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A Transformational Approach to Social Assistance in Somalia

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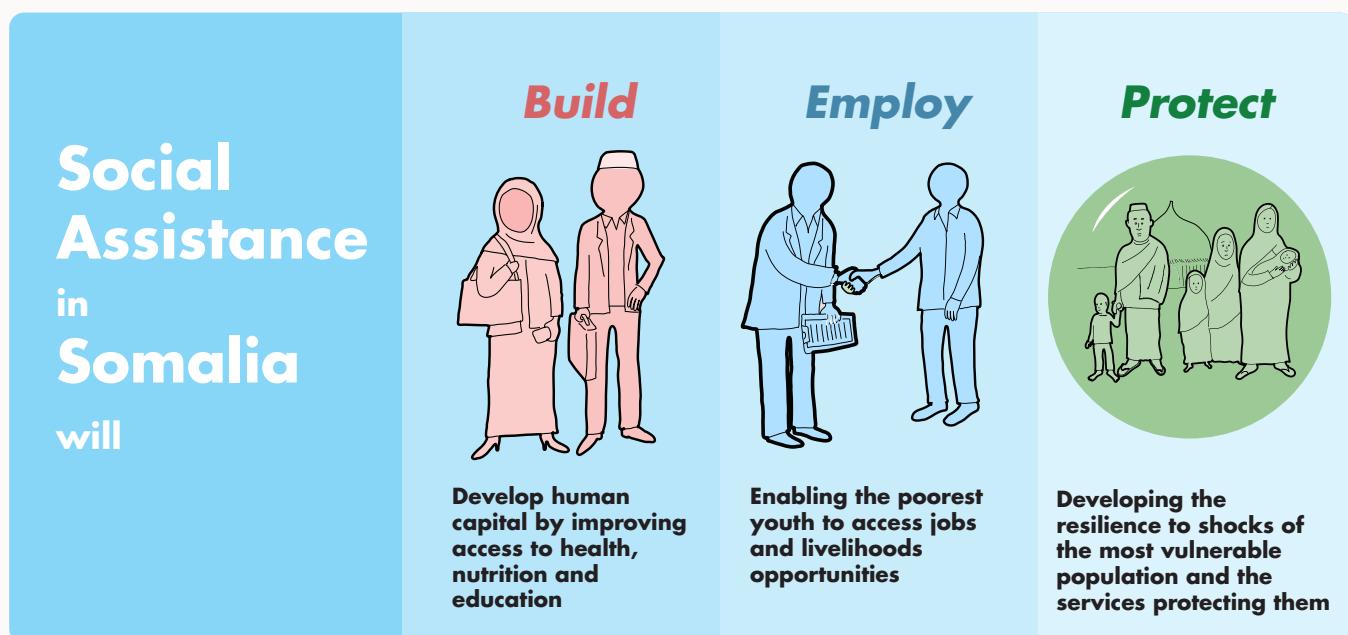
INTRODUCTION

This Paper introduces an agenda for a Transformational Approach to Social Assistance in Somalia

The Transformational Approach to social assistance in Somalia aims to guide implementation of the social transfers component of the Somalia Social Protection Policy, approved in mid-2020, and the Social Protection Policy Implementation Framework (2020) which identifies key tasks needed to deliver the policy. The Transformational Approach begins with the preventative and protective elements of the Policy and identifies 'what next?' options.

The Transformational Approach is therefore concerned with the practicalities of developing the **capabilities and systems** needed to ensure the vision of the Somalia Social Protection Policy (SSPP) can be realised. Hence the discussion and suggestions in this document go beyond a list of technical actions, identifying the systems and capabilities that the Ministry of Labour and Social Affairs needs to ensure, either within itself or drawing on the support of others, for the vision of the SSPP to come about.

The Transformational Approach is founded on the **Building, Employing** and **Protecting** of Human Capital from within Somalia.



INTRODUCTION

The paper is presented in two parts:

- 1. A primer on Transformational Social Assistance:** The main part presents the basic concepts and makes the case for why a transformational approach is necessary, what it will likely achieve, and how it might be implemented, highlighting some of the likely benefits;
- 2. The information and evidence base necessary for implementing Transformational Social Assistance in Somalia:** are annexed with references for best (or better) practices as well as prototypes and associated costs that can be applied in programming.

The paper is not a standard academic treatise or technical programme document. The purpose is to generate dialogue between the Government of Somalia at all levels and its development partners and its partners to improve social assistance programmes.

WHAT TRANSFORMATION MEANS

To support the ambitions of the Federal Government of Somalia's National Development Plan (NDP9), Somalia should plan to raise and maintain for how to raise (and maintain) households out of poverty and improve their resilience: this approach is referred to as '**Transformational**'.

Transformation requires actions beyond prevention and protection, including support which helps investment in individuals, households and Somali society at large in order to build **Human Capital**.

A Transformational Approach considers ways to support the Government in taking the lead in developing inclusive and well-coordinated social assistance.

A Transformational Approach to Social Assistance requires the following elements:

Changes in thinking about social assistance as an investment rather than an expenditure;

Changes in ways of leading and coordinating a joint effort to plan and implement at scale;

Changes in programme design to be more predictable and inclusive.

KEY ISSUES – CURRENT SITUATION

Human development context

- Four out of five children in Somalia are lacking at least one basic necessity. Around 85 per cent of youth in Somalia do not have access to at least one of their basic needs. The most common of which is the lack of access to clean drinking water. Children in Somalia are likely not attending school. Currently, only half of the country's youth are receiving an education. Even less in rural areas.
- The country's per capita income is estimated to be around USD \$400. This number is one of the lowest in the region. About 73 per cent of the country lives on less than USD \$2 a day. The percentage of people living on less than USD \$1 a day is around 24 per cent, but this number increases to 53 per cent in rural areas. Income inequality is much higher than Ethiopia (based on the Gini coefficient).
- Donor grants doubled in 2017 compared to 2016. In 2016, the country received nearly USD \$55.3 million in grants while in 2017 that number grew to over USD \$103.6 million. Levels of investment remain very low (ranked 180th in World for Gross Fixed Capital Formation).
- Somalia is still commonly identified as a fragile context. The North has seen relative security in recent years, though security continues to be a fundamental concern. Administrations are in the early stages of development and there are inevitable capacity shortfalls which hamper the rollout of state services, but good progress being made in Somaliland.
- The economy continues to be based primarily on the livestock industry, wholesale and retail trade (particularly by informal actors). Poor households in urban environments including internally displaced persons (IDPs) often depend on daily wage labour. The country suffers from chronic unemployment - employment to population ratios stand way below the sub-Saharan Africa average.
- Around USD \$1.3bn in remittances is transferred annually to Somalia, however transfers are not regularly or equitably received or distributed. A recent household survey for Somaliland estimated poverty in urban areas of Somaliland to be 29% (versus Ethiopia 26%) and rural poverty is 38% (versus Ethiopia 30%).
- The high level of poverty, recurrent disasters and internal conflicts are hampering the economic development opportunities of Somalia and its social cohesion and stability.

Humanitarian and development assistance

- Overseas Development Assistance (ODA) expenditure levels for Somalia has been consistently over USD \$1bn since 2011.
- The current architecture in Somalia consists of many donors funding a wide range of programmes and projects through bilateral and multi-lateral financial instruments. The aid architecture is considered by its actors as complex and fragmented.
- The humanitarian crisis in Somalia is amongst the most complex protracted emergencies in the world. Cyclical emergencies require massive and costly humanitarian responses. The response in 2017 is estimated to have cost close to USD \$1bn. Humanitarian support remains a life-saving reality for many. The 2017 response prevented a potential famine unfolding.
- The context is comprised of multiple ad hoc programmes and fragmented approaches, further complicated by short-term funding. Predominantly donor-led and government-supported, with low coverage and limited referrals between transfers and services.
- Cash-based interventions have scaled up massively since 2011. However, they remain insufficient in coverage and unequally distributed with high rates of exclusion.

Policy context

Somalia already has some fundamental building blocks to ensure a Transformational Approach can occur. These include:

1. **The Ninth National Development Plan of 2020 to 2024 (NDP9);**
2. **Somalia Social Protection Policy (2020); and**
3. **Implementation Framework for the Somalia Social Protection Policy (2020).**

SSPP Objective 3 concerns the protection of society's most vulnerable people.

The SSPP Implementation Framework Priority 5 calls for assistance to address the needs of poor, marginalised and vulnerable households:

Priority 5.1: Populations chronically vulnerable and at high risk of food insecurity and/or malnourishment receive a regular, predictable income transfer through a transitional social safety net;

and

Priority 5.2: Populations vulnerable to seasonal food shortages and droughts are provided with timely assistance through a safety net.

Policy alignment of the Transformational Approach

Many outcomes of adopting a Transformational Approach are already reflected in approved national policy and planning documents:

- All children should have regular and reliable access to income security through family/child benefits aimed to facilitate health care, education, housing and improved nutrition; (aligned to SSPP Pillar 1 and 3)
- All women, whether working or not, to have access to basic social assistance: many women in Somalia have family responsibilities which preclude them from undertaking formal work and have no income to support themselves or their children; (aligned to SSPP Pillar 1, 2 and 3)
- Poor, unemployed and underemployed young people with low skill levels have expanded opportunities for education and entrepreneurship. They are supported through a variety of education, training and financial services in direct ways (mentorships, incubators) as well as indirect ways (business climates, legislative and regulatory frameworks, value chains) etc; (aligned to SSPP Pillar 1, 2, 3 and 4)
- All older people to have access to basic services; (aligned to SSPP Pillar 2, 5 and 7)
- All people with disabilities to have access to mainstream health care, education, housing and empowerment, given reduced employment opportunities and the extra costs associated with disability; (aligned to SSPP Pillar 1, 2, 4, 5 and 6)
- All IDPs and migrant communities, including pastoralists, etc., to have access to basic services; (aligned to all SSPP Pillars)
- There is a society-wide reduction in dependencies for humanitarian assistance and increased resilience to shocks (aligned to all SSPP Pillars).

PROPOSAL

Proposed Vision

By 2030, Somalia will have in place the foundations of an inclusive social assistance system providing predictable income support transfers for families, that **protects consumption for its most vulnerable citizens, prevents a fall further into poverty caused by shocks, promotes human development and productive livelihoods and which complements and adds value to other socio-economic development policies.**

Proposed Transformations

A TRANSFORMATIONAL APPROACH to Social Assistance for Somalia implies:

TRANSFORMATION of thinking within Government and society at large to ensure that Social Assistance is not viewed as a handout or a means of support that perpetuates dependencies, but as a system of giving the best possible life chances to all citizens.

- *Changes in thinking about social assistance as an investment in human capital rather than an expenditure*
 - Establishing the evidence on how and when predictable social assistance results in increased resilience, understood within government as well as by citizens;
 - Communicating the notion that social assistance is a basic service which supports development.

TRANSFORMATION of systems where contributors to social assistance in Somalia work in coordination with one another as a unified and seamless form of support to reduce dependencies and increase assets, savings, skills and thereby build environmental and economic resilience.

- *Changes in ways of leading and coordinating a joint effort to plan and implement at scale*
 - Building on existing government and community systems;
 - Collaboration and partnerships around a joint strategic plan;
 - Decentralisation based on defined separation of functions between local and national, and between government and non-government actors;
 - Design which is light on specialised technical administration and commensurate with existing capabilities; and invest in the capability of civil servants;
 - Improving the legal and policy framework to allow the development of a harmonised identification and registration system, ensuring the protection and privacy of all citizens.

TRANSFORMATION for individuals which provides them support to develop specific skills and support to ensure they can cope with long-term deprivation, temporary shortfall and maintain a path to a more prosperous future.

- *Changes in programme design to be more predictable and inclusive*
 - Taking an inclusive and rights-based approach to selection, reducing the subjectivity of current methods;
 - Ensuring sustainable impact by reaching adequate coverage;
 - Ensuring predictability and regularity;
 - Agreeing a national anticipatory shock-responsive social assistance protocol addressing the needs of the most vulnerable, strengthening their resilience to shocks.

Proposed transformational ideas

Responding to Somalia's future and the diversity of its peoples requires individuals and households to move from mere consumption support to more definitive pathways that lead them to more socioeconomic and environmental stability, improved and predictable incomes and having a secure asset and savings base.

What needs to happen ?

Changes of Thinking

- Research what factors lead to higher levels of acceptance and support for continued social assistance, such as transfer level, predictability, transparency and simplicity of selection criteria, etc. Ask citizens, recipients, Government officials, diaspora, other development stakeholders for their views on how to achieve higher acceptability, simplicity and predictability in processes and systems.
- Establish M&E frameworks and ensure progress and evaluation reporting is maintained through FGS and FMS, and lessons (including failures) are shared widely.
- Examine and build evidence from Somalia's experience for how social assistance builds human capital. Cash likely to be necessary but not sufficient without other forms of support. There is a combination of inputs that will likely lead to success. Build a culture of learning involving experts from within Government and other development partners, enhancing peer reviews and disseminating lessons learnt.
- Develop a stakeholder engagement plan and a national communication and visibility strategy to ensure a consistent understanding of the purpose and function of social assistance.

Changes of Systems

- Jointly develop a mutual multi-year strategic plan for the transition from humanitarian assistance to a national social assistance system through a transformational approach. Stakeholders invited to review progress annually.
- Build the leadership at the FGS and FMS level and progressively increase the capacities of MoLSA and the FMS. Support the development of departmental structures and civil servants at all stages of the project cycle.
- Ensure all pipeline ideas, potential financial contributions to support the national transformational social assistance plan are declared, mutually discussed and considered by the FGS and the donor working group (DWG) from an early stage.
- All piloted activities should have a national roll out plan developed from the outset to clearly set out how the learning (positive or negative) might be applied at national scale following the conclusion of the project.
- Establish a financing strategy to mobilise domestic and external resources to support longer-term social assistance. Test pooled funding mechanisms as an appropriate way of aggregating donor contributions, with the added value of smoothing out donor funding cycles.
- Ensure funding provision to support civil servant participation, including local (state and district) officials via centralised Government systems.
- Agreed processes and timetables for establishing the legal basis for national identity, registration systems and data protection, ensuring respect for citizen privacy and protection as well as adhering to international best practices.

Changes for Individuals

- Test forms of selection which rely on measuring changes in human capital and not on transitory and ephemeral conditions of applicants. Agree on new criteria to compare selection methods as inclusion and acceptance. The Transformational Approach for Social Assistance in Somalia will build, employ and protect the human capital of the Somali population.
- Experiment with universal and categorical targeting in districts based on clear priority criteria. Evaluate and learn from the findings of these so as to ensure wider participation of those most in need.
- Establish procedures, triggers, transfer levels and contingent financing liability (i.e. who pays when a pre-determined disaster event occurs) for a national shock-responsive system.
- Agree how a core registration system that protects people and allows for people with more vulnerabilities to be referred to complementary social care services.

KEY MESSAGES

The Transformational Approach for Social Assistance in Somalia will build, employ and protect the human capital of the Somali population

In doing so, it enables Somali households to be lifted (and maintained) out of poverty and become more resilient. The range of policies and systems which enable this to occur is referred to as the '**Transformational Approach**'.

Transformation implies a move beyond preventative and protective measures to investing and building capacities at the individual, household and societal levels through addressing latent human capital

Most importantly, the **Transformational Approach** proposes ways to support the Government in taking the lead in coordinating the development of an inclusive approach to social assistance.

The Approach is underpinned by the following elements:

- ***Changes in thinking about social assistance:*** as an investment rather than an expenditure. This will ensure that social assistance is not viewed as a handout or a means of support that perpetuates dependencies, but as a system of giving the best possible life chances to all citizens.
- ***Changes in ways of leading and coordinating a joint effort to plan and implement at scale;*** this will ensure that contributors to social assistance in Somalia work in coordination with one another as unified and seamless forms of support to reduce dependencies and increase assets, savings and skills and thereby build environmental and economic resilience.
- ***Changes in programme design to be more predictable and inclusive;*** this will ensure that individuals have the support to develop specific skills and support to ensure they can cope with long-term deprivation, temporary shortfalls and maintain a path to a more prosperous future.

Somalia already has some fundamental building blocks to ensure this Approach can occur

These include:

1. The Ninth National Development Plan of 2020 to 2024 (NDP9);
2. Somalia Social Protection Policy (2020); and
3. Implementation Framework for the Somalia Social Protection Policy (2020).

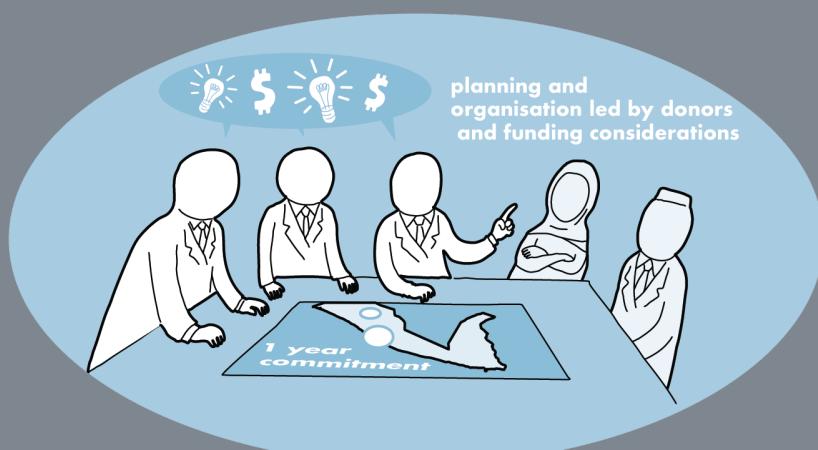
In aspirational terms, the Approach will allow Somalia to have in place the foundations of an inclusive social assistance system providing predictable income support transfers for families. Such a system will protect consumption for its most vulnerable citizens, prevent further falls into poverty caused by shocks, promote human development and protect productive livelihoods. The system will complement and add value to other socioeconomic development policies.

The aim is to achieve such Transformation by 2030

A TRANSFORMATIONAL APPROACH

to Social Assistance

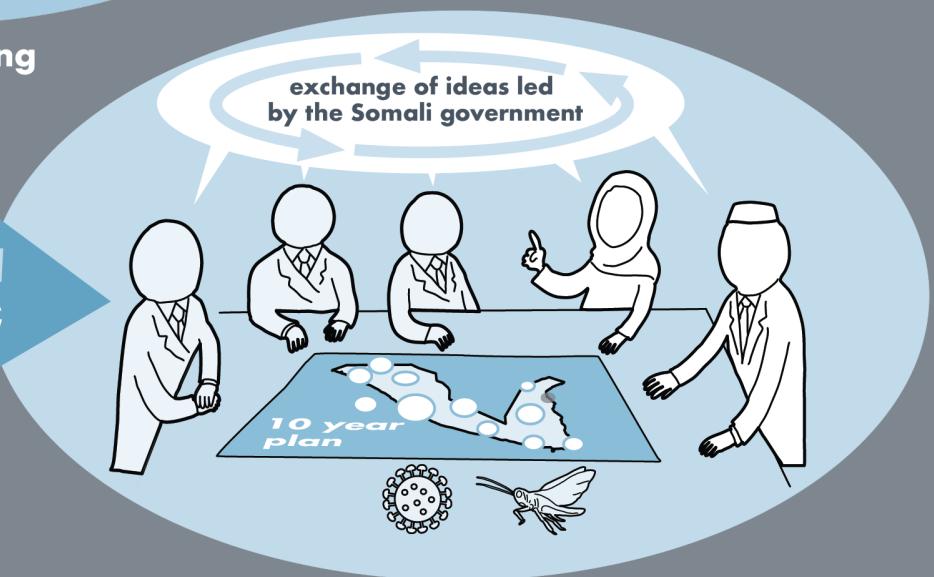
Typical Model of Humanitarian Interventions



coordinated co-investment

**short term actions/ funding
resulting in limited coordination**

**TRANSFORMATION
OF THINKING**



**long term planning/funding, Somali co-commitments
resulting in improved coordination and cooperation
and national rollout**

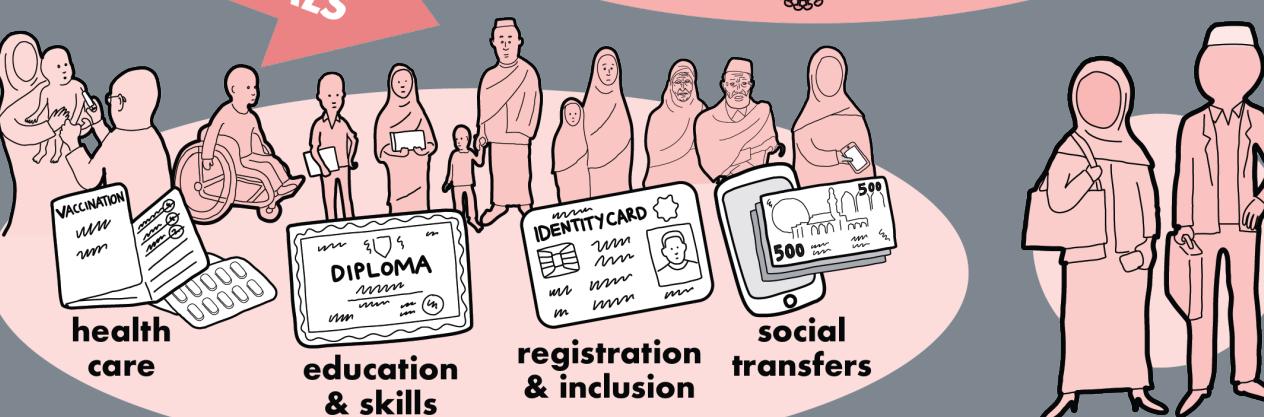
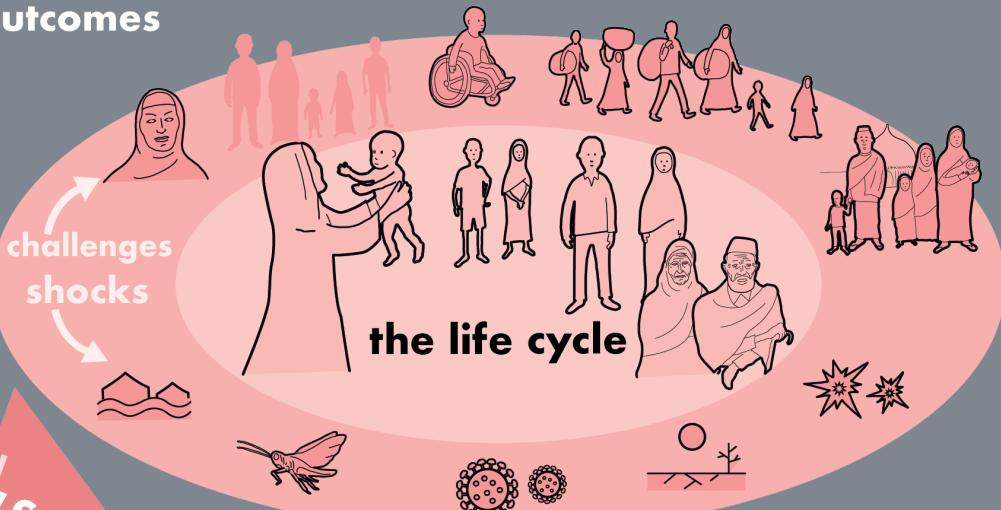
**improved services
outreach
quality of care**



**TRANSFORMATION
OF SYSTEMS**



**improved social assistance
social protection outcomes**



Key tangible outcomes of social assistance help populations faced with challenges and shocks

**...building
Human Capital**

TECHNICAL GUIDANCE

2.1. Best practices in Social Assistance and Social Protection – Benchmarking Somalia Against International Examples

The knowledge and evidence on Social Protection in Fragile and Conflict-Affected States (FCAS), including Somalia, have increased tremendously in recent years. The work conducted by the TAF in 2019 and 2020 has been supported by emerging evidence and best practices from Somalia and other countries. The most relevant ones are presented here.

General

Carter, B., Roelen, K., Enfield S. and Avis, W. (2019). Social Protection Topic Guide. Revised Edition. K4D Emerging Issues Report 18. Brighton, UK: Institute of Development Studies

<https://opendocs.ids.ac.uk/opendocs/handle/20.500.12413/14885>

This guide provides an overview of social protection concepts, approaches, issues, debates and evidence. It focuses on longer-term developmental social protection and low-income countries, including FCAS.

EC. (2019). Social protection across the humanitarian-development nexus: A game-changer in supporting people through crises (Tools and Methods Series, Reference Document 26). Brussels: European Commission.

<https://op.europa.eu/en/publication-detail/-/publication/86c78afa-3a41-11e9-8d04-01aa75ed71a1>

This reference document was produced as part of the initiative jointly led by the European Commission's Directorate-General for International Cooperation and Development (DEVCO), Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO) and Directorate-General for Neighbourhood and Enlargement Negotiations (NEAR) aimed at developing a common 'Guidance Package on Social Protection across the Humanitarian Development Nexus (SPaN)'. It has become a reference document for Social Protection in FCAS, providing technical guidance on key topics ranging from targeting to nutrition security.

UNDP (2019). The State of Social Assistance in Africa. New York.

<https://www.africa.undp.org/content/rba/en/home/library/reports/the-state-of-social-assistance-in-africa-report.html>

More African governments than ever before are delivering social assistance to poor and vulnerable populations. This recent report is providing an overview of the state of social assistance in Africa, highlighting the progress and remaining challenges. It draws on quantitative data but also

policy documents and examines the processes and trends, allowing each country and programmes to benchmark its progress and challenges.

TRANSFORM learning package

<https://transformsp.org/learningresources/>

For those who want to train themselves on Social Protection or just explore a specific topic, the TRANSFORM learning package is organized in a modular structure, and reflects the key building blocks of a social protection system.

Social Protection in Somalia

EC. (2018). Social protection across the humanitarian-development nexus: Case Study Somalia. Brussels: European Commission.

https://socialprotection.org/sites/default/files/publications_files/Guidance%20Package%20SPaN_Case%20Study%20Somalia.pdf

Goodman and Majid (2018): Somalia: In pursuit of a safety net programme in the short term paving the way to a social protection approach in the long term: Issues and options. Final report, Nov 2017

https://www.dai.com/uploads/ASiST%20Report_Somalia_Final-report.pdf

These two documents draw from the work of the ASiST Social Protection specialists, conducted in 2017 and 2018 to identify opportunities to support a transition from humanitarian assistance to a social assistance approach in Somalia. The outcome was a three-year roadmap for EU DEVCO and ECHO field office staff and led to the creation of the TAF. The roadmap is still valid.

The Somalia case study was produced as part of the initiative SPaN.

Smith, G. (2014). 'Designing Social Protection Frameworks for Somalia: Findings and Ways Forward in SCS.' Report for Unicef Somalia.

https://reliefweb.int/sites/reliefweb.int/files/resources/SOM_resources_SocProtectionFramework.pdf

Foundational work conducted in 2014 for UNICEF Somalia to develop Social Protection Frameworks for Three Regions of Somalia. This work has gathered contributions of a great number of people and organisations and is still valid. It focused on Puntland, Somaliland and South Central Somalia and identified gaps and entry points for social protection in these regions. It includes a thorough vulnerability analysis and lays the foundations of a Social Protection Framework.

Transition from Humanitarian Assistance to Social Protection

Seyfert, Karin; Barca, Valentina; Gentilini, Ugo; Luthria, Manjula; Abbady, Shereen. 2019. Unbundled: A Framework for Connecting Safety Nets and Humanitarian Assistance in Refugee Settings. Social Protection and Jobs Discussion Paper, no. 1935; World Bank, Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/32467> License: CC BY 3.0 IGO.

<http://hdl.handle.net/10986/32467>

While the document focuses on refugees, it provides a very useful framework to identify entry points and pathways for the transition between humanitarian assistance and social protection.

Gentilini, Ugo; Laughton, Sarah; O'Brien, Clare. 2018. Human(itarian) Capital? : Lessons on Better Connecting Humanitarian Assistance and Social Protection. Social Protection and Jobs Discussion Paper, No 1802; Washington, DC: World Bank. © World Bank. <https://openknowledge.worldbank.org/handle/10986/31011> License: CC BY 3.0 IGO."

<http://hdl.handle.net/10986/31011>

The document discusses findings from twelve country case studies exploring the linkages between humanitarian assistance and national social protection systems. Specifically, the paper distils lessons on how humanitarian assistance and social protection systems might better coexist, the possible challenges and trade-offs emerging from practical experiences, and how to facilitate, inform, and accelerate future concerted action.

Inclusion and Targeting

Kidd, S., & Athias, D. (2020). Hit and miss: An assessment of targeting effectiveness in social protection with additional analysis (Working Paper). Orpington: Development Pathways.

<https://www.developmentpathways.co.uk/wp-content/uploads/2019/03/Hit-and-miss-long-report.pdf>

Summary

<https://www.developmentpathways.co.uk/wp-content/uploads/2020/06/Hit-and-Miss-summary-1.pdf>

Contributing to the highly charged debates on how best to undertake targeting, this document is based on the analysis of national household survey datasets. It examines the targeting errors of a wide range of social protection schemes and demonstrates that the highest targeting errors were found in poverty-targeted programmes and that, if the policy aim was to reach the poorest members of society, the most effective means of doing so would be through universal selection.

Yusuf, B., Adan, G., McDowell, S. (2019) SOMREP Qualitative Study of Vulnerability, Inclusion & Exclusion

This document is available on-demand from the authors, two of them part of the TAF and the third supporting MoLSA in the implementation of the SSPP. SomReP and STREAM jointly commissioned this research into the nature of vulnerability and the degree to which the most vulnerable are involved in their resilience programmes. As a result, the document is providing rich insights on vulnerability, inclusion and exclusion.

Majid, N., Abdirahman, K., Hassan, S. (2017) Remittances and Vulnerability in Somalia - Assessing sources, uses and delivery mechanisms

<http://documents1.worldbank.org/curated/en/633401530870281332/pdf/Remittances-and-Vulnerability-in-Somalia-Resubmission.pdf>

This study presents the findings of a World Bank-funded research on remittances and vulnerability in Somalia, as part of the World Bank's ongoing work related to social protection. The study examines the role that remittances play as a social safety net for families in Somalia. The study is also providing useful insights on the different social and geographic factors that influence vulnerability and equity in Somalia.

Transfer values

Blog - Transfer values – how much is ‘enough’? Ludovico Carraro, Calum McLean and Simon Little

<https://socialprotection.org/discover/blog/transfer-values-%E2%80%93-how-much-%E2%80%98enough%E2%80%99-part-1>

<https://socialprotection.org/discover/blog/transfer-values-%E2%80%93-how-much-%E2%80%98enough%E2%80%99-part-2>

In these 2 blogs, SPACE experts are setting out some of the core challenges in setting cash transfer values and share their insights in managing some of the underlying complexities. These include determining what constitutes sustainable adequacy; managing the trade-offs between adequacy and coverage in various contexts; and the discrepancies between humanitarian and social assistance transfer values.

Bahri, S. and Merttens, F. (2018) Evaluation of the Kenya Hunger Safety Net Programme Phase 2: Cost efficiency analysis final report, Oxford Policy Management.

<https://www.opml.co.uk/files/Publications/a0013-evaluation-kenya-hunger-safety-net-programme/hsnpcost-efficiency-report.pdf?noredirect=1>

More than transfer value, this evaluation provides useful information on the total costs incurred in setting up and delivering the programme to its intended recipients in four counties.

Shock-Responsive Social Protection

TRANSFORM, (2020) "Shock Responsive Social Protection – Manual for Leadership and Transformation Curriculum on Building and Managing Social Protection Floors in Africa"

https://transformsp.org/wp-content/uploads/2020/09/SRSP-BD_singles_v12.pdf

A brand new and very rich module. This document provides useful tools to understand who are the key stakeholders and counterparts, clarify why SRSP is important and why 'business as usual' is no longer a sustainable strategy. It also identifies the key steps required to advance shock responsive social protection.

O'Brien, C., Scott, Z., Smith, G., Barca V., Kardan, A., Holmes, R., Watson, C., & Congrave, J. (2018). Shock-responsive social protection systems research: Synthesis report. Oxford: Oxford Policy Management.

<https://www.opml.co.uk/files/Publications/a0408-shock-responsive-social-protection-systems/srsp-synthesis-report.pdf?noredirect=1>

Resulting from a research programme conducted between 2015 and 2018, the series of documents and case studies strengthen the evidence base as to when and how social protection systems can better respond to shocks in low-income countries and fragile and conflict-affected states. This synthesis report consolidates the evidence and lessons learned from the research and highlights the key ways in which social protection systems may contribute to mitigate the effect of, or respond to, large-scale shocks, and the opportunities and challenges therein.

Costella, C., Jaime, C., Arrighi, J., Coughlan de Perez, E., Suarez, P., & van Aalst, M. (2017). Scalable and sustainable: How to build anticipatory capacity into social protection systems. IDS Bulletin 48(4).

<https://bulletin.ids.ac.uk/index.php/idsbo/article/view/2885/ONLINE%20ARTICLE>

This article argues that social protection can support more effective resilience building at scale by integrating early action and preparedness and propose a solution, linking a Forecast-based Financing mechanism to a social protection system to enable anticipatory actions based on forecast triggers and guaranteed funding ahead of a shock.

Registration, ID and MIS

BASIC (2020) Ric Goodman, Emrys Schoemaker, Chloe Messenger, Rachael Steller Review and Analysis of identification and registration systems in protracted and recurrent crises

<https://www.dai.com/uploads/bsic-MIS-2020.pdf> or
<https://reliefweb.int/report/world/basic-better-assistance-crises-review-and-analysis-identification-and-registration>

This briefing note provides global recommendations based on a literature review and key informant interviews with a range of stakeholders at a global level and case studies focused on Fragile and Conflict-Affected States (FCAS).

ICRC (2020) Handbook on Data Protection in Humanitarian Action - Second Edition

<https://www.icrc.org/en/publication/430501-handbook-data-protection-humanitarian-action-second-edition>

The Handbook builds on existing guidelines, working procedures and practices established in humanitarian action in the most volatile environments and for the benefit of the most vulnerable victims of humanitarian emergencies. It provides very useful guidelines to comply with personal data protection standards and is providing specific guidance on the interpretation of data protection principles in the context of FCAS, particularly when new technologies are employed.

ILO (2018) Magdalena Sepúlveda Carmona Is biometric technology in social protection programmes illegal or arbitrary? An analysis of privacy and data protection ESS – Working Paper No. 59 Social Protection Department INTERNATIONAL LABOUR OFFICE, GENEVA Copyright © International Labour Organization 2018

https://www.ilo.org/wcmsp5/groups/public/-/-ed_protect/-soc_sec/documents/publication/wcms_631504.pdf

The paper provides a guide to critical questions for programme design and implementation, such as: what data should be collected? How do we ensure data will be lawfully processed? Is biometric technology in social protection programmes illegal or arbitrary? An analysis of privacy and data protection not be shared, and with whom? What data should be retained? For how long and in what manner? Who is responsible for the data a programme processes? Technology use increases the risks beneficiaries as well as society face and underlines the importance of adopting explicit programme regulations to prevent, protect and redress potential breaches.

Graduation

BRAC

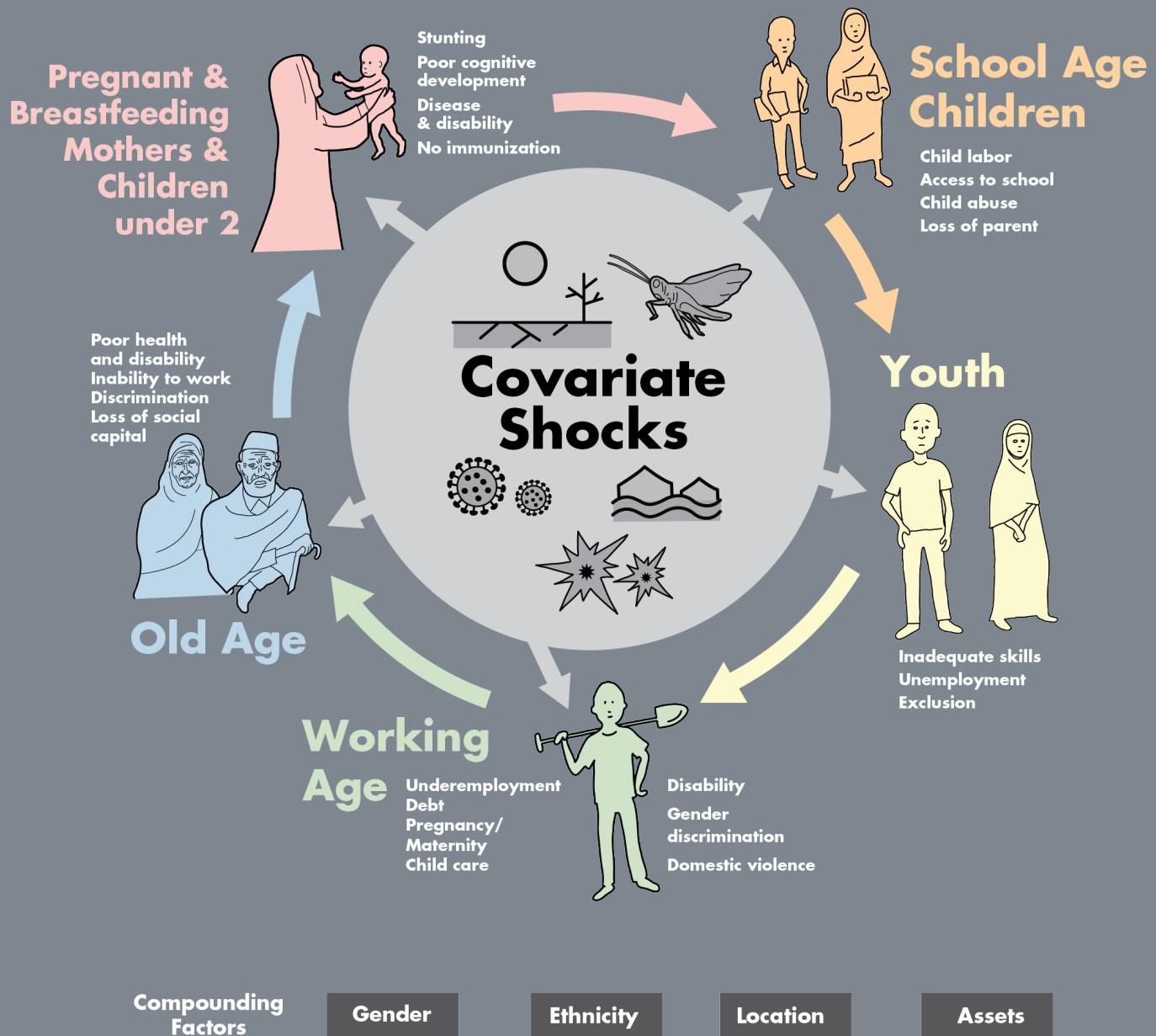
<http://bracultrapoorgraduation.org/>

Sulaiman, Munshi, Nathanael Goldberg, Dean Karlan, and Aude de Montesquiou. 2016. "Eliminating Extreme Poverty: Comparing the Cost-effectiveness of Livelihood, Cash Transfer, and Graduation Approaches."

<http://bracultrapoorgraduation.org/wp-content/uploads/2017/02/Eliminating-Extreme-Poverty-Comparing-the-Cost-Effectiveness-of-Livelihood-Cash-Transfer-and-Graduation-Approaches.pdf>

Through years of work on poverty alleviation BRAC (the Bangladesh Rural Advancement Committee) developed an extremely successful 'graduation model', combining support for immediate consumption with an asset grant to kick start an economic activity and provides skills training, basic health care assistance and access to financial services. To date BRAC approach is the main reference to understand what graduation is, what it takes and how many would always require state-level support.

2.2. The lifecycle approach concept applied to Somalia



2.3. Targeting

The current context

High disparities continue to exist in Somalia among individuals and households and regions, depending on their exposure to risks but also to their access to services and sources of wealth. Targeting should then consider both dimensions, as well as individual and geographical differences.

Vulnerabilities throughout Somalia denotes the persistence of a state of poverty over extended periods. People may move in and out of poverty because of fluctuations in their ability to meet their basic needs that occur over short periods. In cases of extreme poverty, however, people are more likely to experience profound deprivation or disadvantage simultaneously in different but connected aspects of their lives.

Those experiencing extreme poverty are more likely to be excluded from or adversely incorporated into the wider socio-political processes, structures and relationships that give rise to and reproduce the conditions of poverty. Evidence from Somalia highlights the very high risk of exclusion from projects which attempt to target only the poorest part of the population¹.

The notion of vulnerability is not traditionally used in Somalia and the notion of poverty is a social construct. Traditional solidarity and charity mechanisms emphasise poverty or need. These may be associated with age, gender, illness, disability (mental or physical) and displacement. The needy (*Masaakin*) and the poor (*Fuqara*) are described as the ones who do not have someone to assist them and therefore the ones that will benefit from such forms of assistance. However, traditional solidarity and charity mechanisms are mostly clan-based, and benefit individuals within the same cultural or ethnic groups. The exclusion of marginalised groups and individuals is therefore very high in Somalia. The consequences of exclusion are insufficiently documented – both from the impact to them missing out or a benefit, and on the relationship between those included and excluded within a community. It is no coincidence therefore that many view such schemes as unfair or worse.

Traditionally in Somalia, targeting has been applied to households and districts and mainly done through community-based approaches using food security or poverty criteria, or a combination of both. Geographical targeting also appears as the result of negotiations between influential stakeholders and might not reflect appropriately the well-documented vulnerabilities, risks and needs. It has resulted in a very high risk of exclusion. One of the

most apparent, is the focus on rural areas while Somalia is urbanising at the highest rate in the region. By 2050 at least 58 per cent of Somalis will live in urban settlements, pushed by high population growth, rural-urban migration, and massive internal displacement.

The evidence

Evidence in various contexts highlights the importance of targeting specific individuals or households, as the intended recipients of the social transfer schemes, based on their specific vulnerabilities and the objectives of the social protection scheme itself.

There is agreement that such approaches are often complex, cumbersome, costly and controversial. Attempts at poverty targeting are inaccurate at best. This is especially the case when attempting to reach the most vulnerable among a population, including marginalised and minority populations, and when a high proportion of the population are vulnerable. The fact that poverty is multi-faceted, dynamic and subjective means that “poverty targeting” is often hoped for but almost always impossible to achieve. People’s circumstances change frequently over time, for better and worse. Where the majority of the population is close to or under a low-income poverty threshold, very small differences in recorded income on any given registration day can make the difference between inclusion and exclusion. Hence, poverty targeting requires regular updating and thus becomes expensive and is done infrequently, irregularly or often simply not done at all, especially in insecure and hard to reach environments. All these factors can lead to a perception among potential beneficiaries of unfairness and bias by authorities and agencies in control of the targeting process.²

Poverty targeting methods are inefficient and result in high exclusion errors. Universal schemes, and in general schemes with high coverage, are the most efficient in reducing exclusion and reaching the poorest³. However, targeting is still often necessary due to resource limitations or to fulfil specific objectives, and ensure impact.

Alternatives include selecting groups generally understood to be vulnerable and at risk of falling into extreme poverty, such as infants, young children, the elderly and disabled, combined with criteria to avoid the inclusion of relatively ‘better-off’. Universal or categorical targeting approaches are those which include everyone who meets characteristics such as gender, age, or dependency, rather than temporary features such as income or asset ownership. Categorical targeting attempts to identify what objectively verifiable

1. 2014 Smith, 2018 Majid, 2019 IRCC.

2. Targeting the Poorest: An assessment of the proxy means test methodology, Kidd S., Wyld E. AusAID, September 2011
<https://www.unicef.org/socialpolicy/files/targeting-poorest.pdf>

3. <https://www.developmentpathways.co.uk/publications/hit-and-miss-an-assessment-of-targeting-effectiveness-in-social-protection/>

underlying vulnerabilities are likely to be correlated with negative life chances or wellbeing, i.e. poverty or food insecurity. It can be argued that groups such as infants and young children, the elderly and disabled are generally vulnerable and at risk of falling into poverty. The selection of such groups is more easily objectively verifiable than the selection of households which are deemed to be "poor" based on income, consumption or asset ownership. Challenges by those claiming to be wrongfully excluded are easier to resolve, as long as the budget is adequate to provide the benefit to them. Categorical criteria can lead to selecting people who, while they meet the core criteria (such as being over or under a certain age) are also relatively better off, and hence not in as much need as others, which is a form of "wastage". To address this, exclusion criteria might be applied to remove those with formal employment or considerable income earnings or assets such as large herds of livestock or business ownership employing others. Alternatively, better-off people may choose to voluntarily opt-out and not claim the benefit. For example, when state health services are accessible to all citizens, those who can afford to do so may still go to private facilities and thus not claim the benefit. Ensuring low exclusion rates leads to schemes enjoying broader public support.⁴ This vastly increases the inclusion rates and can almost eliminate exclusion errors. In essence, selection becomes an entitlement. Categorical targeting therefore is a rights-based approach.

Key messages

- Targeting methods should correspond to the social assistance programmes objectives and expected outcomes. Provision of social protection needs to cover special needs of various groups, as identified in the SSPP: persons with disabilities, people with special needs, IDPs and refugees, violence against women and girls, etc.
- With a finite budget to spend, acknowledging the challenging of targeting, emphasis is placed on ensuring all those selected meet the selection criteria i.e. to minimize the inclusion error. A deep understanding of the technical instruments to deliver this ideal is needed to select the right tools for the task.
- This understanding of the causes and characteristics of extreme poverty is fundamental to designing interventions that offer possible routes out of extreme poverty.
- Ensuring decision making and targeting is rooted in Somali perceptions of vulnerability as well as drawing on robust poverty data.

Definitions

Covariate shock: Shocks that affect a large proportion of the population simultaneously (e.g. drought).

Idiosyncratic shock: Shocks that affect individuals or households (e.g. loss of bread-winner, illness)

Universal approach: All citizens of a nation, or a certain population group, receive the same benefits.

Targeting: The selection of beneficiaries of a programme. Directing an intervention or policy instrument at a group that appears particularly vulnerable to a specific social problem, or a particular problem.

Categorical targeting: the selection of individuals belonging to a certain category of people using observable characteristics that do not require the collection of a large amount of data.

Poverty targeting: the selection of individuals or households identified based on poverty criterion. Common methods include Means testing, identifying the poor based on a monetary criterion, used to measure the standard of living of each individual or household; and Proxy means testing (PMT), identifying the poor individuals or households based on one or more non-monetary criteria that are correlated with monetary measures of available means (quality of the dwelling, ownership of durable goods (e.g. car ownership), kind of cooking fuel...).

Self-targeting: based on the assumption that, given a set of incentives and disincentives that are defined in the program's design, incentives will encourage certain groups of individuals to participate, while disincentives prevent the others from participating.

Community-based targeting (CBT): the assessment of eligibility for benefits by the members of a community or their representatives either through criteria provided to them or based on their notions of poverty and/or needs.

The Household Economy Approach: The HEA baseline defines livelihood zones, that is, geographical areas within which people share broadly the same patterns of access to food, income and markets. Within each livelihood zone, the assessment identifies three or four wealth categories according to clearly defined and measurable household characteristics, assets, income and food needs. Since its conception, the HEA baseline has been developed and adapted for different purposes, including household targeting. To target beneficiaries, the HEA has traditionally relied on a CBT exercise that categorizes households into three or four wealth groups, based on clearly specified criteria that are agreed by the community and largely guided by the HEA baseline.

Geographical targeting: rank geographic areas based on one or more poverty measures to target poverty reduction interventions in regions with high levels of poverty.

4. Exclusion by design: An assessment of the effectiveness of the proxy means test poverty targeting mechanism / Kidd, S., Gelders, B., Bailey-Athias, D.; International Labour Office, Social Protection Department (SOCPRO). - Geneva: ILO, 2017 <https://www.social-protection.org/gimi/gess/RessourcePDF.action?ressource.ressourceld=54248>

Geographical targeting

Key messages

- All citizens facing the same level of vulnerability and deprivation across the country have the right to receiving the same level of assistance. However resources are often insufficient to implement such an approach and geographical is therefore necessary
- If geographical targeting is necessary to reconcile the level of needs with the resources available, then the districts with the highest proportion of poor or vulnerable people should be prioritized

The Somalia Social Protection policy is supporting a nationwide approach, however implemented gradually considering resources and capabilities limitations.

When resources are insufficient to cover all geographic areas, the targeted locations could be selected based on the specific advantages of each district and community, on the following criteria:

- i. Poverty and/or vulnerability index: It required to define vulnerability criteria (food insecurity, nutrition, disaster risks, displacement and migration etc.), corresponding to the social assistance programme objectives and identify verifiable indicators available and applicable across regions and districts.
- ii. Districts hosting high levels of IDPs and returnees. Such districts are facing challenges and both formal and informal resources are overstretched while struggling to integrate IDPs and returnees
- iii. Level of marginalization – in Somalia there are marginalized communities and such communities are more in specific districts and communities
- iv. Access – where service providers and partners can access the intended beneficiaries, deliver transfers, monitor and learn from
- v. Local governance structures – functional local government-linked to FMS and FGS social protection policy implementation structures. This option is particularly relevant in a pilot phase to test a model, speed up the implementation process and gain political buy-in
- vi. The areas where complementary services are available and where synergies with other programmes could contribute to achieve the highest results (ex. resilience, graduation, development of the human capital/ nutrition...). Urban and pre-urban areas could be the target.

Individual or Household Targeting

Key messages

- Social assistance is addressing different risks. Targeting method should correspond to the risk addressed and to the specific outcomes of the programme
- Evidence from Somalia highlights the very high risk of exclusion in projects targeting only a part of the population
- Universal schemes, and in general schemes with a high coverage, are the most efficient in reducing exclusion and reaching the poorest
- To ensure an adequate level of inclusion in Somalia, it requires adequate systems and capacities, which are not there yet. Therefore the recommended approach is to support the development of the appropriate systems while implementing the most inclusive model. The systems and the capacities built will then allow for an effective implementation of poverty-targeted models.

Key principles

Targeting specific individuals, or households, as the intended recipients of assistance is often complex, cumbersome, costly and controversial. These few key principles are here to help in this difficult path and to allow reality-check.

Acceptability, of the criteria and processes, by the targeted communities and by the political decision-makers and implementers

Transparency of the criteria and processes, to support the acceptance, reduce tensions and support inclusion

Simplicity, affordability and feasibility of the overall selection process to support its acceptance and its integration into wider and longer-term systems

Inclusiveness and effectiveness to ensure reaching the set objectives

What we know already to support poverty targeting

According to the studies conducted using the Household Economy Approach (HEA) in the different livelihoods zones across Somalia, poor households are characterised by a deprivation of workforce and productive assets (mostly livestock, land). These households are often smaller and with many members unable to work: too young or too old, living with disability; or with limited skills and assets, forcing them to engage in low-return activities. They therefore rely on irregular and precarious sources of income (casual labour, solidarity, debts) and on the markets to address their basic needs. The poor households represent 30 per cent of the population. The estimate of the proportion of very poor households is available only for a few livelihoods zones, where they represent between 5 per cent and 20 per cent. The understanding of urban livelihoods and poverty is also still limited, however, studies are currently being implemented.

For targeting to be acceptable by the recipients and their communities, it should be transparent and understood. It therefore makes sense to align targeting with traditional mechanisms. Deciding the parameters of who is eligible for social assistance programme and the precise definition of target households or individuals are difficult to delineate and involves the interplay of different factors including needs analysis, political economy, feasibility and inclusiveness. Any process used will likely have some shortcoming, but it is important to make sure that combined approaches to reach the poorest and the most vulnerable are reached.

First, in every district, there are minorities and marginalized communities who do not have access to aid and services because they are not represented in the local authorities and community decision-making forums. It is, therefore, critically important for service providers to be watching for possible social exclusion of such people during targeting and selection. A mapping of the selected communities/districts should be conducted to identify the main demographics, ethnic groups, localities (including sub-groups/locations within a ward/village), physical barriers and main services. Through this mapping, all specific groups within an area should be identified as well as their specific constraints to avoid exclusion from the selection process.

Then, selection should be conducted using community representatives or other representative committees, in urban areas for example, in conjunction with outreach services.

Specific mechanisms could be put in place to reduce the risks of exclusion such as:

- Beneficiaries selection should be done by trained and nonpartisan staff, which will have to come from diverse backgrounds (ethnic, socio-economic, gender, age, localities, IDPs and others);
- The eligibility criteria and process will be communicated to the overall community and district in advance to ensure transparency and fairness;
- leaders/inclusion champions will be mobilised to supervise the process and ensure groups are not left out or otherwise mistargeted;
- community committee role will be limited to the approval of the identified household or individual.
- Outreach/social workers, from local government, will conduct random verification exercises to ensure selection is as per the agreed written and documented processes and protocols on top of information and appropriate mobilisation.

Key references:

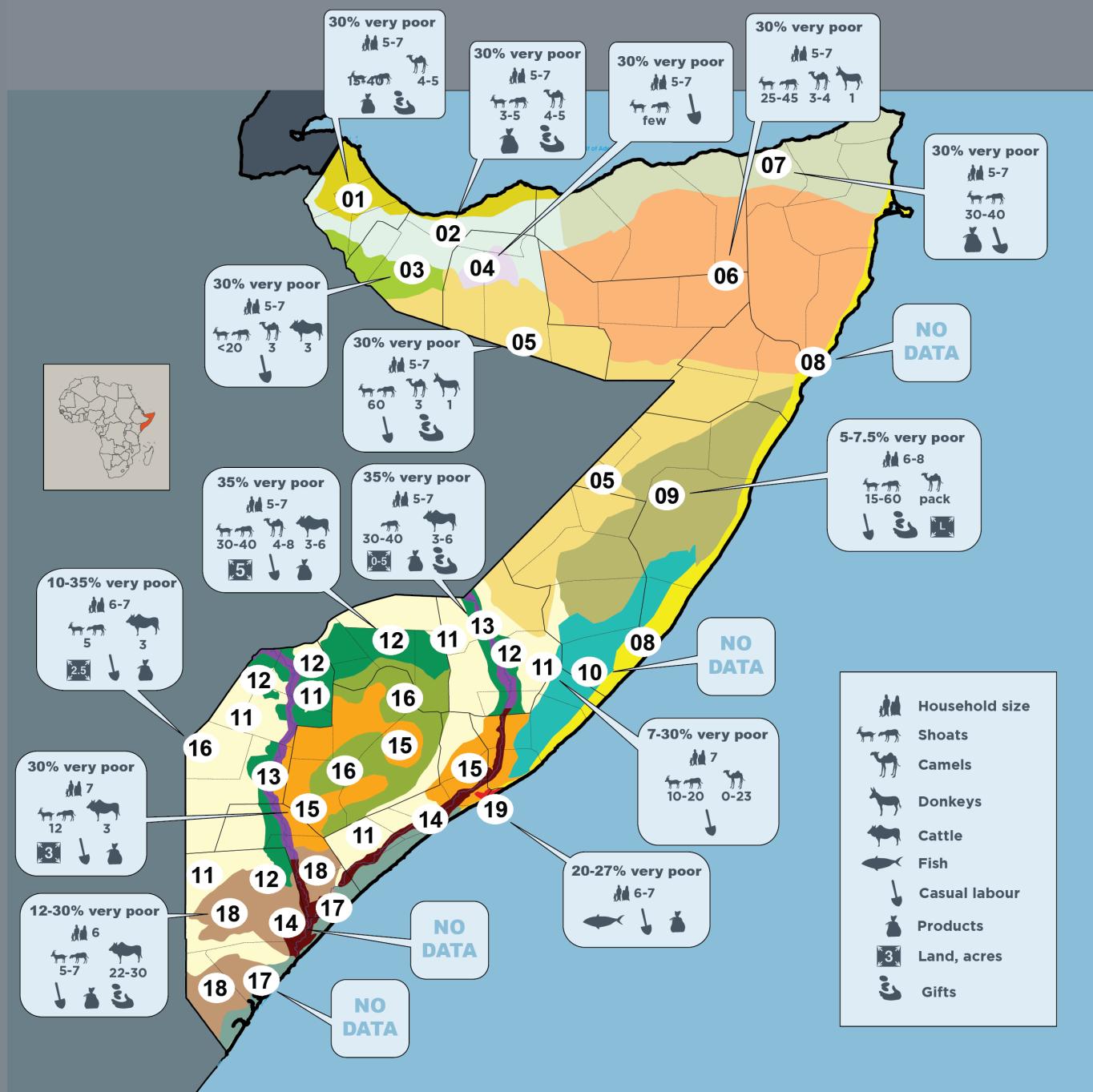
Kidd, S., & Athias, D. (2020). Hit and miss: An assessment of targeting effectiveness in social protection with additional analysis (Working Paper). Orpington: Development Pathways.

Yusuf, B., Adan, G., McDowell, S. (2019) SOMREP Qualitative Study of Vulnerability, Inclusion & Exclusion

Majid, N., Abdirahman, K., Hassan, S. (2017) Remittances and Vulnerability in Somalia - Assessing sources, uses and delivery mechanisms

Smith, G. (2014). 'Designing Social Protection Frameworks for Somalia: Findings and Ways Forward in SCS.' Report for Unicef Somalia.

SOMALIA HEA FINDINGS



LIVELIHOOD ZONES

01: Guban Pastoral	07: East Golis	13: Riverine Pump Irrigation
02: West Golis Pastoral	08: Coastal Deeh	14: Riverine Gravity Irrigation
03: Northwest Agro-pastoral Garowe Urban	09: Addun Pastoral Galkayo Urban	15: Sorghum High Potential Agropastoral
04: Togdheer Agro-pastoral Nugal Pastoral (North)	10: CowPea Belt	16: Bay Bakool Low Potential Agropastoral Baيدا Urban
05: Hawd Pastoral (East) Bossasso Urban	11: Southern Inland Pastoral	17:
06: Northern Inland Pastoral	12: Bakool Agro-Pastoral	18: Juba Cattle Pastoral
		19: Kismayo

2.4. Transfer value(s)

The current context

A lot of efforts have been dedicated in Somalia, in recent years, to harmonize cash transfer values and to determine the most efficient transfer values. The debates have focused mainly on schemes targeting food insecure households over a short period: humanitarian and resilience programmes.

While looking at social assistance across a life-cycle approach, harmonizing transfer values is not a solution anymore. There is no "right" answer, but rather an approach to determining transfer values to achieve specific objectives and outcomes considering the economic and the market contexts, incentives and disincentives and the costs imposed on the recipients to participate.

Transfer values should be determined for each social assistance programme to achieve its specific objectives. In setting the transfer value, decision-makers always face a fundamental, and ethical, trade-off between coverage and adequacy, i.e. providing some level of assistance to a large number of people at the risk of low impact, or a higher value, impacting fewer people. The Somalia Social Protection Policy and its implementation framework are aiming at impacting the lives of the poorest and most vulnerable Somalis. A thorough examination of the adequacy of transfers is needed, to assess the likely impact on individuals and households and how the transfer values should be determined.

Factors impacting transfer values

Transfer modality: The choice of the modality might affect the net value of the transfer, due to unintended effects or associated costs. For example, transport costs might be associated with in-kind food or redeeming a voucher in a selected trader. Experience in Somalia highlights that cash is the most cost-efficient modality and is widely accepted by recipients.

Predictability: The predictability of the transfers enhances impact by allowing the recipients to manage their resources more effectively, including managing savings and investments. When households are informed at the beginning of the programme of their entitlements (duration, frequency, amount, purpose, associated conditions and accompanying measures), they can make informed and more effective choices, including how much to save, how much to invest, how much to consume, based on this understanding. Experience also demonstrates that after the first year, household productive investments and assets, despite

being small, can buffer against shocks and stresses and build the resilience of households against seasonal insecurities.

Regularity: Transfer frequency also influences their management by recipients and thus determines the outcomes. The frequency has to be set at the beginning of the programme based on cyclical and recurring inputs and this plan needs to be respected. Contingency plans have to be developed to ensure continuity in case of shocks (natural or conflict) and trigger to ensure that assets and savings are not eroded in such circumstances. If recipients are informed and confident in the regularity of the transfers, the frequency could be low (for example, every 3 months) without increasing the risks of mismanagement or opportunistic behaviours. Delivery and transaction costs could then be reduced and opportunities for investments and savings by the recipients increased.

Conditionality: Some conditionalities might come with extra costs for the recipients that should be considered in setting transfer values, such as transport costs, access fee and the loss of daily wages or incomes.

Key messages

- The government's responsibility is to help ensure that all citizens' basic needs are adequately met
- A social assistance programme is not only a cash transfer. It often combines cash transfers and services and/or goods. Services and goods could be provided as part of the social assistance scheme and/or by creating synergies with other programmes and services
- The transfer value is defined, based on needs and objective and transparent criteria. It might vary across geographies
- The transfer value should be sufficient to ensure achieving the expected outcomes together with the appropriate package of services and goods. Insufficient transfer value leads to poor outcomes. It is essential not to tradeoff the transfer value with coverage to ensure achieving outcomes
- The transfer value should be acceptable by the recipients and their communities
- Transfer value might need to be adapted based on the scheme performance and the evolution of its real monetary value

Examples of complementarity with services

Preparing Somalia Future – 1000 Days Approach

The programme aimed at improving the access to Maternal and Child Health and nutrition services and the adherence to essential care and services such as immunization, pre-natal and post-natal consultations, micronutrient supplementation, nutrition screening and referral. It should therefore be complemented by the appropriate provision of Maternal and Child Health and nutrition services and could not be implemented where these services are not available.

The service quality is also an important factor to ensure the adherence to the conditions of the social transfers and satisfactory outcomes. Services quality should be sufficient to attract and retain the mothers into the programme. Social transfers are not sufficient, for example, if mothers are poorly welcomed by the medical staff or if they do not consider the services provided as sufficiently valuable.

Providing incentives to access services might increase the demand for services and the risks of service overload. It should be planned together with the social transfers.

Supporting Youth From The Ultra-Poor Households To Access Skills Development And Livelihoods Development Programmes

The programme aimed at providing support to the poorest youth to access programmes to improve their skills and improve their opportunities to find employment or to develop their own business. The programme is implemented in conjunction with institutions and programmes the poor youth could attend and are enrolled to. Attending such programmes have a cost for the poorest youth often excluding them: loss of income from daily job, transport costs, need to purchase equipment and adequate clothing. Functionning institutions and programmes are not sufficient to ensure reaching the poorest youth.

The programme could also be associated with microfinance programmes.

Definitions

Opportunity costs represent the benefits an individual or household misses out on when choosing one alternative over another.

Resource gap: This is an average of the household resources and the livelihoods protection methodologies applied as a threshold. The livelihood protection threshold provides a broader measure of a household's ability to sustain local patterns of livelihood, including covering the costs of productive inputs (seeds, livestock drugs, etc.) and basic expenditures on health and education.

How transfer values of the Social Transfers are calculated

Preparing Somalia Future – 1000 Days Approach

Rationale: Cover the opportunity costs for the mothers to attend health and nutrition services instead of contributing to the daily subsistence of their household

Formula: 1x Transport to and from the health centre + 1x Daily labour rate

Supporting Youth From The Ultra-Poor Households To Access Skills Development And Livelihoods Development Programmes

Rationale: Cover the opportunity costs for the poor youths to attend training and activities to develop their skills and to develop their project instead of contributing to the daily subsistence of their household

Formula: 25 x daily labour rate + Transport to and from the training centre + adequate equipment and clothing

+ quick-off contribution to a saving group

Safety Net For The Ultra-Poor

Rationale: Cover the resource gap of the very poor household to allow them to fulfil their basic needs

Formula: Total annual income – Basic needs (annual) = Annual resource gap / 12 months without considering a shock or stress for a household size of 6

Key reference documents

Somali Safety Net Design: Designing a Scalable Safety Net Program for Somalia Using Household Economy Analysis (HEA) - 2019 – By Mark Lawrence

<https://www.calpnetwork.org/wp-content/uploads/2020/03/1560326259.HEA-Safety-Net-Design-Analysis-for-Somalia-Final-Report-compressed-1.pdf>

2.5. Registration

The current context

There is a wide consensus among government, donors and implementing partners to support the development of a national database of social assistance recipients and potential recipients, and to improve the coordination of identification and registration to maximize the effectiveness of both social assistance and humanitarian programmes. A national unified social registry (USR) is being developed and ultimately multiple programmes would feed data into the USR through their registration processes.

The approaches and technologies for identification and registration of individuals and households in Somalia have developed in the past years, particularly in support of cash-based programming. The debate has focused on the need of having a centralised database of beneficiary data and/or improved sharing of registration data to minimise duplication, reduce the need for multiple registration exercises of the same people, and potentially to form the basis for a USR and social assistance programmes.

At present, multiple agencies are delivering cash and vouchers in Somalia using multiple targeting, registration and delivery platforms with limited interaction and data sharing between them. They collect and store data, without a national data protection framework defining what is collected, how and whom this is shared with and, therefore, who has received what assistance, and when. Many actors have also started to develop large-scale integrated cash registration and delivery platforms, which they propose to scale-up and make available to other actors. There is currently no agreed approach to how beneficiary data gathered through registrations should be shared between relevant actors. There is also no standard dataset that is routinely collected by all organisations. There is, however, significant work ongoing around the adoption of a Common Registration Form (CRF) to harmonize the registration of applicants of different social protection programmes, while the USR is being developed.

In the absence of any foundational national ID system, registration and identification of individuals through a central registry is very challenging. There is no legal basis for a conferring authority to issue identity or citizenship status and the coverage of the formal registration system (birth certificate, passport...) is very low. Actors issue intended beneficiaries with a programme specific temporary identification which cannot be used to access services outside the intervention in question. The verification of the registered person and/or household is also challenging. Many citizens share similar identification data: surnames, dates and places of birth, father and mother names etc. However, there is no agreement on the adoption of biometric data for humanitarian or government-owned data.

The issue of data protection and safe storage, as well as data dignity, is a challenging yet essential aspect. There is no broadly agreed protocol for sharing registration data and no standard dataset that is routinely collected by all organisations. A critical question is how to approach this safely, reduce the administrative and resource burden to implementing agencies, which respect both individual protection, the humanitarian principles and the social assistance needs.

Moreover, operating direct transfers results in the need for data on recipients. Providing cash requires sufficient data to confirm identity but also to conduct wealth ranking and community-based targeting. Much of this data is transitory and only used for immediate targeting purposes. It falls out of date from the moment it is captured and renewed registrations cannot keep pace. Most importantly this considerable volume of data must be stored and managed under a data protection regime. The more data stored, the higher the risk of inadvertent mismanagement (a principle of sound data management is to keep the data to a minimum).

As a result, none of the registries operated by international agencies are suitable as the basis of a national registry. Programme registries contain partial data on those of interest to particular organisations or to support programme objectives and are incomplete geographically.

Key messages

- The development of a USR requires a certain number of political, legal and technical issues to be resolved to ensuring the dignity and protection of all citizens.
- Standardized data collection could allow different programmes to coordinate their targeting, ensure interoperability and contribute to the accumulation of data for the unified social registry (USR). It could also contribute to shock-responsive interventions which require readily available data to rapidly identify potential beneficiaries.
- Some international humanitarian agencies have taken a position of not using biometrics, and use large scale systems for social transfers which do not use the technology. There is sharp disagreement on the benefits and added value of biometrics compared to the security risks and privacy concerns personal digital data comes with, not least in contexts such as Somalia with no legal framework, active conflict hostilities and the consequences of misuse being potentially severe.
- Consent for personal data to be stored is not transferable to an unforeseen third-party including government. Hence at the minimum, consent for a change of use would need to be obtained before data is accessible to government.

Priority considerations for the FGS

- In the absence of a legal data protection framework for Somalia, adopt international best practices. It would be relevant to conduct a Data Protection Impact Assessment (DPIA) on theUSR ahead of any design work beginning. Reference should be made to documentation available on such contexts including ICRC's Data Protection Handbook. There is a reputational risk in setting up a transition system, not sufficiently solid and efficient, which could undermine the population's trust in the futureUSR.
- Develop a legal framework to ensure the protection of the citizens and particularly the most vulnerable ones likely to be registered.
- Align complementary management information systems (MIS), to develop theUSR. Improve data coverage, data quality, data access, data storage (digitisation), data management and data sharing, including a review of data protection law;
- Develop a strategy and standard operating procedures (SOPs) for data collection and storage. Collection and storage of a wide range of information on each household increases the risk of misuse (error, fraud and corruption, alongside population profiling and unintended uses).
- Formulate a data protection management plan for MoLSA and theUSR, including setting standards in managing this data (data security, access, retention and renewal, for example). Even in the absence of a legal framework, it might be a comforting step forward.
- Determine appropriate data security measures | to limit access by unknown third parties to data help on Somali citizens. Accountability for this rests with FGS and appropriate use of this for the benefit of society is part of building a governance framework and social contract.
- Collect only the information needed in anticipation of a future government-owned registry, standardization might be beneficial for a core minimum set of data. Using this, deduplication and referrals across datasets would be possible, without the need for a combined single registry
- For the registration process to succeed, the poor must have information and access to the registration process. A local communication strategy for outreach is critically important and the managing organization in close collaboration with MoLSA should work out a good communication system that can easily reach the target communities and groups to reduce exclusion errors. As information might not be enough and guarantee success the cost of registration for target beneficiary groups must be minimal. The registering staff should always treat potential beneficiaries with respect and culturally appropriate manner, inform of

their rights and possible accompanying conditionalities if any. More importantly, data management and confidentiality must be of higher standards.

Priority considerations for implementing partners

- Support the government in setting up the appropriate policy, legal and technical systems to ensure coverage, inclusion and protection.
- Identification and common registration systems take time to develop. In the meantime, the different programmes should use harmonized and aligned systems. It means that data, registration and identification methods of the recipients will be defined and developed in coordination with the relevant stakeholders and that their specific concerns on protection should be heard.
- Share lessons learnt on the use of different mechanisms to collect (SMS, IVR, outreach workers, CSOs etc.) to address the needs of the different schemes and designing the registration process to be as light as possible will help ensure access to registration. Taking account of digital literacy and access is important to ensure the best possible coverage. Contribute to the capacity building of the different actors to ensure high coverage and inclusion

Key reference document

BASIC (2020) Ric Goodman, Emrys Schoemaker, Chloe Messenger, Rachael Steller Review and Analysis of identification and registration systems in protracted and recurrent crises <https://www.dai.com/uploads/bsic-MIS-2020.pdf>

Blog series on the above report accessible at https://dai-global-digital.com/consent-to-data-processing-in-humanitarian-and-development-contexts-part-one.html?utm_source=daidotcom

MODULES

3.1. The Social Assistance Core Clients

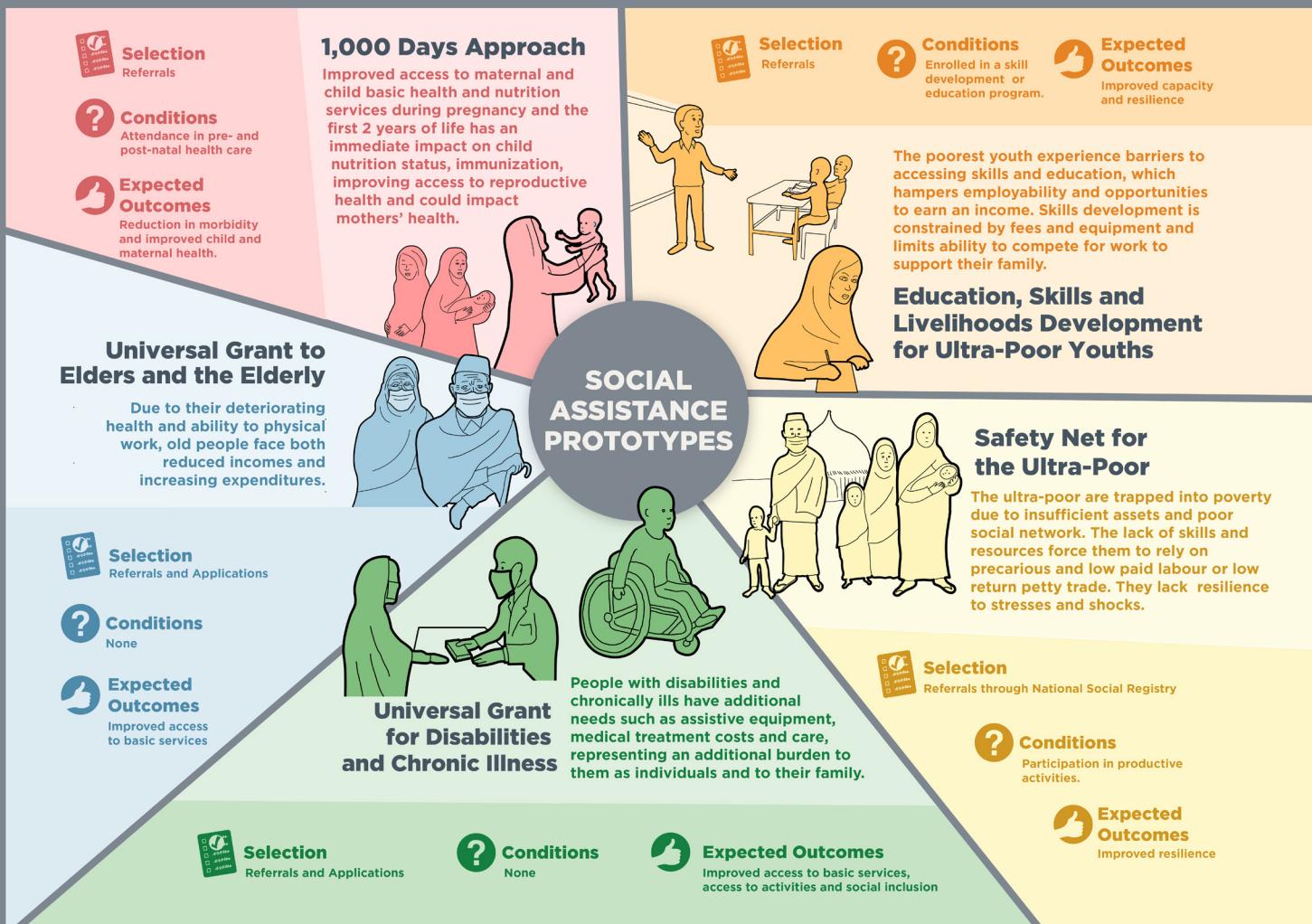
Target Group	Description	Population Estimate (% of total Somali population)	Risks to address	Improved outcomes
Pregnant & Breastfeeding mothers and children under 2	 <p>First 1,000 days of child's development</p>	7%	Maternal and child undernutrition, morbidity and mortality Poor physical and cognitive development Burden on carers	Immunization and nutrition Pre and post natal services Reduction of mortality and morbidity More time to invest in productive activities
People living with disabilities	 <p>No agreed definition</p>	2-3% with severe impairments 4% of the youth	Discrimination Poor access to productive activities Higher needs and expenses	Access to basic services (health, water and sanitation) Access to productive activities Social inclusion
Old age	 <p>Over 60 years</p>	3%	Loss of income and assets Higher health needs and expenses Loss of human and social capital Burden on the family	Individual access to basic services and goods (food, nutrition, health, water and sanitation) Social inclusion Household access to basic services
Poor youth	 <p>School age children and young people from ultra poor HH (8-20 y)</p>	No estimate available	Underemployment Poor access to basic education, skills, physical and financial capital Child labour and abuse Radicalisation	Appropriate education and skills Higher employability Higher income from productive activities (jobs or self-employed)
Ultra Poor	 <p>Based on HEA wealth group</p>	10%	Poor human capital: nutrition, health, education, skills Poor social capital and lack of productive assets Poor food consumption, access to basic services and resilience	Adequate food consumption Access to basic services (health, education, water and sanitation, shelter) Resilience to stresses and shocks
IDP		2.6M 16%	Protection Exclusion Poor access to basic services Poor social, physical and financial capital	Reclassify as citizen Social inclusion Access to basic services and public goods
WOMEN		50% of the population	Maternity, mortality and morbidity Childcare and High workload of reproductive activities Violence and discrimination Poor access to health, education, skills and productive activities	Access to health Appropriate education and skills Higher employability Higher income from productive activities (jobs or self-employed)
Marginalised groups	 <p>No agreed definition</p>	No estimate available	Poor social, physical and financial capital Poor access to education and skills	Social inclusion Access to basic services and public goods

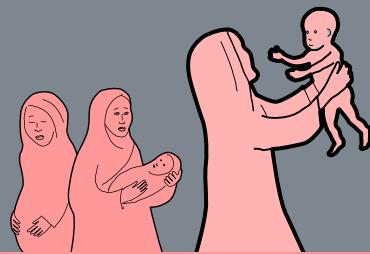
3.2. Key elements of the Transition Process

Problems in Need of Redress	Now	What Needs to Happen			Potential 2030 Outcomes
		2020-2022	2022-2025	2025-2030	
2/3 of the Somali population is poor 10% is ultrapoor	A very small number of citizens are benefiting of an appropriate assistance	Pilot models: universal schemes, in targeted geographies	Review and Scale up universal schemesIntroduce targeted and productive schemes in targeted geographies	Scale up	2,5 million Somalis are benefiting of a type of social assistance (12% of the population)
	Humanitarian assistance is supporting both populations affected by disasters and the poorest and neediest	Increase social transfers coverageInclude a shock-response component	The poorest leave the humanitarian caseloadThe first response to disasters is provided by social transfers schemes	Mechanisms to mobilise humanitarian assistance and international assistance are reviewed	
Assistance is ad hoc and inappropriate	Social transfers and social assistance projects are following multiple approaches	Agreed common and harmonized approaches	Scale up	Programmes are transferred to GoS	The first response to disaster is provided by the GoS. International humanitarian assistance is requested for high magnitude disasters.
	National capacities to implement social assistance schemes are insufficient	A capacity and system strengthening strategy is designed, supported by appropriate resources and partnerships	Resources and specific responsibilities are transferred to decentralised administration	All functions and responsibilities are transferred to national administration progressively	
Multiple approaches Poor coordination and leadership	A part of the population is excluded from the assistance and denied development opportunities	Social services are designed and developed in targeted areas. Staff represent all groups	Social services are expanded country-wide		Social assistance programmes are managed by national administrations
	There is no adequate information and identification system	Programme ID and information are harmonized with the future NSR*	Social transfers clients are integrated into the NSR*	NSR* is used to identify ST clients and for disaster response	
Weak government leadership and social contract					The ultrapoor and marginalised, of all population groups, age and gender, are included in the social assistance system
Difficulties to attract funding					
Social exclusion undermines country socio-economic development and stability					
Exclusion Risk of diversion					3 million citizens are included in the NSR*

*National Social Registry

3.3. Social Assistance Prototypes



**Prototype 1**

Preparing Somalia's Future 1000 Days Approach

SSPP Objective

Objective 5 (extend access to social care services for poor and vulnerable households and individuals)

Objective 1 (establish and strengthen systems and capacities of the government of Somalia)

Objectives and rationale

- **Enhance human capital through the first 1000 days of life**
- **Support pregnant women to access health and nutrition services for her own and her child's development**

Improved access to maternal and child basic health and nutrition services during pregnancy and the first 2 years of life have an immediate impact on child nutrition status, both acute and chronic, and immunization. It also improves the access to reproductive health and could impact on mothers' health, feeding and care practices, incl. birth spacing. The reduction of the morbidity induced by immunization, improve nutrition and screening reduces also the time and financial burden for the mothers, as primary carer, and the whole family, freeing time and resources for productive activities.

Undernutrition does not only impact on physical development but also cognitive development. Healthy and well-nourished children will contribute to the social and economic development of their households, communities and (in-turn) the country. The social transfers will also build their resilience to stresses and shocks to avoid any further deterioration of their human capital and socio-economic conditions.

Across Somalia, current estimates indicate that 1 in 10 children under the age of five are acutely malnourished with the median National GAM of 13.8 per cent at Serious level, translating to 1.08M boys and girls of which 178,000 are affected by life-threatening severely malnutrition while 830,000 are moderately malnourished. The Somalia adult population also face a malnutrition burden. 832,000 pregnant and lactating women are estimated to need nutrition assistance. 44.4% of women of reproductive age have anaemia.

Locations

Where functional MCH and nutrition services are available and accessible

Core Clients

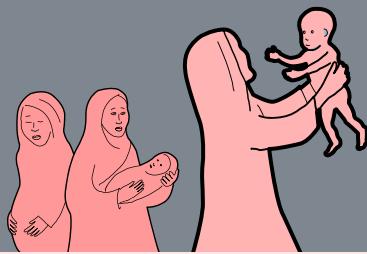
The core clients of this model are pregnant women and their under 2 children. The program will include all pregnant women in the targeted areas and link them to health and nutrition service centres. They will continue accessing the same services until the 2nd anniversary of their child.

Caseload estimates

500 000 mother-child couples

UN pop. Estimates: 600 000 children 0-12 months, but it is expected that the transfer value will be a disincentive for the better off households

Selection method



Prototype 1

Preparing Somalia's Future 1000 Days Approach

Categorical Geographical

The mother-child couple will be registered through the mother, while pregnant, as the identification of the recipient is easier at this stage (observable criteria, reliable biometrics). As it might be difficult to identify pregnancy at a very early stage the programme will select women after the first quarter of their pregnancy. It is assumed that pregnant women will be given medical cards, and another one for their child after birth which will be used as the woman and child's medical record cards.

The selection of the clients is done through:

- a) MCH, health and nutrition centres: linkages to access basic health services is critically important and thus MCH, health and nutrition centres will be used to enrol pregnant women into the programme.
- b) Application based targeting – women with observable pregnancy may also do direct application.
- c) Referral from other sources: community leaders, outreach/social services and other projects in the area may also refer pregnant women to the programme.
- d) Community mobilizers or social workers should be used to create awareness and ensure that poorest women possibly from a marginalized community can be reached.

Modality and transfer benefits

Duration

1000 days. From the 2nd pregnancy trimester to the 2nd birthday of the child.

Modality

Cash transfer will be delivered through the most efficient system available in the selected area.

Frequency

Quarterly

Conditions / Accompanying measures and services

Attendance at pre- and post-natal consultations and counselling, immunization, health and nutrition screening and counselling

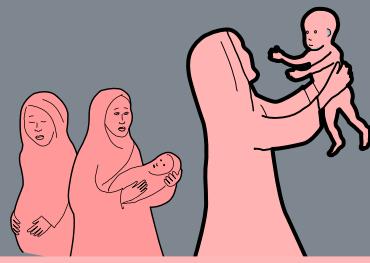
Transfer value

10 USD/month corresponding to opportunistic costs for the mothers to attend health and nutrition services

Implementation arrangements

The clients will be identified and registered through the MCH centres staff, who will check their eligibility. District or municipality administration will have a key role in ensuring the outreach and communication to ensure all eligible constituents access the services. They will also administer the transfers. Resources will be devolved to them.

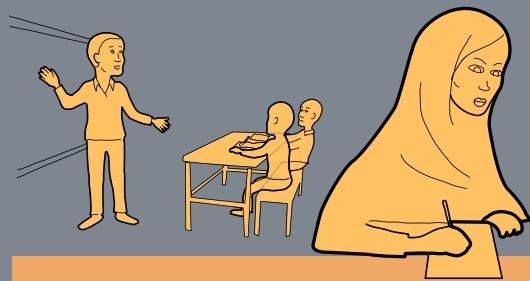
If capacities and systems are insufficient, and as they improve, administrations and services involved, could find support in locally-based organisations (national and international) to support the outreach, the registration of the clients and the implementation of the associated services and activities.

**Prototype 1****Preparing Somalia's Future
1000 Days Approach****Risks and assumptions**

- a) Overload the MCH and nutrition services: While resources are scarce and the programme opts for universal targeting for pregnant women cohort, increasing use of the MCH and nutrition facilities will likely overstretch their capacity
- b) Exclusion of the marginalized: while universal targeting aims to reach every pregnant woman in the targeted district urban centres, marginalized communities (poorest, marginalized ethnic groups, IDPs) might not come out and get enrolled into the programme. It is critically important to use community mobilizers to reach out to such groups to be included in the programme

Learning uptakes

- a) Measuring the impact and performance of the approach. Use of health and nutrition facilities
- b) It will not be possible to evaluate the impact on the social and economic development of a community or even a household. But evidence of economic impact exists and has been well documented globally (Lancet, World Bank etc.).
- c) Over 3 years, however, it will be possible to measure the impact on the individuals enrolled (mothers and children health and nutrition status) and on some aspects at household level such as the time and resources gained to invest into productive activities and the related extra income.



Prototype 2
Supporting Youth from Ultra-Poor Households to Access Basic Education, Skills Development and Livelihoods Development Programmes

SSPP Objective(s)

Objective 2 (progressively expand access to social assistance, especially cash-based social transfers that support poor vulnerable people)

Objective 5 (extend access to social care services for poor and vulnerable households and individuals)

Objectives and rationale

- Bridging the gap between the poorest youth and the initiatives supporting their integration into the labour market and productive sectors
- Improving the access to basic education for the poorest

The poorest youth are experiencing various barriers to access appropriate skills and education. It hampers their employability and opportunities to engage in income-generating activities. Their skills development is not only constrained by their ability to pay school or training fees and equipment but also to engage in activities, competing with the daily labour they need to accomplish to support their family subsistence. Social transfers could play a crucial role to bridge the gap between the poorest youth and professional development opportunities.

Accessing better-remunerated jobs or activities also requires basic education. The poorest youth should also be supported to access basic (primary) education at first.

The social transfers are essential for these youth to support the opportunistic costs of engaging in training and development activities, while addressing their basic needs. Thousands of children from the poorest households in Somalia are disadvantaged and have little opportunity for potential development if any. They have fewer years of schooling and learning opportunity if any, than children in better-off households. The inherent values of social protection program through education is that the economic value in human capital is possibly large but financial barriers can hinder the human capital investments of poor households.

Locations

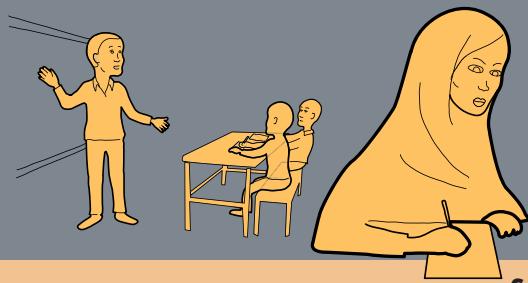
- a) Urban areas
- b) Availability and access to functional local skills learning institutions
- c) Availability and access to functional education

Core Clients

Caseload estimates: 8-20 years old represent 45% of the Somali population. If 10% of them are living in ultra-poor households, then the eligible caseload could be approx. 750 000 individuals. Only 150 000 ultra-poor youth are expected to participate in this scheme considering the geographical restrictions and the coverage of the associated services

Young people, boys and girls, from 8 to 21 years old

- Enrolled in programmes of skills and activity development, through local learning institution and other projects
- School-age children with both parents willing for their child to go to school but unable to send them because of financial constraints.

**Prototype 2**

Supporting Youth from Ultra-Poor Households to Access Basic Education, Skills Development and Livelihoods Development Programmes

Selection method

Applications / referrals

Referrals will be facilitated through good governance and institutional capacity development measures to ensure that local authorities can oversee the interventions in their areas. This will also instil local ownership and implementation of social protection policy.

The applicants should be from households registered into the safety net project for the ultra-poor, i.e. ultimately the National Social Registry:

- Referral from different sources: community leaders, school registers (to monitor drop-out), community-based social groups such as CSOs, other projects.
- Application based targeting – indigent youth of 15-21 years, dropped out of school because of financial challenges, can directly apply to be included. Care should be given to who assess the application and the process to screen and verify the applicant
- Youth at risk of transnational migration and/or joining insurgency group: identification will be done through community systems including but not limited to social groups, SCOs and local authority

Modality and transfer benefits

Duration

24 months for the young in skills and activity development programmes

36 months for the school-aged children to access school through the programme

Modality

Cash transfer will be delivered through the most efficient system available in the selected area.

Frequency

Quarterly

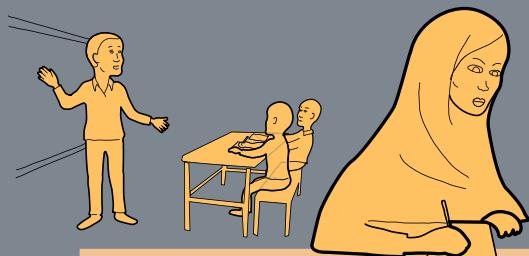
Conditions / Accompanying services

- a) Enrolled in a skill development programme. Adherence to a development plan, defined when enrolled, including training and the subsequent activities will be observed
- b) Enrolled in an education programme, allowing to pass nationally recognized grades and diplomas. Attendance and passing termly exams, payment of the fees

Transfer value

- (i) **Amount:** USD 30/ month as a base on opportunistic costs for attending learning institutions, attachments and on training prosperous activities
- (ii) **Amount:** USD 20/ month as a base amount for school going (6-12) child to enable parents to pay school fees and other basic accompaniments such as books and uniform.

The scheme aims at ensuring their attendance to the skills/activity development programme, to reduce barriers for poor young people, such as opportunistic costs, social and economic stresses, discrimination, and allow them to start saving and investing in their new activity.

**Prototype 2****Supporting Youth from Ultra-Poor Households to Access Basic Education, Skills Development and Livelihoods Development Programmes****Implementation arrangements**

The clients will be identified and registered through the skills development programmes, who will check their eligibility. For the school-age children, the registration will be done through the district or municipality administration, which will have also a key role in ensuring the outreach and communication to ensure all eligible constituents apply for the assistance. They will also administer the transfers. Resources will be devolved to them.

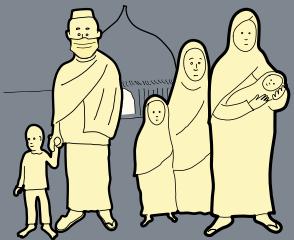
If capacities and systems are insufficient, and as they improve, administrations and services involved, could find support in locally-based organisations (national and international) to support the outreach, the registration of the clients and the implementation of the associated services and activities.

Risks and assumptions

- a) Exclusion of girls: might require accompanying measures and incentives. Girls might also require accompanying measures such as protection and sanitation incentives.
- b) Exclusion of the marginalized youth such as minorities, those living with disabilities: it will require appropriate linkages to be made with services allowing to reach the marginalised groups: poorest, marginalised ethnic groups, IDPs, people living with disability among others
- c) Overload of the education services: schools and learning institutions might be overloaded with increased enrolments.
- d) Households might tend to take the children out of school to secure their enrolment and participation in the scheme. Needs control measures

Learning uptakes

- a) Measuring the impact and performance of the approach. It should be possible to evaluate the impact of the approach on poorest individuals youth enrolled and linked to youth employment schemes
- b) Evaluate appropriately the opportunistic costs and other barriers faced by the targeted individual youth to adhere to their plans to adapt the approach accordingly: social, economic, gender, age among others
- c) Measuring the impact and performance of the approach – enrolment, continued school attendance and doing termly exams. Attendance can be evaluated through children's attendance records
- d) For such a short-term programme it may not be possible to evaluate the impact on the social and economic development of a community or even a household. But evidence of the economic impact of education exists and has been well documented globally
- e) Over 3 years, however, it will be possible to measure the impact on the intellectual improvement of the individuals enrolled. It will be also important to evaluate appropriately the opportunistic costs to adapt the approach accordingly: loss of income and workforce from children attending school, transport and food costs



Prototype 3

Safety Net for the Ultra-Poor

SSPP Objective(s)

Objective 2 (expand access to poor and vulnerable people)

Objective 1 (establish and strengthen systems and capacities of the government of Somalia)

Locations

Livelihoods zones with the highest proportion of ultra-poor, based on HEA Baselines, IDPs and marginalised communities, i.e. receiving less support from their communities and having the lowest resilience to shocks.

Core Clients

10% of the population, but vary across livelihoods zones, according to the HEA baselines.

Approx. 250 000 Households

The ultra-poor households have an inadequate food consumption and insufficient resources to address their basic needs. Household members are trapped into poverty through their lifecycle due to insufficient assets: limited workforce due to disability, chronic illness and age; poor human capital (undernutrition, poor health, no education and skills); poor social network (IDPs, marginalized groups). The lack of skills and resources to invest in productive activities oblige them to rely on precarious and low paid casual labour or low return petty trade. They consequently have no resilience to stresses and shocks.

IDPs, passed the immediate period of displacement (first year) should not be considered as IDPs anymore but should be considered based on their specific vulnerabilities and receive appropriate assistance.

The HEA findings summary available in Annex X is providing details by livelihoods zones.

Selection method

Poverty targeting/ Zakat

Ultimately the ultra-poor should be selected using the National Social Registry

While the NSR is being rolled out, the selection and identification methods should be aligned with the NSR to ensure clients will be included in time to the NSR.

Acknowledging attempts at poverty targeting are inaccurate at best. This is especially the case when attempting to reach the most vulnerable among a population (the marginalised and minority populations), and when a high proportion of the population is vulnerable. Evidence from Somalia also highlights the very high risk of exclusion in projects targeting only a part of the population.

Specific mechanisms must be put in place to reduce the risks of exclusion such as:

- (i) A mapping of each targeted localities will be undertaken before the launch of the scheme to identify its demographic and geographic structures and ensure that all groups constituting the community are included in the process;
- (ii) Beneficiary selection should be done by trained and nonpartisan staff, which will have to come from diverse backgrounds (ethnic, socio-economic, gender, age, localities, IDPs and others);
- (iii) Beneficiary selection should be a dynamic process, rather than a single or one-off process. Enrolment should remain open to allow for referrals and inclusion of marginalised groups and households identified through outreach services;
- (iv) The eligibility criteria and process will be communicated to the overall community, through various media to ensure transparency and accountability;
- (v) Leaders/inclusion champions will be mobilised to supervise the process and ensure groups are not left out or otherwise mistargeted;
- (vi) Community committee role will be limited to the approval of the identified household or individual.
- (vii) A third-party will conduct random verification exercises to ensure selection is as per the agreed written and documented processes and protocols on top of information and appropriate mobilisation.

**Prototype 3****Safety Net for the Ultra-Poor****Modality and transfer benefits****Duration**

Duration will depend on the changes in the situation of the clients and the evolution of their livelihoods and assets. Sufficient time should be provisioned to allow for the consolidation of resilience and livelihoods gains

Modality

Cash transfer will be delivered through the most efficient system available in the selected area.

Frequency

Quarterly

Conditions

The transfers will be conditioned to the participation in productive activities. Various activities will be proposed to allow the households to participate based on their abilities. Specific consideration will be made of: activity/ seasonal calendar, carers' workload and needs, physical abilities. Activities should fulfil a specific purpose, in relation to the approach theory of change and support improved outcomes: health, skills, access/mobility and trade, employability for example.

Transfer value

20-30 USD/ month based on the HEA Safety Net Design Study (2019)

Accompanying measures/ services

A graduation approach combining elements of social protection, livelihoods development, and access to finance to help the ultra-poor move into sustainable livelihoods. Graduation programmes are not a "magic bullet" for addressing the fundamental drivers of poverty and vulnerability, nor do they substitute for core social protection. Working together, interdependent interventions lead to strong outcomes at the household level including increased or improved assets, food security, savings and financial inclusion, health outcomes, social integration and productive skills. Clients of graduation programmes are the most vulnerable of the poor and can still backslide if persistent shocks inhibit their trajectory. The continued success of graduated households is greatly aided by the presence of support services which reinforce a household's pathway out of poverty, including access to finance, mainstream development programmes and government-led social protection programming. (BRAC graduation approach).

Implementation arrangements

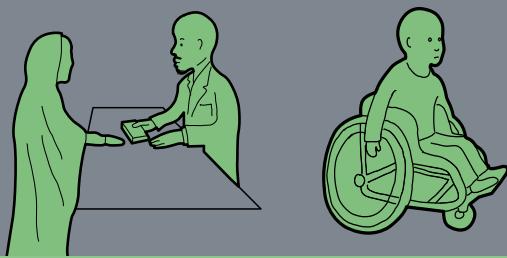
Ultimately, the social transfers scheme will be implemented by the district or municipality administration. Resources will be devolved to them. The selection of the clients will be done by the NSR process. Outreach service will be conducted by the most appropriate structure: social services, community services... or created. If capacities and systems are insufficient, and as they improve, administrations and services involved, could find support in locally-based organisations (national and international) to support the outreach, the selection of the clients and the implementation of the associated services and activities.

Risks and assumptions

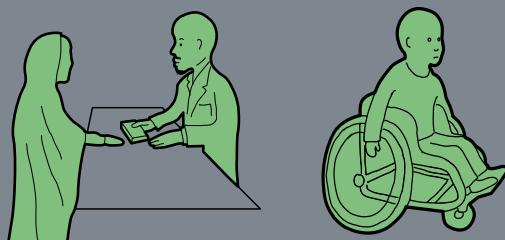
- a) Exclusion of the marginalized: marginalized communities (poorest, marginalized ethnic groups, IDPs) might not come out and get enrolled into the programme. It will critically important to use outreach services to reach out to such groups to be included in the programme.
- b) High operational costs related to conditions and exclusion

Learning uptakes

- a) Measuring the impact and performance of the approach.
- b) Evaluate the approach and methods against social inclusion

**Prototype 3****Universal Grant to People with Disabilities and Long-Term Illness Such as Plhiv**

SSPP Objective(s)	
Objective 2 (progressively expand access to social assistance, especially cash-based social transfers that support poor vulnerable people)	Objective 5 (extend access to social care services for poor and vulnerable households and individuals)
Objectives and rationale	
People with disabilities and chronically ill have additional needs such as assistive equipment, medical treatment costs and care. These represent an additional burden to them as individuals and to their family. They are discriminated and their specific needs are not acknowledged and take care of in Somalia. They are also often invisible and denied rights to education but also to incomes from productive activities, as often they have capacities, which are not exploited due to discrimination and insufficient support.	Poverty and gender makes people more vulnerable to acquiring an impairment and facing related disabling barriers, and living with disabilities increases the likelihood and impact of poverty on persons with disabilities and their families.
Social transfers could support PWD and chronically ill to improve their access to basic services (health, water and sanitation), access to productive activities and social inclusion.	Evidence has also been documented on the benefits, at the household level, of social transfers provided to elders and people living with disability.
Locations	
Progressive roll-out based on local administration capacities and systems in place, aiming at a country-wide coverage	
Core Clients	
Caseload estimates	There are no statistics available. Specialised studies (UN, HI) estimates that 2-3% of the Somali population has severe impairments (approx. 450 000 persons). The UNDP 2012 study identified that 4% of the youth lives with disabilities (approx. 300 000).
Description	
People with severe disability and people with chronic illness excluding them from non-exploitative productive and/or income-generating activities	
Selection method	
Categorical Applications / referrals	
The selection could be done through:	
<ul style="list-style-type: none"> • Referrals from health services and CSOs • Application 	



Prototype 3

Universal Grant to People with Disabilities and Long-Term Illness Such as Plhiv

Modality and transfer benefits

Duration

N/A

Modality

Cash transfer will be delivered through the most efficient system available in the selected area.

Frequency

Quarterly

Conditions

None

Transfer value

10 USD/ month to cover additional costs and needs

Accompanying measures/ services

Referral to health and social services, CSOs and support groups

Implementation arrangements

Ultimately, the social transfers scheme will be implemented by the district or municipality administration. Resources will be devolved to them. The selection of the clients will be done by the NSR process. Outreach service will be conducted by the most appropriate structure: social services, community services, CSOs... or created. If capacities and systems are insufficient, and as they improve, administrations and services involved, could find support in locally-based organisations (national and international) to support the outreach, the selection of the clients and the implementation of the associated services and activities.

Risks and assumptions

- a) Overload the administration and the services. While resources are scarce and the programme opts for universal targeting, the administration responsible for selection and registration could be overwhelmed. Support from local organisations might be needed.
- b) Exclusion of the marginalized: while universal targeting aims to reach every eligible individuals based on verifiable criteria, some might not come out and get enrolled in to the programme, esp. from the poorest and marginalized groups. It is critically important to use outreach services to reach out to such groups to be included in the programme

Learning uptakes

- a) Measuring the impact and performance of the approach and its inclusiveness.
- b) Measuring the impact on the individual and its household social and economic status



Prototype 5

Universal Grant to Elders

SSPP Objective(s)

Objective 2 (progressively expand access to social assistance, especially cash-based social transfers that support poor vulnerable people)

Objective 5 (extend access to social care services for poor and vulnerable households and individuals)

Objectives and rationale

Due to their deteriorating health and ability to physical work, old people face both reduced incomes and increasing expenditures. They represent an additional burden to their family and suffer discrimination and social exclusion.

They still have abilities to engage in productive activities and care activities, but it might require some adaptations.

Poverty and gender make them even more vulnerable.

Social transfers could support old people to improve their access to basic services (health, water and sanitation), nutritious food and access to productive activities and social inclusion.

Evidence has also been documented on the benefits, at the household level, of social transfers provided to elders.

Locations

Progressive roll-out based on local administration capacities and systems in place, aiming at a country-wide coverage

Core Clients

Caseload estimates: 3% of the population (UN Pop. Estimates) approx. 450 000 persons

All citizens over 65 years of age, men and women

Selection method

Categorical	Geographical	Poverty targeting/ Zakat	Applications / referrals
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Description

The selection could be done through:

- Referrals from health services and CSOs
- Application

Age is not an observable criteria, in the absence of proper birth certificates. During the selection process and the enrolment in the NSR, the age of the applicants will have to be verified by their communities.

Modality and transfer benefits

Duration

N/A

Modality

Cash transfer will be delivered through the most efficient system available in the selected area.

Frequency

Quarterly

Conditions

None

Transfer value

10 USD/ Month

Accompanying measures/ services

Referral to health and social services, CSOs and support groups



Prototype 5

Universal Grant to Elders

Implementation arrangements

Ultimately, the social transfers scheme will be implemented by the district or municipality administration. Resources will be devolved to them. The selection of the clients will be done by the NSR process. Outreach service will be conducted by the most appropriate structure: social services, community services, CSOs... or created. If capacities and systems are insufficient, and as they improve, administrations and services involved, could find support in locally-based organisations (national and international) to support the outreach, the selection of the clients and the implementation of the associated services and activities.

Risks and assumptions

- a) Overload the administration and the services. While resources are scarce and the programme opts for universal targeting, the administration responsible for selection and registration could be overwhelmed. Support from local organisations might be needed.
- b) Exclusion of the marginalized: while universal targeting aims to reach every eligible individuals based on verifiable criteria, some might not come out and get enrolled in to the programme, esp. from the poorest and marginalized groups. It is critically important to use outreach services to reach out to such groups to be included in the programme

Learning uptakes

- a) Measuring the impact and performance of the approach and its inclusiveness.
- b) Measuring the impact on the individual and its household social and economic status

3.4. Shock Responsive Prototypes

The current context

The humanitarian crisis in Somalia is amongst the most complex protracted emergencies in the world. Somalia ranks 15th on the U.K. Foreign, Commonwealth and Development Office (FCDO) list of developing countries at high disaster risk, and the population is exposed to multiple hazards, particularly climatic (which are increasing in frequency and severity on account of climate change) as well as economic shocks (livestock bans; global food price increases) and conflict/insecurity. This exposure, combined with chronic poverty and weak governance, means that large portions of the population are vulnerable to frequent and overlapping disasters, driving a vicious cycle of increasing poverty, food insecurity and displacements that have eroded livelihoods and is exhausting traditional coping mechanisms. Somalia has also therefore developed an extensive information system to monitor those risks and needs.

These cyclical emergencies require massive and costly humanitarian responses. The response in 2017, for example, is estimated to have cost close to USD \$1 billion. Famine was averted in 2016-2017 due to the early scale-up of humanitarian response. Damages and losses caused by the latest drought are estimated to exceed \$3.25 billion, the productive sectors (crops, livestock and fisheries) account for 59 per cent of the impact.

Because of its exposure to multiple hazards, shocks and disasters, there are very significant overlaps across the intended caseloads, objectives and instruments of social protection and international humanitarian assistance in Somalia. The SSPP itself highlights the needs for flexible and scalable funding mechanisms to address covariate shocks and the coordination with national disaster management.

The Evidence and Underlying concepts

Social protection's core mandate is to address poverty and vulnerability, no matter if these are the consequences of lifecycle/ idiosyncratic risks and shocks or covariate shocks, which include economic crises, disasters associated with extreme weather and climate events, and conflict-related crises.

Overall, strengthening shock-responsive social protection systems to better support individuals and households in need will therefore be an important step forward in years to come:

1. Certain events, such as seasonal food insecurity and acute malnutrition or floods, are being treated as if they are 'crises' when they are not exceptional, unpredictable or unmanageable. Cyclically recurring need should therefore fall under social protection's core mandate. Climate change projections show more frequent and intense climate shocks. They play an increasing role in determining the life outcomes faced by individuals and their families, affecting the poorest and most vulnerable disproportionately.
2. Less frequent crises and disasters, with higher magnitude and severity, could potentially be addressed in a more effective way using existing social protection systems and/or better coordinating national systems and humanitarian assistance. Short-term international humanitarian assistance can be very costly, sometimes struggles to guarantee timeliness of response, often creates duplicative structures compared to government systems (which often reaches the same households), and rarely leads to sustainable long-term solutions. There is increasing evidence on the cost-effectiveness of early action (including long term resilience building to reduce needs) rather than ad-hoc, ex-post responses. This is especially important in a context where the cost of responding to global covariate shocks has been increasing.

Covariate shock: Shocks that affect a large proportion of the population simultaneously (e.g. drought).

Idiosyncratic shock: Shocks that affect individuals or households (e.g. loss of bread-winner, illness)

Many low- and middle-income countries have been exploring options for leveraging social protection systems as part of an emergency response. Building on these, national governments, donors, UN agencies and NGOs are increasingly generating important learning on the topic. The following proposals for Somalia are based on this body of evidence.

Key messages

Ultimately disaster response should be government-led, including the call for humanitarian and external assistance, when the magnitude and severity of the crisis exceed national capacities.

When a disaster strikes, the first responders are the affected communities them-selves: neighbours, community members and in the case of Somalia the extended family and the clan, with some support from the diaspora. The shock-responsive social protection programmes should have an understanding of the traditional systems not to undermine them. This means traditional solidarity and diaspora support mechanisms will continue to operate as mechanisms and reactions to shocks and stresses of various forms.

- The first line of response is to ensure the continuity of the social protection programmes, and basic services, during disasters and seasonal economic, climatic or other shocks. Individuals and households supported through social transfers will likely be very vulnerable to shocks. They will need to continue receiving support during and after disasters and shocks, including making up for any losses.
- Timely and effective response is dependent on funds readily available to provide a first response. Social protection programmes should have a contingency fund for shock response.
- Timely and effective response is dependent on predefined decision and information systems to

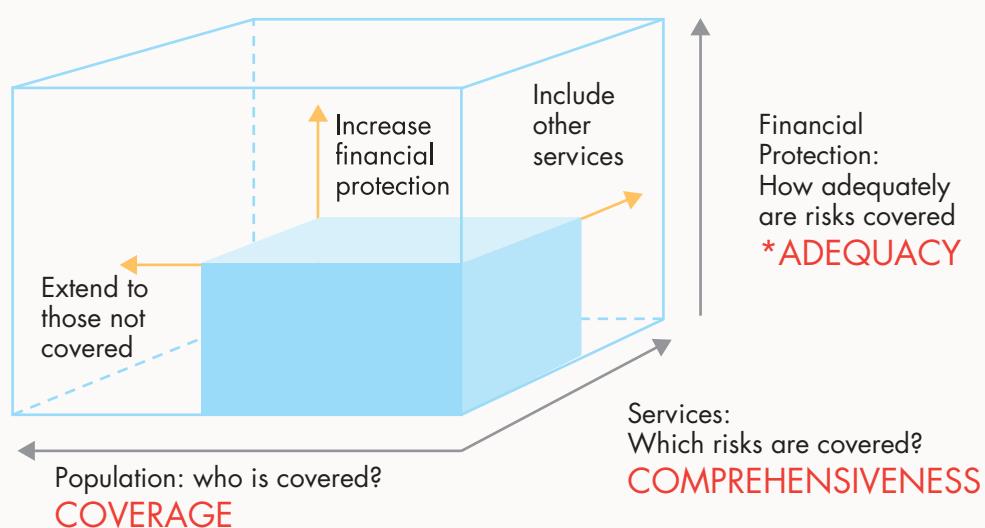
trigger and to implement the first response and to call for additional support if needs exceed the available capacities and resources. Decisions are made in advance and could not be disputed while the affected population is awaiting assistance. Response plans are developed based on specific risk analysis, including an analysis of the traditional systems. Early warning indicators and triggers are shared with all stakeholders and enough time will be given to communicate indicators and other processes imperatives

Each disaster, shock or stress has different characteristics, affect geographies and population differently and are more or less predictable. Some shocks or disasters such as droughts are slow onset developing gradually while others such flash floods are quick onsets. Shock responsive models should be specific to a disaster/shock. Response protocols could and should be defined in advance, based on specific risk analyses. Different levels of response to shocks are designed with the different levels of severity and magnitude of the shocks.

Response typology

Depending on the impact and the needs, the programmes could be expanded to increase the number of beneficiaries (coverage), the transfer value to cover increasing needs (adequacy) and/or increase or change the types of services provided (comprehensiveness).

Figure 4. The three tenets of Universal Social Protection are relevant for shock responsive social protection

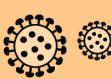


Source: adapted from BMZ (2019)

*Adequacy is linked to type/modality, level (value), frequency, duration and timing of transfer

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SOMALIA DISASTER PROFILE

SHOCK	Season	Risk	Caseload (Persons)		Who are the most affected	Approach(es)	Triggers
			Low Estimate	High Estimate			
	April-July (Gu season) Oct. – Dec (Deyr season)	Likely (1/3 years)	1M (2019)	3M (2017)	Loss of livestock, harvest and assets; inflation; displacements; decreasing resilience, inability to recover, destitution Poorest households, with limited access to community solidarity and remittances	Early response	Performance of the Deyr season (drought is usually consecutive to a poor Deyr season (Oct-Dec)) GU rains failing (Rainfall estimates/CHIRPS) for rural population Staple food prices increasing for urban population
	Oct. – Dec (Deyr season) April-July (Gu season)	Likely (1/3 years)	70 000 (2016)	700,000 (2019)	Loss of assets, livelihoods and sources of income; increased health and protection risks; displacements; Population living in flooded areas, irrespective of socio-economic status, however, the capacity to recover is lower for the poorest HH	Forecast-based response (River floods) Early response (flash floods)	Regional Meteorological alerts River gauge Floods extend and level of damages
	N/A	Very Likely (yearly)	70000 (2013)	600,000 (2018)	Loss of assets and livelihoods, increased vulnerability to protection issues, disconnect from traditional solidarity mechanisms Poorest households unable to secure new sources of income, safe accommodation and access to basic services	Timely response	Increase in the weekly number of new displaced people
	N/A	Rare	N/A		Loss of harvest and pasture, inflation HH dependant on farming and livestock activities in the affected areas, irrespective of socio-economic status, however capacity to recover is lower for the poorest HH	Early response	Harvests lost for rural population Livestock migration in search for pasture Staple food prices increasing for urban population
	N/A	Rare	Very high magnitude Not yet assessed		Decline in economic and commercial activities, remittances and access to basic services; loss of sources of incomes and breadwinners, increased preventive and curative health expenditure HH losing their sources of income due to the pandemic economic impact, incl. the restrictions imposed to reduce contamination.	Early response	Forecasting loss of sources of incomes and livelihoods due to mobility restrictions, contractions of remittances and of the economy

Shock-responsiveness applied to the Social Assistance Prototypes

SHOCK RESPONSIVE SYSTEMS		DROUGHT	FLOODS	CONFLICT New displacements	COVID-19
1,000 DAYS		Coverage Transfer Value Services	No change No change Reinforce nutrition screening and treatment (MoH)	No change No change Ensure the payment continuity Suspend conditionality if floods affect transports and services Refer mothers affected by floods to obtain additional assistance	Continue to provide transfers Refer to closest services
Education & Development		Coverage Transfer Value Services	No change Increase the transfer value if staple food prices increases > 10%	No change Increase the transfer value if staple food prices increases > 10% Ensure the payment continuity Emergency WASH and shelter (Civil Protection)	Continue to provide transfers until the situation is re-assessed No change Protection Review situation and refer to appropriate services and assistance package
Safety Net for Ultra-Poor		Coverage Transfer Value Services	Increase coverage depending on needs estimates Provide a 2 months transfer Transfer the caseload to Humanitarian Assistance Increase the transfer value if staple food prices increases > 10% Reinforce nutrition screening and treatment (MoH)	Include floods affected households Provide a 3 months transfer If needs persist, transfer the caseload to Humanitarian Assistance Increase the transfer value if staple food prices increases > 10% Emergency WASH and shelter (Civil Protection)	No change No change One off transfer to all the mobile money users Increase the transfer value if staple food prices increases > 10% Health prevention, messaging, social distancing (MoH)
Grants for disabilities and chronic illness		Coverage Transfer Value Services	No change Increase the transfer value if staple food prices increases > 10% Reinforce nutrition screening and treatment (MoH)	No change Increase the transfer value if staple food prices increases > 10% Ensure the payment continuity Emergency WASH and shelter (Civil Protection)	No change No change No change Increase the transfer value if staple food prices increases > 10% Health prevention, messaging, social distancing (MoH)
Grants for Elders		Coverage Transfer Value Services	No change Increase the transfer value if staple food prices increases > 10% Reinforce nutrition screening and treatment (MoH)	No change Increase the transfer value if staple food prices increases > 10% Ensure the payment continuity Emergency WASH and shelter (Civil Protection)	No change No change No change Increase the transfer value if staple food prices increases > 10% Health prevention, messaging, social distancing (MoH)

Key references:

TRANSFORM, (2020) " Shock Responsive Social Protection – Manual for Leadership and Transformation Curriculum on Building and Managing Social Protection Floors in Africa", available at <http://transformsp.org> and <http://socialprotection.org/institutions/transform>

3.5. Social Assistance Prototypes Costing

This module presents how the proposed incremental process could be implemented and is providing an estimate of the amounts transferred for the different prototypes proposed.

The incremental process

Year	2021	2021/22	2023/24	2025/26	2027/28	2029/30
Households benefiting of social transfers		145 000	200 000	260 000	300 000	400 000
Key milestones	Common approach endorsed by donors and FGS Capacity and system strengthening strategy	FGS and FMS agree on priorities and common approach Simplify schemes launch	Inclusive services developed Targeted schemes launch	Scale up Approaches and systems reviewed National contribution increase		Coverage, cost-efficiency and social inclusion
Universal grants coverage (Prototypes 1, 4, 5)		10 districts	10 districts	15 districts	15 districts	20 districts
Support to the poorest Youth (prototype 2)		10 districts	10 districts	20 districts	30 districts	30 districts
Safety net for the Ultrapoor (Prototype 1)			10 districts	15 districts	20 districts	30 districts
Annual total cost (USD)		\$ 18,600,000	\$ 31,200,000	\$ 42,000,000	\$ 52,800,000	\$ 68,400,000

The cost of the prototypes implemented at scale

Prototypes	Unit	Unit cost	Number of recipients	Total annual amount transferred (USD)
1. 1000 days approach	Monthly transfer / household	\$ 10	500,000	\$ 60,000,000.00
2. Supporting Youth to access education, skills and livelihoods programmes	Monthly transfer/ person	\$ 30	150,000	\$ 54,000,000.00
3. Safety net to the ultra poor	Monthly transfer / household	\$ 20	250,000	\$ 60,000,000.00
4. Universal grant for PWD and chronically ill	Monthly transfer / person	\$ 10	350,000	\$ 42,000,000.00
5. Universal grant to elders	Monthly transfer / person	\$ 10	450,000	\$ 54,000,000.00
Provision for first/ immediate Shock Response	Lumpsum	\$ 5,000,000	1	\$ 5,000,000.00

3.6. Technical capacity and institutional effectiveness

This note is based on the Technical Capacity and Institutional Needs Assessment to Deliver Social Safety Net – Phase 1 conducted in June 2020 as part of the TAF mission.

The current context

The Federal Government of Somalia recognizes that the country's vulnerability and disaster risk profile requires public policies that respond to the immediate needs of the most vulnerable members of the society. It has demonstrated its desire to address them through its support for a longer-term and sustainable social protection approach. The Somalia Social Protection Policy launched in 2019 aims to progressively build a comprehensive and coherent social protection system that combats poverty and vulnerability in Somalia. In 2020 the Ministry of Labour and Social Affairs (MoLSA) developed and adopted a comprehensive implementation framework outlining a 5-year plan to operationalize the policy with a specific focus on building the systems for Social Protection delivery and providing a safety net to the society's most vulnerable members.

The social protection system that will be developed from 2019 to 2040 is planned to comprise a range of instruments including social assistance, social insurance, active labour market policies, and social care services. In the long term, it aims to provide a range of support across different spectrums. In line with the fragility of Somalia, where systems of governance and technical and financial capacities will take time to develop, in the short to medium term the policy prioritizes the development of social transfers. The operational processes, systems, institutions, and capacities upon which these programs are based will also be systematically developed.

In the past few years, the FGS focused on advancing its state-building agenda and made progress on institutional reforms. These advancements have been affected by insecurity, political instability, fragmented and poorly coordinated institutions with limited capacity to deliver

services thus jeopardizing efforts made so far while placing enormous challenges ahead for poverty reduction and prosperity in Somalia.

The Ministry of Labour and Social Affairs (MoLSA) at FGS assumes the responsibility to lead the implementation of the policy framework, developing the social protection system, setting standards for programme implementation, and designing the interventions with donors and partners. The capacity of MoLSA and its counterparts at FMS to execute and provide leadership in delivering Safety Net Interventions and Social Protection programs remains low due to a lack of functioning government-owned delivery systems and mechanisms. The gaps identified include the absence of systems for delivery, the limited number of capable government staff across the country, access constraints due to insecurity, lack of strong coordination between FGS-FMS, and absence of basic state-local government collaboration.

While assessing the capacity needs of the Federal Member States to implement or oversee safety net interventions, similar constraints and opportunities were found to apply to all the different member states. Puntland, being the oldest FMS, has demonstrated mature governance systems but still faces capacity deficiencies to lead programmes.

The absence of capable governance arrangements and capacities has led to dependencies on donor agencies and their partners to design social assistance programmes in Somalia, including cash transfers. The corollary is a limited involvement of the government at FGS and FMS. The process of transitioning from the current reliance on fragmented, agency-driven, short-term cash transfers to more regular, predictable, and longer-term government-led safety net system requires building national capacities simultaneously.

Table 1: Summary of Overall Existing Capacities and Primary Gaps in Delivering Safety Net Programs

Existing Capacities at National Level	
<ol style="list-style-type: none"> 1. The Somali Social Protection Policy (SSPP) is in place to guide the framework for the design of the pilot projects; 2. The national framework for implementation of the SSPP and the communication strategy is developed; 3. The government endorsed and launched the first safety net pilot project; 4. Social protection unit is established at FGS; 5. Emerging capacities at the FGS to negotiate national positions with strategic donors and powerful stakeholders; 6. Emerging capacities to seek and receive feedback from key stakeholders and adjust plans and national positions; 7. Evolving capacities to filter different initiatives into shared vision and goals at a national level; 8. Evolving interest to advocate for state and district level authorities and establish both vertical and horizontal coordination structures; 	
Primary Capacity Gaps at MoLSA - FGS	Primary Capacity Gaps with MoLSA Counterparts – FMS
<ol style="list-style-type: none"> 1. Ownership of the project design process is not fully aligned with the government; 2. Lack of government-owned systems for delivery and limited capability of staff across the country. Staff capacities are uneven throughout the delivery, management and decision-making process; 3. Limited skills and motivation/incentives within civil servant cadres and amongst staff make it difficult to incentivize action and take leadership; 4. Mixed roles and responsibilities associated with coordination and implementation of the SSPP; 5. The national steering committee and technical working groups are not yet formed/institutionalized; 6. Limited coordination between and amongst FGS-FMS; 7. Knowledge gaps on different technical aspects of social protection exist at all levels; 8. Lack of proper mechanisms to ensure social protection issues are mainstreamed into sectoral policies and engagement; 9. Capacities to establish and manage an information management system are weak; 	<ol style="list-style-type: none"> 1. Capacities to interpret and adjust policies and frameworks with state levels are erratic and irregular; 2. Capacities to adopt, develop or adjust plans at national level are inconsistent; 3. Capacities to engage functional partnerships for service delivery with agencies implementing cash transfers and other projects related to SSNs are weak; 4. Limited technical expertise and capacities to hold stakeholders accountable in relation to pilot projects; 5. Capacities to take a position as the State and negotiate with strategic players and powerful stakeholders is weak and not fully utilized; 6. Qualified personnel dedicated at the State level is not commensurate with policies or requirements; 7. The absence of basic State-Local government collaboration limits the effectiveness of policies and implementation; 8. The limited engagement of FMS ministries, local authorities, and communities in the decision-making processes;

Figure 2: Capacity Assessment Process



Box 3: Principles for Capacity Development Arising from the Assessment**Principles for Capacity Development Arising from the Assessment**

- Capacity development is a **longer-term process** guided by a strong **strategy and outlining core competencies and functions**;
- **National-ownership and commitment are critical to the development of capacities**, engaging all levels of government at FGS, FMS and local level is critical to efforts;
- **Demand-driven** not supply (externally imposed) improvements work best: links to all levels of capacities at the individual, institutional and systemic levels are key for ensuring success. Addressing the broader question of institutional change, leadership commitment is critical for MoLSA and other agencies discussed in this assessment;
- Capacities must also address working **power relations**, mindsets, and **behavior changes**;
- **Improvements and recommendations should not be seen as an end state, but as a catalyst to improve existing capacities.** It is important to map out the existing capacities and identify mechanisms and incentives that will allow more efficient use of current skills to identify gaps and weaknesses;
- **Participatory training processes are essential for the longer term:** there is a need for a tailor-made approach for specific capacity areas and with specific agencies (MoLSA and others) with complementary on-the-job training and field exposure supported by context-specific experiences;
- Emphasis on the use of **National Systems is essential**: this emphasizes not only national plans and expertise but a culturally appropriate approach to training. It discourages a stand-alone project implementation unit and parallel operational process and builds on the use of existing systems that offer horizontal learning and knowledge sharing. If National Systems are not strong enough, they should be reformed and strengthened rather than bypassed;
- These should be part of a more comprehensive series of **broader reforms**, such as those in PFM, civil service recruitment, local governance, and economic reforms. There is little value in designing isolated, one-off interventions;
- Measures should systematically develop **capacity development**, using good practice indicators, case evidence, and analysis to ensure objective judgments are made about capacity assets, needs as well progresses achieved.

PRIORITY ACTIONS

Table 6: Priority Actions Based on Cumulative Assessments

CAPACITY ASSESSMENT AREA	ACTIONS	PRIORITY
Institutional framework	<p>Legal and regulatory framework</p> <ul style="list-style-type: none"> • Ensure social protection is a core aspect of the ongoing Somali constitutional review process; • MoLSA to lead the process of establishing a legal regulatory framework for social protection programming which the SSN programs come under; 	High Priority
	<p>Institutional mandates and departmental structure</p> <ul style="list-style-type: none"> • Functional Review¹ of institutions mandated to execute Social Safety Net programs at Federal, State, and local levels; • Support the development of departmental structures, supported by ToRs across FMS states; • Institutionalize the Project Implementation Unit and discourage the establishment of a stand-alone project implementation unit for emerging donor programs; • Provide support for an office building in newer Federal Member states and support of necessary equipment; 	High Priority
	<ul style="list-style-type: none"> • Disseminate the SSPP at FMS and local government levels; • Validation and launching of the Policy with an accompanying implementation framework; 	Medium Priority
	<ul style="list-style-type: none"> • Adopt the framework at the FMS level; • Train and mentor staff on the utilization of the implementation framework to align it with the departmental and individual work plans; 	High Priority

CAPACITY ASSESSMENT AREA	ACTIONS	PRIORITY
Staffing	<ul style="list-style-type: none"> • Ensure all staff have clear job descriptions and work plans; • Induction of newly recruited project-based staff; • Develop and adopt standard individual work plans and templates that indicate planned activities on a monthly/quarterly basis. Individual work plans should be derived and interpolated from project work plans and the social protection implementation framework; • Develop supervisory plans and a performance appraisal tool. Performance appraisal should be linked to work plans and central to individual accountability, enhancing productivity and improving service delivery; • Regular staff meetings should be scheduled, ensuring that meeting agendas and minutes are documented; • Conduct periodic Training Needs Assessments (TNAs) and capacity support plans for civil servants and attach civil servants to accompany all project-based staff: (develop attachment programs for civil servants to project-based staff); • Support government recruits and key staff at FMS and pilot districts through ongoing technical and managerial training; 	High Priority
Technical know-how	<ul style="list-style-type: none"> • Conduct a more in-depth analysis of the core functions and the competencies associated with the delivery of social protection initiatives; • Define the core hard and soft competencies required for staff to undertake their jobs; • Conduct Training Needs Assessments (TNAs) and ensures capacity support plans are in place for civil servants; • Attach civil servants to all project-based staff and propose training and capacity development plans which target all levels of government; • Develop online social safety net training tailor-made for specific operational and developmental contexts of Somalia; • Basic training for all staff should be compulsory and required as a part of staff induction for recruits. This includes training on project cycle management, communication, report writing, M&E, and other such areas; • On the job training, mentorship, and coaching programs should be designed and implemented with and through the participation of civil servants; • Exposure visits/study tours should be organized for program managers and senior staff to neighboring countries (Ethiopia, Kenya, and Tanzania in particular) with strong social protection programs and specifically those with a social safety net program; 	High Priority

CAPACITY ASSESSMENT AREA	ACTIONS	PRIORITY
Staffing	<ul style="list-style-type: none"> • Ensure all staff have clear job descriptions and work plans; • Induction of newly recruited project-based staff; • Develop and adopt standard individual work plans and templates that indicate planned activities on a monthly/quarterly basis. Individual work plans should be derived and interpolated from project work plans and the social protection implementation framework; • Develop supervisory plans and a performance appraisal tool. Performance appraisal should be linked to work plans and central to individual accountability, enhancing productivity and improving service delivery; • Regular staff meetings should be scheduled, ensuring that meeting agendas and minutes are documented; • Conduct periodic Training Needs Assessments (TNAs) and capacity support plans for civil servants and attach civil servants to accompany all project-based staff: (develop attachment programs for civil servants to project-based staff); • Support government recruits and key staff at FMS and pilot districts through ongoing technical and managerial training; 	High Priority
Technical know-how	<ul style="list-style-type: none"> • Conduct a more in-depth analysis of the core functions and the competencies associated with the delivery of social protection initiatives; • Define the core hard and soft competencies required for staff to undertake their jobs; • Conduct Training Needs Assessments (TNAs) and ensures capacity support plans are in place for civil servants; • Attach civil servants to all project-based staff and propose training and capacity development plans which target all levels of government; 	High Priority

CAPACITY ASSESSMENT AREA	ACTIONS	PRIORITY
Partnerships and collaboration	Coordination between federal, state, and local governments	<ul style="list-style-type: none"> Establish a high-level technical secretariat that can provide support to steering committee meetings; Convene monthly/bi-monthly technical coordination meetings between line ministries at FGS levels. Ensure that the meeting minutes are documented and disseminated; Bi-monthly technical coordination meetings between line ministries at FMS levels need to be regularised after agreement with local governments. These meeting minutes should also be documented and disseminated;
	Community involvement	<ul style="list-style-type: none"> Build on JPLG work in districts (especially on matters related to engagement processes and community/civil-society based platforms); Develop community outreach and communication plans; Involve district-based staff in beneficiary selection for programs;
	Stakeholder engagement	<ul style="list-style-type: none"> Develop stakeholder engagement plans (including communication, visibility, etc.); Conduct regular meetings with the donor working group; Establish regular safety net coordination meetings; Ensure regular participation of government staff in Cash Working Group (CWG) and Cash Consortium (CC) meetings; Ensure the presence of government staff in relevant cluster coordination meetings;

3.7. Ensuring Transparency in Funding Social Assistance

This note is based on the Study on Social Protection: The financial flows of Social Transfers Programmes (STPs) in Somalia released in December 2020 as part of the TAF mission.

The study focused on the financial flows related to Social Transfers Programmes (STPs) in Somalia, how these flows are accounted for and evaluated in terms of efficiency, effectiveness, and value for money as an important part of the SSPP. The study identified the present situation of financial flows for cash-based programming/cash transfer processes, carried an in-depth analysis of social transfers and related proactive cash programming and developed recommendations for the next steps in the financial work on strengthening the systems, processes and relevant skills required to deliver financial accountability.

The current context

A social protection system is an on-budget social service which provides basic social security (including income security) to all, with a focus on addressing vulnerabilities and risks throughout the lifecycle. The FGS defines social protection as '*government-led policies and programmes which address predictable needs throughout the life cycle to protect all groups, and particularly the poor and vulnerable, against shocks, help them to manage risks, and provide them with opportunities to overcome poverty, vulnerability, and exclusion*'¹.

Social protection is viewed by the Government's level of participation whether financial or in implementation and/or management capacity. Currently, the FGS does not have financial input or management capacity over social protection but with the recent introduction of the social protection policy, this will change. Discussions with stakeholders highlighted that there is a focus on providing more sustainable funding to beneficiaries

Key messages

- With mobile money penetration of 92 per cent² and mobile money penetration rate of 73 per cent in Somalia, mobile money transfers provide a positive alternative to other methods of distributing cash to beneficiaries. However, the Somali Information and Communications Technology (ICT) sector operates in a largely unregulated environment. Whilst,

legislation and regulations have been developed and approved by Cabinet, few have been implemented due to a lack of resources and capacity. Lack of National ID has also been cited as a reason for not having strong registration and verification processes

- A high level of security of beneficiary data needs to be always maintained. Before data are shared or existing beneficiary database systems are made interoperable, policies and reporting need to be established which should be aligned to an agreed sector-specific international data protection regime. Alignment with the EU General Data Protection Regulation (GDPR) standard is desirable (particularly where robust domestic legal and regulatory frameworks are absent)³. The government registry must be subject to ongoing auditing and quality control to ensure the accuracy of data is maintained and the responsibility for the system must be clearly defined and the Government can reliably manage and maintain the system
- As part of the establishment of a Social Protection plan, a financing strategy should be established to project funding requirements identifying domestic resources available and funding gaps which will require development partner support. To raise living standards, an estimated USD \$1.64 billion per year is needed to target the poor (ignoring administrative and logistics costs⁴ which are estimated at 19 per cent of total funding). Development partner commitment would need to be obtained over a longer-term to phase out development partner support over a specific period aiming to ensure social protection financing is eventually funded by own source revenue. A "pooled funding" mechanism which could be the establishment of a social protection fund could be an appropriate way of aggregating donor contributions, with the added value of smoothing out donor funding cycles.
- Effective delivery of social protection requires strong leadership at the FGS (& FMS) level. A social protection system capable of generating synergies requires a policy and legislative strategy, including the budget framework. Staffing and administrative overheads for the central MoLSA and FMS equivalents will need to be included and phased in overtime as the capacity of MoLSA and FMS is developed. This will prompt domestic debate about social protection being an investment in the national interest, rather than consumption expenditure and the value for money this represents

1. Somalia Social Protection Policy

2. Mobile Money in Somalia – Ecosystem Mapping, The World Bank/Altai Consulting, June 2017

3. BASIC - Better Assistance in Crises (MAY 2020). Review and Analysis of Identification and Registration Systems in Protracted and Recurrent Crises

4. World Bank. (April 2019). Source: Report No. AUS0000407 Somali Poverty and Vulnerability Assessment. Findings from Wave 2 of the Somali High Frequency Survey

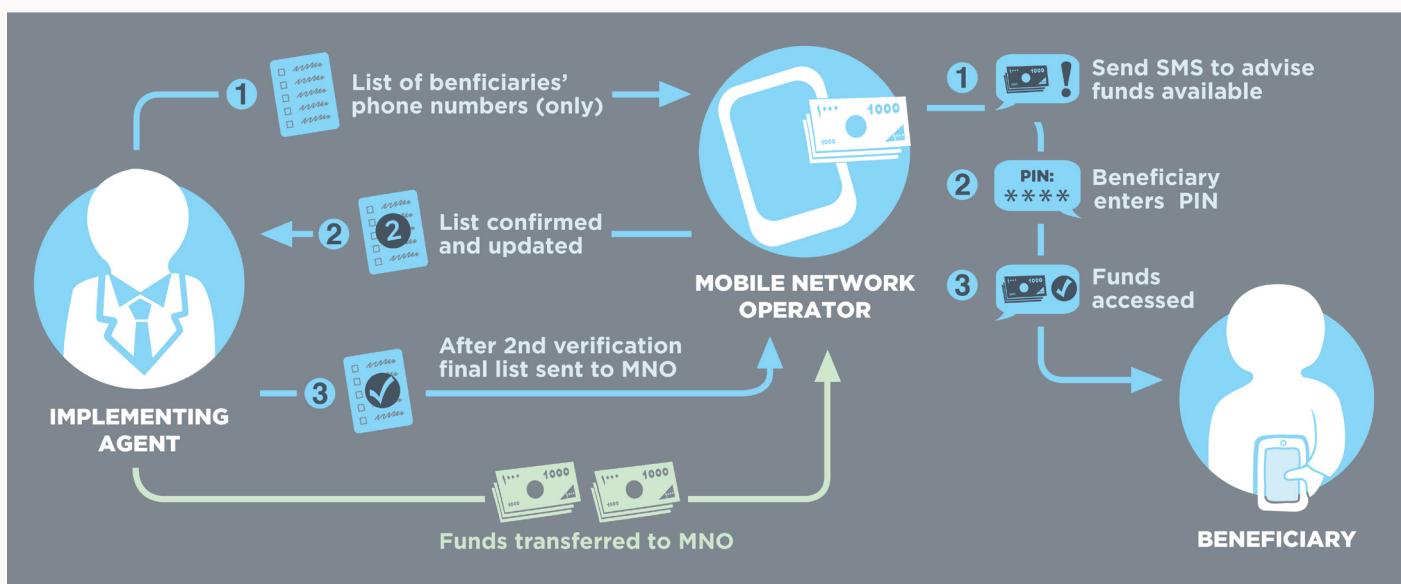
Funds Transfer to Beneficiaries

Since 2001 there has been growing use of cash and eVouchers in Somalia allowing beneficiaries easier access to funding. eVouchers enable beneficiaries to purchase pre-selected goods from pre-selected traders. These are distributed through the Implementing Agencies (IA) with traders having access to the IA system enabling them to directly enter the beneficiary purchase details.

With mobile phone penetration of 92 per cent and mobile money penetration rate of 73 per cent⁵ in Somalia, mobile money transfers are providing a positive alternative to other methods of distributing cash to beneficiaries. However, there is uncertainty as to the security and transparency of using MNO, which is likely to be as a result that the Somali Information and Communications Technology (ICT) sector operates in a largely unregulated environment. Whilst legislation and regulations have been developed and approved by Cabinet, few have been implemented due to a lack of resources and capacity.

Cash Transfer Process

Figure 1. Fund Flow Process



In the last few years there has been growing use of non-governmental organisation (NGO) consortia approaches, where several agencies essentially worked on the same Programme, to the same objective, but in different locations. These agencies work together on the Somalia Resilience Programme (SomReP) and a consortium led by the Norwegian Refugee Council (NRC), Building Resilient Communities in Somalia (BRiC's).

Issuing money always involves exposure to fraud and corruption and mismanagement of funds. Donors and Implementing Agencies have varying levels of monitoring to mitigating fraud and mismanagement

As a result of the COVID-19 pandemic which imposed travel restrictions and social distancing measures, the method of distribution of funds to beneficiaries moved more to mobile money. Additional mitigation measures were put into place to ensure funds are distributed to beneficiaries and at the same time complying with COVID-19 restrictions. All agreements with mobile money operators are at the field (implementing agency) level.

The Cash consortium in conjunction with Global System for Mobile Communications (GSMA) is currently carrying out a mapping process relating to cash transfers using mobile money: "Developing Guidelines for Cash Transfers".

of funds, ensuring funds are received by the intended beneficiary. This includes education at the community level (community "buy-in"), contracting of third-party monitoring agents (TPM), spot/random checks by Implementing Agencies and donors and Toll-free hotlines are established which have proven to be effective with people reporting fraud and the agency and community coming together to recover the funds.

Beneficiary data that is collected by implementing & contracting agents who manage beneficiary registration and distribute beneficiary funds are stored in the agent's database. WFP uses its system called SCOPE and provides access to its implementing agents to record beneficiary data

5. Mobile Money in Somalia – Ecosystem Mapping, The World Bank/Altai Consulting, June 2017

in their system. Other contracting agents and implementing agents are using online data collection system (e.g. ONA) with some others using excel sheets stored on their internal information management/archiving system.

With a focus on funding distributed at a community-based level involving the community, informal safety nets such as the Village Savings and Loans Association (VSLA) have been established. Village Relief Councils (VRC) have also been established which involves the community to ensure community input into the approval of beneficiaries and distribution of funding.

Overseas Development Assistance (ODA) Overview

Overseas development assistance (ODA) received in 2019 was \$1.9 billion of which 49.7 per cent (USD \$924.1 million) related to development aid. No humanitarian funding is channelled through the Treasury Single Account (TSA) with 12.1 per cent (USD \$112 million) of total development aid funding channelled through the Treasury Single Account (TSA).

Table 1 – Humanitarian and Development Funding

	2018 USD\$ (Actual)	2018 %	2019 USD\$ (Actual)	2019 %	2020 USD\$ (Estimate)	2020 %
Humanitarian	1,196.0	55.1%	934.3	50.3%	93.1	9.7%
Development	975.3	44.9%	924.1	49.7%	864.7	90.3%
ODA	2,171.3	100.0%	1,858.4	100.0%	957.8	100.0%

The 2020 projections do not reflect the full scale of support expected for this year, especially for humanitarian aid, which is more difficult to predict.

Source: Aid Flows in Somalia - April 2020

Under the Cash Working group cluster (sector) reports (3W reporting)⁶ from Agencies providing humanitarian funding to beneficiaries, it was reported that in May 2020; 2,075,694 people received assistance with 52 per cent of the funds received by voucher and 48 per cent by cash, of which 42 per cent related to mobile cash. 53 per cent of the funds were restricted, 47 per cent unrestricted and 73 per cent were unconditional with 23 per cent conditional.

With support provided by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the Ministry of Planning, Investment & Economic Development (MoPIED) has established and administers an Aid Information Management System in Somalia (AIMS) which is an on-line system that enables development partners to share data

on development and humanitarian aid flows into Somalia. The system was implemented in November 2019 and its' objective is to help make aid more effective by increasing transparency, accountability, and coordination. As of 13th July 2020, there were 235 registered users, 875 projects, 628 organizations with 2020 year disbursements of \$609.2 million.

Overall, the financial data collected during this study highlighted that 60 per cent of total funding related to Humanitarian funding with an estimated average of 81 per cent of the total funds flowing through to beneficiaries; with 19 per cent of total funding relating to administrative & indirect costs.

6. 3 ways of reporting: what, where and who

Table 2: Funding summary breakdown

Project Details	Funding (million \$ USD)	Development	Humanitarian	Humanitarian Funding to Total Funding %	Admin/Indirect Costs	Direct Beneficiary Funding	Beneficiary Funding %
Baxnaano Programme	65.0	65.0	-	0.0%	17.0	48.0	73.8%
BRIC's - Funding	80.1	64.1	16.0	20.0%	16.8	63.3	79.0%
BRIC's Annual Funding	23.3	18.6	4.7	20.0%	4.9	18.4	79.0%
DfID (2019)	194.8	110.8	84.0	43.1%	19.5	175.3	73.8%
ECHO	58.2	-	58.2	100.0%	12.0	46.2	79.4%
FAO	97.0	4.9	92.1	94.9%	29.1	67.9	70.0%
Italian AID - Annual Funding	35.4	23.0	12.4	35.0%	2.5	32.9	93.0%
Italian AID - SPP	4.0	4.0	-	0.0%	3.6	0.4	10.0%
Save the Children Fund	13.0	0.5	12.5	96.0%	4.5	8.4	65.0%
SNLRP	40.0	-	40.0	100.0%	7.0	33.0	82.5%
SomReP	19.3		19.3	100.0%	5.8	13.5	70.0%
TOTAL	565.1	226.0	339.1	60.0%	105.7	459.3	81.3%

Transitioning Social Protection to FGS

Currently, funds for the Baxnaano programme and SNLRP are not channelled through the FGS TSA with the donor paying the contracting agents directly. The data is recorded in the FGS's financial management system (SFMIS) at the budget level only, i.e. the budget is committed to allow budget monitoring. Lack of capacity within FGS and lack of confidence in the use of country systems by donors has been cited as the reasons for this.

The Office of the Accountant General (OAG) under the Ministry of Finance (MoF) oversees and manages all transactions relating to public funds (including donor funds) that are channelled through the TSA. The Accountant General ensures that external assistance funds channelled through the EAFS are managed through FGS PFM systems to the greatest extent practicable and the satisfaction of relevant donors without compromising on accountability, transparency, probity, and value for money.

There is an External Assistance Fiduciary Section (EAFS) unit established in the OAG which is responsible for managing aid funds from external donors and development partners. The EAFS unit operates in line with the fiduciary and financial procedures set out in the FGS Comprehensive Operating Procedures Manual (COPM), together with additional fiduciary procedures agreed with development partners to ensure that external assistance channelled to the FGS uses country public financial management (PFM) systems. A Project Implementation Unit (PIU) is established in the respective line ministries implementing donor projects. This PIU oversees the donor funds of the Ministry and submits payment requests and reports to the EAFS. Regular training is provided to the PIUs based on the COPM.

Report submitted to donors is produced directly from the SFMIS. The SFMIS captures information in real-time, therefore financial reports can be generated at any time. The SFMIS data is regularly reviewed and bank reconciliations are carried out regularly to eventually move to daily bank reconciliations. The SFMIS is linked to the CBS banking system. Work is underway to move away from cash payments and implement direct credit payment to suppliers.

The FGS has recently adopted the revised Public Financial Management Act which includes provisions to strengthen the management of donor projects including the requirement for the Minister for Finance to approve all funding. This process will be implemented throughout Ministries, Departments and Agencies (MDA) along with a donor awareness campaign on these legislative requirements.

MoPIED's involvement in projects is on an ad hoc basis. MoPIED has a role in project design for specific projects only where donors have involved them (e.g. EU NAO and many UN and WB projects work with MoPIED directly). Currently, MoPIED is working on a process⁷ for reviewing whether projects are in alignment with the National Development Plan 9 (NDP9). The proposed review process would ensure MOPIED engagement in project design.

Recommendations

The approach toward a national social protection system managed by the FGS and the Federal Member States (FMS) will require a clear plan to be established outlining the funding and capacity requirements from donors, the FGS & the FMS. The plan should be in two parts:

- 1) *Costing plan* which will require details of activities identifying the types of inputs or required resources to implement each activity, and include both robust monitoring and evaluation framework, and
- 2) A *financing strategy* which involves a systematic projection of domestic resources available and identifies the funding gap which will require development partner support. This funding should be developed on a "phase out" approach over a stipulated period aiming to ensure social protection financing is funded by own source revenue. A "pooled funding" mechanism could be an appropriate way of aggregating donor contributions, with the added value of smoothing out donor funding cycles.

A centralised programme faces a huge administrative burden that encompasses not only the registering and payment of participants but also ensuring the smooth running and effective outputs of individual projects. Human resource capacity, institutional mechanisms, financial resources, and political will are all key factors in establishing a social protection programme. If any of these fail to work, the whole social protection capacity development strategy has the potential to collapse.

In 2016, Somalia spent 0.8 per cent of gross domestic product (GDP) on social safety nets, even though it received 16 per cent of GDP (USD \$1.2 billion) in humanitarian aid⁸. Somalia received USD \$1.9 billion in official development assistance (ODA) in 2019, comprised of roughly equal

volumes of humanitarian and development Aid⁹. Protecting vulnerable groups and creating income opportunities are crucial to prevent childhood poverty from progressing into adulthood. In resource-constrained environments such as Somalia, short to medium term humanitarian assistance will be required to complement social protection systems. A social protection system capable of generating synergies requires a policy and legislative strategy, including the budget framework.

To raise living standards, an estimated USD \$1.64 billion per year is needed to target the poor (ignoring administrative and logistics costs)¹⁰. With administrative costs estimated at approximately 19 per cent of total funding, this equates to an estimated USD \$1.95 billion of the total funding required.

The development of a single government registry system involves significant planning and investment. The system must have clear objectives and must be updated regularly to keep the system dynamic and be flexible to adapt to possible future changes. The government registry must be subject to ongoing auditing and quality control to ensure the accuracy of data is maintained and the responsibility for the system must be clearly defined and the Government must have the capacity to reliably maintain the system. A high level of security of beneficiary data needs to be always maintained. Before data are shared or existing beneficiary database systems are made interoperable, policies and reporting need to be established which should be aligned to an agreed sector-specific international data protection regime. This will ensure all involved in data sharing are committed to the same principles.

Effective delivery of social protection requires strong leadership at the FGS (& FMS) level. Under the Somali Social Protection Policy 2019, MoLSA is leading the social protection portfolio of the FGS in close coordination with the Ministry of Humanitarian and Disaster Management (MoHDM) and MoPIED. Currently, with the support of contracting agents, there are pilot programmes within MoLSA which are focused on strengthening of systems and capacity to transition social protection to the FGS. The main programme being Baxnaano programme (and the recent humanitarian SNLRP) with other pilot programmes coming into operation this year.

Addressing these challenges and implementing a plan to establish a social protection system will require a systemic approach as well as clear communication between governments and social partners. The challenges will also require a greater capacity to design, deliver and monitor social protection programmes.

7. Not finalised at the time of writing this report

8. World Bank. (April 2019). Source: Report No. AUS0000407 Somali Poverty and Vulnerability Assessment. Findings from Wave 2 of the Somali High Frequency Survey

9. Aid Flows in Somalia, April 2020

10. World Bank. (April 2019). Source: Report No. AUS0000407 Somali Poverty and Vulnerability Assessment. Findings from Wave 2 of the Somali High Frequency Survey

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