of the TOR for the next IPC analysis. • Gordon (FSC Coordinator) was nominated and endorsed by the IPC Core Group to act as the chair of the IPC analysis process on an interim basis.
<p>Share the facilitation role between FSNAU, FEWS NET, and Cluster coordinators.</p>	<ul style="list-style-type: none"> • The IPC Core Group made a distinction between the facilitation and chairing function in line with the IPC protocols. • A list of facilitators and co-facilitators were identified for each session and livelihood zone with clear allocation of tasks per unit area of analysis. They were included in the programme agenda ahead of commencing the analysis workshop. The facilitators/co-facilitators needed to have a minimum of IPC level 1 training (AFI or AMN). • Different facilitators and co-facilitators were selected per livelihood zone both at national and regional levels. Facilitators and co-facilitators were drawn from FEWS NET, government, INGOs, national NGOs, UN, IPC GSU, FSNAU, Cluster coordinators, etc. based on the confirmed list of IPC level 1 certified participants. • The facilitators/co-facilitators assisted the analysis team to come up with the preliminary phase classification before it went to the plenary for vetting/discussions, and making adjustment (where needed), before final endorsement.

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Recommendations	Progress (actions taken) to date
Ensure refresher training provided to participants reflects and explains the changes in the IPC analysis process and rationale.	<ul style="list-style-type: none">• The IPC GSU facilitated an IPC refresher training for all participants during the first two days of the workshop before the analysis started.• The refresher training highlighted all the changes in place for this analysis (steps of the analysis, data sets and sources, the consolidated data analysis tool, completing worksheets, outcome indicators, contributing factors, how data from other agencies has been utilised, extrapolation of data and classifying areas with lack of data, etc.).
Step up the GSU QA role to provide regular feedback and course-correction on the analysis process as well as on adherence to technical protocols, with the Chair holding the sub-set of the Core Group to account in implementing QA requirements.	<ul style="list-style-type: none">• The IPC GSU performed its QA function effectively, team members and roles were clearly communicated.• The IPC GSU team provided a team of five individuals dedicated fully to support the Somalia analysis (two AFI, two AMN, and one QA). It included physical presence and virtual support for both the IPC AFI and the IPC AMN analysis, and availability to perform the QA role during the analysis. Feedback was provided on a real-time basis, any needed adjustments were made as the analysis progressed, and strict adherence to the protocols was observed throughout.• The IPC GSU regional coordinator facilitated the analysis and vetting of preliminary results physically in Hargeisa.• The IPC GSU team were also incorporated into the Core Group where follow-up discussions and recommendations on any issues took place.• The Core Group was also keenly following up and supporting any arising issues as necessary.• The IPC AFI/AMN report will be shared with the IPC Quality Assurance Team for comments and endorsement. The IPC GSU QA feedback on draft IPC AFI/AMN report will be shared with IPC Analysis Core Team, the IPC AFI/AMN revised report shared will then be re-shared with the IPC GSU QA Team for final clearance before it is shared with the IPC GSU Communication Team + communications staff from stakeholder agencies.
Invite one or two Resource Partners to participate as observers in the IPC analysis process, to build greater confidence in the IPC analysis process.	<ul style="list-style-type: none">• There is no status of observer role in the IPC protocols.• The Core Group recommended that the Steering Committee communicates to the Humanitarian Donor Group (HDG) to nominate relevant technical staff with a minimum of IPC Level 1 training to participate in the IPC analysis and ensure their full participation throughout.

Recommendations	Progress (actions taken) to date
4. Establish an ad hoc oversight committee for the analysis process, and seek feedback from participants post-analysis workshop	
<p>To ensure recommendations from Part A of this review are implemented, as agreed by key agencies involved in the IPC in Somalia, and to provide advice and troubleshoot as necessary.</p>	<ul style="list-style-type: none"> • This has been deferred to the IPC Steering Committee. The IPC Core Group members recommend that this role should be covered by the existing steering committee and avoid too many committees, that might lead to duplication of roles and a complicated implementation/monitoring process.
<p>To comprise: FAO, WFP, UNICEF, two NGO representatives (one national and one international), two government representatives, one Resource Partner.</p>	<ul style="list-style-type: none"> • This has been deferred to the IPC Steering Committee. The IPC Core Group members recommend that this role should be covered by the existing steering committee and avoid too many committees, that might lead to duplication of roles and a complicated implementation/monitoring process.
<p>Seek feedback from all participants in the IPC analysis process at the end of the workshop in an anonymous survey on the IPC analysis process.</p>	<ul style="list-style-type: none"> • The IPC review team with GSU are to prepare the survey tool. • The IPC GSU sought feedback from all participants at the end of the analysis workshop through the existing IPC Self-Assessment Tool (SAT). • The SAT involved a focused discussion that evaluated the IPC workshop (process and outcome) and highlighted key lessons learnt for improvement of future workshops. • This should not be confused with the IPC independent review process. • The key areas highlighted for improvement will be raised again ahead of the post-<i>gu</i> workshop to ensure that the proposed suggestions for improvements have taken place. • Although not existing in the IPC protocols, the Core Group request for an anonymous survey after the release of the results (ODI and IPC GSU to jointly follow up on this).

Recommendations	Progress (actions taken) to date
5. To improve communications of IPC results	
<p>In advance of analysis arrange workshop to clarify the purpose and process of IPC – what it can do and what it cannot. Use existing IPC GSU / strategic partner experience of similar events.</p>	<ul style="list-style-type: none"> ● In cognisance of the tight timelines and in order not to impact on the ongoing analysis and process, the Core Group recommended that a brief IPC awareness session be combined with the actual briefings on the IPC results. ● A crash course will be provided to all key stakeholders (e.g. HCT, HDG, government, etc.) before the next analysis.
<p>FSNAU to ensure that there is time within the analysis process for the Core Group to review and comment on results before sharing more widely.</p>	<ul style="list-style-type: none"> ● The IPC Core Group has been defined with a very clear commitment and availability during the full IPC analysis (preparation, analysis, release of results). ● FSNAU presented the preliminary results to the Core Group on 4 September, allowing for review and comments ahead of submission to the IPC GSU Quality Assurance team. ● The Core Group highlighted the need to clearly clarify the difference between IPC AFI and IPC AMN, to avoid confusion and misinterpretation of results. Some stakeholders think that the phase classification for the same area should be the same, which is not the case. ● There should be a section within the communication report highlighting the linkages between the two scales. ● The Core Group also requested clear communication on the main factors/key drivers leading to improvement of the food security and nutrition situation, and transparency for areas with lack of data, and the methodology employed in classifying these areas. ● The data sources should be documented clearly with an indication of the data sources, organisation and unit of analysis. ● The ‘recommendations for action’ section should be very clear to all stakeholders on the needed actions (and implications for inaction). ● After the release of the results, the Core Group will convene a meeting to discuss and document the lessons learnt and what needs to be done to make the next review more successful.

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Recommendations	Progress (actions taken) to date
Deploy dedicated communications staff, including an editor to support dissemination of analysis. Draw staff from stakeholder agencies.	<ul style="list-style-type: none">• The Core Group recommends a deployment of a dedicated FSNAU communications staff in the longer term (preferably before the next analysis).• The standard process will be followed as per the IPC protocols; the IPC GSU Communication Team (with the support of communications staff from stakeholder agencies) will put the report in InDesign. The IPC AFI/AMN revised report will be shared with the Core Group for in-country clearance.• The IPC Core Group has helped in drafting and reviewing the communication report sections with each member allocated a specific section. They would reach out to their team members (e.g. IPC analysts or programme colleagues) for ensuring pertinent inputs/key messages.• Communications officers' team from the IPC GSU and key agencies of FAO, WFP, UNICEF, OCHA, and FEWS NET has been formed. They were invited during the last day of the analysis workshop to understand the key issues and dynamics during the results vetting session.• An email will be sent to the communications team indicating the timelines and required actions from each. The IPC GSU will play the editor and QA role.• The IPC Core Group will clear the final document in-country before release/dissemination.
Adopt standard IPC format for reporting.	<ul style="list-style-type: none">• The standard IPC GSU template has been adopted. The IPC AFI/AMN report will also be shared with the IPC QA Team for endorsement before its release. Key to this endorsement will be ensuring that the standard template is fully adopted.• Roles were distributed within the IPC Core Group to ensure adherence, timeliness and inclusivity during the start of the workshop.

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Recommendations	Progress (actions taken) to date
<p>Arrange meetings with key stakeholders, Heads of Agencies, government and NGOs between analysis and publication of results to engage them in, as well as inform them of, what the results mean and what action is required.</p>	<ul style="list-style-type: none">● FSNAU has enhanced communication and released clear IPC timelines (when seasonal assessments were conducted and in which areas, data analysis process, provisional seasonal assessment results to inform the IPC analysis, data consolidation from other available data sources, the IPC analysis workshop dates, and release of results) to preempt speculation.● Briefings have been scheduled with key stakeholders before publication of results. The key stakeholders include the IPC Core Group, the IPC Steering Committee, FGS line Ministries in Mogadishu, HC/UN Heads of Humanitarian Agencies, HDG, Humanitarian Country Team, Federal Member States and Somaliland, briefing for All Stakeholders in Mogadishu. (Kindly refer to the detailed timelines in Appendix 4.)● The briefings should however not be construed to influence and/or change the results but rather help in information sharing on what the results mean and the key actions required by various stakeholders.● Feedback from the key stakeholders on the key messages and implications for the response will be incorporated before finalisation and dissemination.● The briefings to the key stakeholders will be undertaken by the Core Group as a team and 4–5 presenters will be selected. The other Core Group members will take part in the question and answer session and provide clarity whenever called for.
<p>Develop common messaging to be used by key stakeholders on the implications of the IPC results and actions needed.</p>	<ul style="list-style-type: none">● The IPC Core Group members, drawn from different agencies, roles and functions, have provided food security and nutrition inputs for the zero draft. They have reached out to the relevant IPC analysts and their respective programme/technical colleagues for enriching the content.● The multi-partner communication team will help in shaping and refining the common messaging before the publication.● Inputs/feedback from meetings with key stakeholders, Heads of Agencies, government and NGOs to be incorporated in the key common messaging.

Table 4 Communication schedule for post-*gu* IPC analysis

Date	Action
31 August 2023	IPC Analysis Core Team Draft IPC AFI/AMN report prepared
4 September 2023	IPC AFI/AMN preliminary results presented to the IPC Core Group for review and comments IPC AFI/AMN report shared with IPC GSU Regional Team
5 September 2023	IPC AFI/AMN report shared with IPC GSU QA Team
6 September 2023	IPC GSU QA feedback on draft IPC AFI/AMN report shared with IPC Analysis Core Team
7 September 2023	IPC AFI/AMN revised report shared with IPC GSU QA Team
8 September 2023	IPC AFI/AMN revised report shared with the IPC GSU Communication Team and communications staff from stakeholder agencies (FAO, WFP, UNICEF, OCHA) for development of common messaging on the implications of the IPC results and actions needed
10 September 2023	Briefing for the IPC Steering Committee
10-11 September 2023	Briefing for FGS line ministries in Mogadishu Briefing for HC/UN Heads of Humanitarian Agencies
11 September 2023	IPC GSU Communication Team (with the support of communications staff from stakeholder agencies) puts the report in InDesign
12 September 2023	IPC AFI/AMN revised report shared with IPC Analysis Core Team for in-country clearance
12-13 September 2023	Briefing for Humanitarian Donors Group-HDG Briefing for Humanitarian Country Team
14 September 2023	IPC AFI/AMN final report dissemination to all stakeholders and users Briefing for Federal Member States and Somaliland Briefing for all stakeholders in Mogadishu



The Humanitarian Policy Group (HPG) is one of the world's leading teams of independent researchers and communications professionals working on humanitarian issues. It is dedicated to improving humanitarian policy and practice through a combination of high-quality analysis, dialogue and debate.

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