

# Joint Programme Document

## A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number:** PSP 2019 SOM
- 3. Joint programme title:** Toward a Somali Led Transition to National Social Protection Systems
- 4. Short title:** Somali Led Transition to National Social Protection Systems
- 5. Country and region:** Somalia, Africa
- 6. Resident Coordinator:** Adam Abdelmoula, [abdelmoula@un.org](mailto:abdelmoula@un.org)
- 7. UN Joint programme focal point:** Chrystelle Tsafack, [ctsafack@unicef.org](mailto:ctsafack@unicef.org)
- 8. Government Joint Programme focal point:** Fardosa Abdullahi, Ministry of Labour and Social Affairs, [dowsaahmed79@gmail.com](mailto:dowsaahmed79@gmail.com)

**9. Short description:**

The purpose of the Joint programme is to strengthen the capacity of the Government of Somalia to focus on prioritizing support to the most vulnerable populations, with a view of transitioning from short-term emergency response, to long-term predictable social protection mechanism – with linkages to education, health and justice systems. More specifically it aims to strengthen the Ministry and Labour and Social Affairs (MoLSA) leadership on social protection through a targeted institutional support and capacity development. This will allow FGS to be better positioned to leverage three upcoming opportunities: (i) the unprecedented fiscal space that will be created by debt relief (decision point is expected in second quarter 2020) that is by definition conditioned to be prioritized on social sectors; (ii) NDP 9 (2020-2024) which clearly identifies Social protection among the priorities of its fourth pillar: Improved Social Development; and (iii) Government prospects to create an independent contributory social security scheme.

This support will be done both at federal government and at federal member state (FMS) levels and will focus on three areas: (i) Supporting MoLSA institutional capacity for policy analysis and coordination of partners activities in order to ensure national ownership and leadership of the social protection reform agenda; (ii) Support MoLSA role to create an adaptive approach to reform through capturing the potential for scale of past and present social protection and link them with human capital (nutrition, health and education); and (iii) Strengthen MoLSA capacity on International Standards for Social Protection.

**10. Keywords: Institutional capacity building, International Standards for Social Protection, policy coordination, vulnerability, stakeholders**

**11. Overview of budget**

<b>Joint SDG Fund contribution</b>	<b>USD 2,045,300.00</b>
Co-funding 1 (UNICEF)	USD 232,926.00
Co-funding 2 (ILO)	USD 218,000.00
Co-funding 3 (WFP)	USD 144,000.00
<b>TOTAL</b>	<b>USD 2,640,226.00</b>

**12. Timeframe:**

Start date	End date	Duration (in months)
1/01/2020	31/12/2021	24 months

**13. Gender Marker:** 2

**14. Target groups** (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children		X
Girls		X
Youth		X
Persons with disabilities	X	
Older persons		X
Minorities (incl. ethnic, religious, linguistic...)		X
Rural workers		X
Internally displaced persons		X

**15. Human Rights Mechanisms related to the Joint Programme**

- UDHR (Art. 22, 25)
- ICESCR (Art. 9)
- CRC
- CEDAW
- CRPD
- CCPR
- ILO Convention C102 concerning Minimum Standards of Social Security and Recommendation R202

**16. PUNO and Partners:**

**16.1 PUNO**

- Convening agency: UNICEF, Chrystelle TSAFACK, Social Policy (Social Protection) Specialist, [ctsafack@unicef.org](mailto:ctsafack@unicef.org); +252 613384972, Skype: Chrystelle.Tsafack
- Other PUNOs: ILO, Alexio Musindo, Director for Ethiopia, Somalia, Djibouti, Sudan and South-Sudan; [musindo@ilo.org](mailto:musindo@ilo.org); +251 11 544 4344

WFP: Serene Philip, Social Protection Specialist, [sphilip@wfp.org](mailto:sphilip@wfp.org); +254 717566696, Skype: Serene philip

## 16.2 Partners

- National authorities:
  - o Ministry of Labour and Social Affairs, Fardosa ABDULLAHI, Senior Social Protection Advisor, [dowsaahmed79@gmail.com](mailto:dowsaahmed79@gmail.com); + 252 612900436, Skype: Firdausa5
  
- Civil society organizations:
  - o Somalia Women Development Center. Ms. Amina Arale, Executive Director, [swdc.org@gmail.com](mailto:swdc.org@gmail.com), [tel:+252 615565518](tel:+252615565518)
  - o IIDA Somalia Women's Development Organization. Mr. Jeffrey Maganya, Head of programmes, [jeffrey@iida.so](mailto:jeffrey@iida.so), + 254789888889
  - o Somali Chamber of Commerce & Industries (SCCI), Mr Abdinasir Jimale, Focal Person, +252 615203979, +252 699401386; [abdinaaser@somalichamber.so](mailto:abdinaaser@somalichamber.so); [abdinaaser@hotmail.com](mailto:abdinaaser@hotmail.com)
  - o Federation of Somali Trade Unions (FESTU), Mr Omar Faruk, General Secretary, +2521850013; +252-61-7521334; [info@festu.org](mailto:info@festu.org) ;
  
- IFIs
  - o The World Bank, Nadia Selim, Social Protection Specialist, [nselim@worldbank.org](mailto:nselim@worldbank.org), +254 705 365 566
  
- Other partners:
  - o Donors: Italian Agency for Development Cooperation, Stefano Stirpe, Programme Coordinator, [stefano.stirpe@aics.gov.it](mailto:stefano.stirpe@aics.gov.it), +254 (0) 768729403
  - o Somali Cash Consortium, Alessandro Bini, Director, [alessandro.bini@concern.net](mailto:alessandro.bini@concern.net), +254 702 357 075

**SIGNATURE PAGE**

<p><b>Resident Coordinator:</b> Date and Signature</p> <p>[Redacted]</p>	<p><b>National Coordinating Authority</b></p>
<p><b>Participating UN Organization (lead/co-leading)</b> UNICEF Werner Schultink, Representative Date: 21/10/19 Signature and seal:</p> <p>[Redacted]</p>	<p>Ministry of Labour and Social Affairs Hon. Sadik Hersi Warfa, Minister</p> <p>Date Signature and seal</p> <p>[Redacted]</p>
<p><b>Participating UN Organization</b> WFP Cesar Arroyo, Country Director Date 21.10.19 Signature and seal</p> <p> <b>Cesar Arroyo</b> Representative &amp; Country Director</p>	<p>[Redacted]</p> <p></p>
<p><b>Participating UN Organization</b> ILO Alexio Musindo, Director for E Djibouti, Sudan and South Su Date Signature and seal</p> <p>[Redacted]</p> <p></p>	<p>[Redacted]</p>

## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale
- Outcome 2: Additional financing leveraged to accelerate SDG achievement

### 3. Overview of the Joint Programme Results

The proposed Joint Programme will contribute towards following two priorities of the UN Strategic Framework (2017-2020):

- 4. Strengthening resilience of Somali institutions, society & population.
- 5. Supporting socioeconomic opportunities for Somalis leading to meaningful poverty reduction, access to basic social services & sustainable, inclusive & equitable development.

**Outcome:** MoLSA capacitated to design and implement long-term social protection system with a shift from assistance to more emphasis on building human capital

#### Outputs

- Output 1: Functional, equitable and inclusive social protection Directorate at MoLSA and social protection units in FMS;
- Output 2: FGS/MoLSA capacitated to serve as a Convening Organization on Social Protection in Somalia (learning both from the implementation of past humanitarian assistance in the country and other countries' experience in designing and implementing social protection schemes)
- Output 3: International Standards for Social Protection, including inclusion and gender equity mainstreamed into Social Protection Implementation Strategy

### 4. SDG Targets directly addressed by the Joint Programme

#### 3.1 List of targets

The Joint Programme (UNJP) would primarily focus on the achievement of SDG 1.3 – however, it will generally contribute to other SDGs such as SDG 3, 4, 5, 8, 10 and 16 – as given below.

#### SDG 1: Ending Poverty

**1.3:** implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

#### Expected SDG impact

Somalia did not realize much progress under the MDGs. While the country has adopted the SDGs agenda, its achievement requires a transformative and accelerated approach. The joint programme will strengthen the delivery capacity of the government of Somalia to be able to

provide social protection schemes to its citizens, based on identification of people in need and in coordination with main stakeholders. In addition to a direct implication on SDG 1 (1.3), it will also have indirect bearing on other SDG targets, especially:

- **2.1:** end hunger and ensure access by all people, in particular the poor and people in vulnerable situations including infants, to safe, nutritious and sufficient food all year round);
- **3.8:** achieve universal health coverage (UHC), including financial risk protection, access to quality essential health care services, and access to safe, effective, quality, and affordable essential medicines and vaccines for all;
- **4.1:** ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes;
- **5.4:** recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate;
- **8.5:** achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value;
- **10.4:** Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality;
- **16.6:** develop effective, accountable and transparent institutions at all levels.

While the timeframe of the programme is too short to observe a tangible impact on SDG, it is expected to contribute towards the government trying to achieve impact on enabling variables such as the number of households beneficiary of social transfers (impact on poverty), the number of households who receive food assistance or livelihood support measure (impact of hunger and food security); the number of poor households who are exempted from school fees (impact on access to education), the number of poor women who are provided with vouchers for antenatal care (impact on health).

The proposed joint programme will build FGS delivery capacity to make policy decisions on social protection issues such as targeting (informed by vulnerability assessments), coverage of programmes, pace of implementation, or linkages with other social services. This will allow the Government at federal and FMS levels to make informed decisions on who should benefit from social transfers, how to link these social transfers to education, nutrition or health services, how to expand access to those services in times of needs, how to design social protection programmes to correct imbalances in terms of gender, residence area or disability status.

Thus, by the end of the programme, targets related to food security (SDG 2), utilization of primary health services (SDG 3), access to education (SDG 4) and access to decent work (SDG-8) will be catalyzed, in addition to SDG 1 (poverty and social protection) which will be directly impacted by the implementation of the programme.

## **5. Relevant objective/s from the national SDG framework**

Although Somalia did not develop an SDG framework, the UN strategic framework 2017-20 encapsulates and articulates the UN's collective commitment to support Somalia's humanitarian, development, political and security priorities as outlined in the Somalia NDP. It is also aligned to the Sustainable Development Goals (SDGs) and the outcomes of the 2016-

2017 UN Strategic Assessment process (strategic priorities). The proposed Joint Programme is aligned to:

- SP4: Strengthening resilience of Somali institutions, society and population, with two priority objectives: (i) Preventing, protecting and mitigating the impact of conflict, taking into account specific needs of women and children; and (ii) Strengthening resilience.
- SP5: Supporting socioeconomic opportunities for Somalis, leading to meaningful poverty reduction, access to basic social services and sustainable, inclusive and equitable development, of which the policy objective is Supporting socioeconomic development.

## 6. Brief overview of the Theory of Change of the Joint programme

The theory of change can be summarized as follows:

**If** capacity of MoLSA is increased to design social protection schemes and coordinate social protection interventions across different stakeholders with mainstreaming of international standards, **then** vulnerable populations will benefit from timely and appropriate social protection interventions that will build their human capital and allow them to strengthen their resilience.

### 5.2 List of main ToC assumptions to be monitored:

This theory of change lies on four strong assumptions:

- (i) political commitment at all government levels (FGS and FMS):
- (ii) fiscal space and economic situation improved:
- (iii) coordination between government and development partners.

## 7. Trans-boundary and/or regional issues

Since the main objective of this programme is to strengthen government capacity, its coverage is by nature national. Therefore transboundary/regional issues are not applicable here.

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

Over the past two decades, Somalia has endured persistent periods of conflict, political instability, and environmental and economic shocks, resulting in widespread hunger and malnutrition. Over half of the country's 12.3 million people live below the poverty line of USD 1.9 per day<sup>1</sup>. Conflict, drought and floods have triggered large-scale displacements: 2.6 million Somalis are displaced and an additional 1 million are refugees in neighbouring countries<sup>2</sup>. Since 2012, Somalia has made considerable strides from a "failed" state to a "fragile" state with the establishment of the Federal Government of Somalia. Significant progress continues with the founding of permanent political institutions and a federal institutional structure. From mid-2015, severe drought conditions, conflict, increased displacement, lack of access to basic services and the absence of a formal social protection system caused an acute food and nutrition crisis that brought Somalia to the brink of famine in 2017.

The incidence of poverty of 69 percent is 18 percentage points higher than the unweighted average of low-income Sub-Saharan African countries of 51 percent in 2017, making Somalia one of the poorest countries of the continent (and of the World). Poverty is widespread and deep, particularly for rural households and for IDP settlements. According to the 2nd Somali High Frequency Survey (SHFS, 2018), almost three-fourths of the population in rural areas, IDP settlements, Mogadishu, and among nomads are poor. In addition to monetary poverty, most Somali households suffer other non-monetary deprivations. Almost 9 of 10 Somali households are deprived in at least one dimension: monetary, electricity, education, or water and sanitation. Nearly 7 of 10 households suffer in two or more dimensions. Furthermore, 73 percent of children below 14 years of age (representing nearly half of Somalis) are poor. Children from poor households face challenging conditions—for example, they have no electricity or are deprived of education—which present strong obstacles to escaping poverty.

In addition to poverty, access to services is limited, particularly for rural residents, IDPs in settlements, and nomads. Improving water and sanitation is critical for health, school performance, and productivity, but only half of households have access to improved sanitation, and 8 of 10 to improved water sources. Only 5 of 10 households have electricity. Access to services is somewhat higher in urban areas. Poor households are less likely to have access to improved sanitation and electricity. Markets and health clinics are far—more than 30 minutes walking distance—for 34 to 40 percent of Somali households and for most nomads (SHFS, 2018).

In terms of employment, Somalia is still overwhelmingly a primary economy where 62% of the labour force works in agriculture, livestock and fisheries, while the professionals, associate professionals and technicians account for 6.9% of the employed.<sup>3</sup> According to the World Bank "about 46% of employed people work in agriculture, 25% in crop cultivation, 9% in herding, 4% in fishing, and 7% in related activities (such as forestry and agro-processing)". A

---

<sup>1</sup> See [www.worldbank.org/en/country/somalia/overview](http://www.worldbank.org/en/country/somalia/overview).

<sup>2</sup> United Nations High Commissioner for Refugees. 2018. Somalia: Factsheet – 1-30 June 2018.

<sup>3</sup> ILO 2016.



conservative estimate indicates that primary activities constitute about 75% of the national GDP.<sup>4</sup>

Somalia's employment data further shows that the largest proportion (41%) of employed persons are in elementary occupations.<sup>5</sup> This is followed by professionals (15%); skilled agricultural, forestry and fishery workers (9.8%), and finally craft and related trades workers (9.2%).<sup>6</sup> The number of women in elementary occupations is higher than the equivalent number of men, at 62.2%, followed by service and sales workers (9.3%) and skilled agricultural, forestry and fishery workers (9.2%).

Vulnerable families struggle to access basic services, many of which are privately provided at prohibitive cost to the very poor. Young people, often excluded from education, are increasingly drawn to urban life but lack the skills or cannot find the jobs they need. Donor-funded programs implemented by NGOs and the UN struggle to provide the coverage, continuity or range of services required to meet these needs due to security constraints or dependence on short-term, humanitarian funding.

While government has made clear its intention to shift from short-term humanitarian response to a longer-term focus on social protection, this transition will happen only when government has the capacity to identify the most vulnerable and to design appropriate social protection schemes to address the root causes of their vulnerabilities.

Yet, there are currently no large-scale, government-led social protection programmes in Somalia, and the government lacks the basic capacity to identify the poorest and most vulnerable community members. Somalia's rich tradition of familial and community-based coping strategies, including substantial remittances from the diaspora, is insufficient to address the challenges of the context. Humanitarian assistance has reached some 2.5 million people a month since April, mostly displaced, returning, and extremely poor people in rural and peri-urban areas. This assistance has been a major driver of the slight improvement in food security figures. However, such assistance is short term and designed to address acute needs, missing the underlying causes of vulnerability to poverty and risk. The rare social protection interventions that are implemented are fragmented, and social protection gaps remain the norm. Overall coverage and quality of programmes remain marginal and low. Even the formal public and private sectors workers do not have access to a proper social protection system. Furthermore, provision of other social services is also limited, especially nutrition, health, education and water and sanitation services.

Following the human rights-based approach, the UNJP seeks to build the capacity of Government as duty bearer to meet the obligations of Somali citizens who are entitled to adequate social protection.

The current capacity of Government of Somalia to fulfill its duty is severely compromised. While a National Social Protection Policy has been recently developed, MoLSA institutional development is on its early stages requiring urgent support to ensure government leadership on policy decisions and coordination. In this regard, key problems are identified as follows:

---

<sup>4</sup> FAO and World Bank 2018.

<sup>5</sup> Elementary occupations, as defined by the International Standard Classification of Occupations (ISCO-08) consist of simple and routine tasks which mainly require the use of hand-held tools and often some physical effort. Examples include: selling goods in streets and public places, or from door to door; providing various street services; cleaning, washing, pressing, freight handling; pedalling or hand-guiding vehicles to transport passengers and goods; driving animal-drawn vehicles or machinery, etc.

<sup>6</sup> Ibid.

- There is clearly a need to increase MoLSA work force both at federal and at federal member state (FMS) levels, especially those working on social protection. Out of 159 staff (including 35 female) in the Ministry, none is assigned to social protection<sup>7</sup>. So far, the Senior Social Protection Advisor is the only person working specifically on social protection, and she is not a civil servant. The situation is even worse at federal member state (FMS) level where no civil servants are appointed at federal ministries in charge of labour and social affairs. For instance, there are no civil servant in Hirshabelle, South West and Galmudug. In addition, staff members at federal ministry level are mainly volunteers and male. As an illustration, federal ministry in Hirshabelle is staffed with one (1) male staff paid by the Youth Employment programme and ten (10) volunteers; and no female in the work force. In South West neither, only the Director general of the federal Ministry is paid by the Youth Employment Programme and the twenty (20) staff members are all male and volunteers. Galmudug has one (1) female staff member paid by the Youth Employment programme and seven (7) volunteers.
- In addition to the sheer number of civil servants working on social protection, the skills and qualifications of MoLSA staff do not currently allows GFS and FMS to be in a position to design and implement social protection schemes. An assessment of capacity at MoLSA level is needed at the beginning of the UNJP to craft a learning and training plan for the Government. In addition, after decades of humanitarian interventions by partners, there is a wealth of good practices, outside the realm of government, MoLSA has limited access to such valuable knowledge and also limited capacity to undertake poverty analysis and vulnerability mapping to identify social protection beneficiaries
- Coordination of social protection with social services has not been effective due to the focus on short-term assistance. As a result, long term delivery of social services (including education and health) has not been prioritized and their linkages with social protection has not been effective yet.

Somalia is at a critical juncture, where a strong social protection system is particularly important, since (i) it constitutes a key aspect of the social contract in Somali society and in developing the trust between people and the state; (ii) it will serve as a way to bridge the humanitarian and development divide and create longer-term gains that reduce overall vulnerability; and (iii) it will shift the focus to the root causes of poverty and vulnerability, moving away from cyclical reactive short-term support.

At the International Conference on Social protection in Contexts of Fragility and Forced Displacements<sup>8</sup>, FGS identified critical elements of transitioning from short-term emergency response, to long-term predictable safety nets that are shock responsive, including:

- Secure buy-in at all levels and link to informal social protection
- Build and transfer knowledge and capacity
- Link and build on humanitarian support for longer-term integrated national social protection system
- Exploring and identifying long term national financing strategies.

---

<sup>7</sup> A Social Protection Directorate is in the process of being created in MoLSA.

<sup>8</sup> This conference was organized by major donors (EU, GIZ, UKaid, SIDA, Ministry for Foreign Affairs of Finland), UN agencies (FAO, UNHCR, UNICEF, WFP) and the World Bank on 27-29 September 2017 with the objective of objective shedding new light on the prospects of using social protection systems in contexts of fragility and forced displacement, with the overall aim to better operationalize international commitments.

The UNJP will directly address the second, third and fourth elements, while paving the way for the first. The UNJP has a strong policy dialogue and learning component to build integrated social protection floors based on national priorities. Initial information collection will create evidence on the ground to inform and guide national policy dialogue.

## 1.2 Target groups

Direct beneficiaries of this Programme will be MoLSA at federal and Federal Member States levels as the main responsible institutions to design and implement long-term social protection system in the country.

Indirect beneficiaries of the programme are vulnerable populations (especially children, adolescents and youth, women, displaced persons, small farm holders) in Somalia who will benefit from an increased emphasis on long term social protection schemes designed and implemented under the coordination of a stronger MoLSA. A specific group of indirect beneficiaries is the elderly, since there is no effective old-age pension scheme in Somalia, and old persons remain at employment even if their working capacities are affected.

The Social Protection Policy launched on 17 September 2019 has identified a number of vulnerable groups in Somalia. These groups include children (particularly girls), adolescents, persons with disabilities, women, elderly, larger households with more dependents; migrants and displaced persons. The proposed programme intends to assist the Government of Somalia to roll out this Policy and thereby assist such segments of society to avail long-term and financially viable social protection facilities in the long run.

In addition, those who are left behind in Somalia can be identified by applying the Leave No One Behind framework:

- *Discrimination*: those from the minority clans are usually excluded from access to services and are the least likely to receive humanitarian relief for development partners. Problems faced by minority clans include: weak political representation expressed in the 4.5 formula<sup>1</sup>, fewer modern employment opportunities since their members have not received much education, less likelihood to receive remittances since they don't have a vibrant diaspora.
- *Geography*: as pointed out in the problem statement, rural population are poorer, both in terms of monetary and multidimensional poverty than urban populations. They also have less access to social services, such as primary education and health care. Furthermore, displacement is higher among rural than urban populations.
- *Vulnerability to shocks*: the most common shocks experienced by Somali populations are of environmental (natural disasters, especially droughts and floods), conflict or economic nature. The NDP 9 states that two-thirds of Somali households experienced at least one shock in 2018. The most exposed to those shocks are the poor, rural population and small farmers. Riverine populations are especially exposed to floods since water flows out with their livelihoods. These are minority clans located around Juba river (in Gedo, Lower Juba and Middle Juba) and around Shabelle river (in Hiraan, Lower Shabelle and Middle Shabelle)
- *Governance*: Due to the weak political representation mentioned above, minority clans are left behind in Somalia.
- *Socio-economic status*: women, IDPs and youth are the groups that face socio-economic disadvantage. Women represent 56 percent of the population and generate up to 70 percent of household income but are under-represented in the formal labour force. Somalia has a predominantly young population, with over 80 percent of estimated to be under the age of 35, enduring an unemployment rate of

approximately 70 percent. As of 2017, almost 2.1 million (of an estimated 15 million) Somalis were categorized as internally displaced. For these three groups, poverty rates are high and socio-economic outcomes are substantially low (NDP 9). Larger households, elderly, refugees and persons with disability also face socio-economic disadvantage.

The joint Programme intends to strengthen the capacity of FGS to establish an inclusive social protection system, which is able to cater for the needs of all vulnerable persons, according to their respective needs. These include children, adolescents and youth, women, displaced persons (returnees, refugees and IDPs) as well as small farm holders. Indeed, while recognizing a global push towards greater inclusion in national systems, refugees rarely enjoy the same rights as citizens. The programme is consistent with the global ILO-UNHCR MoU and joint action plan to further collaboration on social protection. Similarly, in a country where agriculture provides 60% of the GDP, 80% of employment and 90% of exports, improving institutional coordination between Agriculture & Social Protection can ensure that poor small-scale farmers break out of the cycle of poverty, invest in agriculture using more productive technologies, invest in human capital development and better manage risks. In this regard, a more integrated design of differentiated packages of livelihood support based on income levels, livelihoods, risk profile (including gender) can ensure better economic inclusion of the poorest, especially poorest women. The approach will also ensure that the specific vulnerabilities experienced by women are fully integrated in the implementation strategy for social protection policy and in the design of future social protection programmes in Somalia. Moreover, the programme will promote gender parity in the selection of Government staff that will receive incentives and capacity development opportunities.

Focusing on social protection within the Leave no one behind approach (LNOB) is particularly important in the case of Somalia. Social protection is limited to a few social assistance programmes. A mapping of social protection interventions is required, which will be feeding a national dialogue process to set up national priorities on social protection extension and measuring the cost of these priorities. This process will include capacity building of national stakeholders to ensure the ownership of the process as well as the development of sustainable solutions.

### **1.3 SDG targets**

SDG 1 (End Poverty in all its forms everywhere) will be addressed by the UNJP. Target 1.3 - implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable- will directly be addressed while target 1.1 eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day- will be address indirectly.

In addition, a couple of other SDG targets will be addressed indirectly by the UNJP, including:

**2.1** By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round

**3.8** Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential

**4.1** By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes.

**5.4** Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

**8.5** By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

**10.4** Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality

**16.6** Develop effective, accountable and transparent institutions at all levels

Due to the security context of Somalia, there has not been a nation-wide survey allowing to collect MDGs and SDGs indicators. As an illustration, the last multiple indicator cluster survey (MICS) was performed in 2006, making it very difficult, if not impossible to provide baseline for the SDGs indicators.

Poverty incidence is the only indicator for which a baseline value is available, since it has been estimated in 2017 from the Wave 2 of the Somali High Frequency Survey (SHFS). Thus, poverty incidence in Somalia is estimated at 69% of the population.

For the other SDG targets, we propose to have a proxy of those indicators, based on data that have been collected recently in Somalia, mostly using the same SHFS. For example, 70% of rural women give birth at home, only 33 percent of primary school aged (6–13) children are enrolled, girls’ enrolment in school is low, at 44% overall and only 12% of enrolled children in primary school are from rural areas, while the rural population is 59% of the national total. Furthermore, half of the population faced acute food insecurity in 2017. Thus, we can have a summary of baseline values for SDG targets as summarized in the Table below.

**Table 1: Baseline for SDG targets (proxy indicators)**

SDG	SDG target	Proxy indicator	Value (2017)
SDG 1	1.2.1	poverty incidence	69
SDG 2	2.1.2	% of population in food insecurity	50
SDG 3	3.1.2	% of women who give birth at home	70
SDG 4	4.1.1	percent of primary school aged children enrolled	33
SDG 5	4.1.1	% of girls on total enrolled children	44
SDG 8	8.5.2	Unemployment rate,	13.96% <sup>9</sup>
SDG 10	4.1.1	% of rural children among enrolled children	12

Because of the scarcity of data in Somalia, different proxies for SDG target 4.1.1 will be used to measure baseline and progress for three different SDGs, namely quality education (overall

<sup>9</sup> <https://www.macrotrends.net/countries/SOM/somalia/unemployment-rate>

enrolment rate), gender equality (girls enrolled as % of total) and inequality (rural children enrolled as % of total).

Due to the frequency of the SHFS (every two years), it is expected to measure progress toward these indicators by the end of the implementation of the joint programme.

The focus of the UNJP is **1.3**: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable. There is no baseline yet for this target and the Joint programme intends to have a baseline value for this indicator at the end of the implementation (coverage of the poor and vulnerable by social protection schemes).

The above SDG targets are interlinked, and all linked to SDG 1.1. Indeed, food insecurity is associated with monetary poverty since the very poor cannot afford to buy food when prices are high, and they are the most food insecure. Women from poor households are also most likely to give birth at home since they live far from the health centres. Similarly, children from poorer households are less likely to be enrolled in primary schools. The Joint Programme will equip MoLSA and FMS staff members working on social protection with the skills to identify vulnerable populations and to design social protection schemes that suit their needs and that are linked to provision of social services such as education, health and nutrition services.

#### **1.4 Stakeholder mapping**

The Programme will work under the existing Social Protection Steering Committee – which comprises all relevant national stakeholders as well as the international partner organizations. In view of their close relevance with Social Protection, the representatives of Employers and Workers’ organizations – which are Somali Chamber of Commerce & Industries (SCCI) and Federation of Somali Trade Unions (FESTU) respectively, will be included in the Steering Committee. In addition, progress will be shared regularly in the Resilience Pillar Working Group (nutrition, food security and social protection sub-working group) with a broader set of stakeholders.

In order to ensure inclusiveness and national ownership, MoLSA requested that the Programme benefits from the oversight of the existing Social Protection Steering Committee – which comprises all relevant national stakeholders as well as the international partner organizations. This will ensure that the proposed programme does not create a parallel structure and that it is fully incorporated into the existing social protection architecture in Somalia.

The proposed programme will engage with federal member states, to account for the specificities of each region of Somalia, and with Somaliland. The three agencies are already implementing social protection activities throughout Somalia and Somaliland.

The programme will serve as a platform for engagement for all UN agencies: While UNICEF, WFP and ILO are the three main agencies involved in the proposed joint programme, it is expected to provide a platform for engagement with other partners. The draft proposal was shared with UNHCR and FAO for their inputs.

The Somali Women Development Center (SWDC) has also been informed of the programme and will be participating in the meetings of the steering committee to ensure that the specific needs of women are accounted for during the implementation of the UNJP.

UNICEF, WFP and ILO have ongoing continuous engagement with all stakeholders including Government, Employers, and Trade Unions. In addition, the Ministry of Humanitarian Affairs and Disaster Management has also been briefed on the UNJP and will be associated to the vulnerability assessment. Finally, the Ministry of Women and Human Rights Development will be associated to the implementation of the UNJP in order to ensure that gender and social inclusion are mainstreamed across all programme activities.

Workers' and employers' organizations have a key role to play in the development of contributory based social insurance system, which are based on workers' and employers' contributions. These institutions are periodically involved in tripartite negotiations in the design, development and reform of social security systems. These institutions have also been weakened in Somalia along the long-term crisis and ILO is supporting their build capacity in social protection to help them to play their representative role.

The UNJP which will complement the Joint Programme on Combating Poverty and Vulnerability in Somalia through Social protection is also aligned with the Component 2 of national Shock-responsive safety net for human capital project (SNHCP) funded by the World Bank, which is related to institutional capacity building and systems strengthening. The European Union-funded Technical Assistant Facility (TAF), major donors (EU: DevCO and ECHO, Italy, Sweden, Denmark) and the Cash consortium have all been informed about the UNJP and its main objectives have been shared with them to ensure complementarity and to avoid duplication.

The UNJP will also prepare the ground to leverage fiscal space that will be created by debt relief in Somalia. Indeed, Somalia is at a critical juncture since the Federal Government of Somalia (FGS) has undertaken steps to benefit debt relief under the Heavily Indebted Poor Country (HIPC) initiative. The proposed programme will capacitate FGS to be in better position to link social protection with social sectors (education, health, nutrition) which will start receiving substantial funding (debt relief currently amounts USD 4.6 billion) from 2022, after successfully achieving HIPC qualification.

## 2. Programme Strategy

### 2.1. Overall strategy

Social protection is high up among Government priorities, since Improving Social Protection is clearly identified in the draft NDP among the strategies to achieve the overall objective of the fourth NDP 2020-2024 pillar, Social and Human development. This overall objective is: "to reduce poverty and increase the resilience of individuals, households and communities through improved essential services.

The Somali National Social Protection Policy defines social protection as "government-led policies and programs which address predictable needs throughout the life cycle in order 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."

In light of the chronic vulnerability in Somalia FGS acknowledged the need for a social protection system that will respond in a more predictable manner. This shift from a short-term humanitarian approach to a longer-term developmental focus and linkages with human capital is reflected in the change of the social protection focal institution within Government

of Somalia (from the previous Ministry of Planning and Disaster Management Agency) to the Ministry of Labour and Social Affairs.

This is also evidenced by the recent endorsement of the national social protection policy which has five main objectives: (i) Establish and strengthen systems and capacities of the government of Somalia and other stakeholders to design, implement and monitor coordinated and effective social protection programs; (ii) Progressively expand access to social assistance, especially cash based social transfers, that support the poorest and most vulnerable people to improve their standard of living in line with a minimum social protection floor; (iii) Build the foundations for social insurance for the formal sector with a view to developing mechanisms for increasing participation of the informal sector; (iv) Combine income support with broader policy measures that assist those households and individuals with labor capacity to access employment and productive livelihoods; and (v) Extend access to social care services for poor and vulnerable households and individuals. The Proposed Joint programme will directly address the three first objectives and the two others indirectly.

The technical working group for the social protection policy clearly indicated future needs for capacity building in the areas of coordination of the SP system, as well as learning and knowledge management to be able to implement the Social protection policy. Addressing those needs has been at the core of the development of the present proposal.

The Ministry of Labour and Social Assistance (MoLSA) specifically raised the need to support government to strengthen its delivery systems for Social Protection as per the mentioned policy objectives. In addition, the technical working group for the social protection policy clearly indicated future needs for capacity building in the areas of coordination of the SP system, as well as learning and knowledge management to be able to implement the Social protection policy. Addressing those needs has been at the core of the development of the present proposal.

This UNJP will build on the current WFP-UNICEF joint programme with MoLSA and in close coordination with the World Bank Safety Nets for Human Capital project (SNHCP) and the technical Assistance Facility (TAF) of the Donor Working Group. The purpose of this proposed Joint programme is to strengthen the capacity of Federal Government of Somalia (FGS) to focus on providing social protection to the most vulnerable populations, with a view of transitioning from short-term emergency response, to long-term predictable social protection mechanisms –with linkages to education, health and justice systems. More specifically it aims to strengthen MoLSA leadership on delivering the social protection through a comprehensive social protection approach, including constituting an institutional system and capacity to deliver services. This will be done by combining the three agencies' expertise to provide MoLSA with a comprehensive platform for capacity building and institutional support. It is anticipated that the support will put in place the initial building blocks to strengthen the Social Protection Secretariat which is managed by the MoLSA. The establishment of strong public service institutions at central and state levels capable of achieving measurable improvements in the delivery of services to all Somalis is essential to achieving the mandate of the government. This programme will contribute towards building the technical and managerial capacity of public servants through training, in service mentoring and other methods. The UNJP will contribute towards Capacity Injection Mechanism (CIM) objectives. The three agencies also aim to create a One-UN platform for other UN agencies to increase their technical support, thus acting as catalyzers of a broad UNCT engagement in the social protection reform agenda.



In order to achieve its second output -FGS/MoLSA capacitated to serve as a Learning/Convening Organization on Social Protection in Somalia-, the UNJP will capitalize on the experience accumulated in Somalia by humanitarian actors which have been implementing humanitarian assistance in the country. In this regard, the Somali cash consortium and the Minister of humanitarian Affairs and Disaster Management will be key partners for the design of learning to be delivered to MoLSA staff, both at federal and at federal member states levels. In addition, the Ministry of Women and Human Rights Development will be a key partner in ensuring social inclusion and gender mainstreaming.

UNICEF, WFP and ILO have been engaged with the MoLSA since 2017 through different social protection and labor market initiatives across key government and social sector stakeholders. Engagement for the proposed programme was done through consultation with Government and social partners. Through MoLSA, the Government has formally acknowledged and endorsed the proposed programme for Joint SDG Fund.

The programme will first be implemented at the federal level, then it will be rolled out in the federal members states (FMS). UNICEF, WFP and ILO have programmes on the ground – which are building capacity of national stakeholders. Altogether the three agencies have substantial experience in implementing social protection in the specific context of Somalia.

The ILO focuses on strengthening and extending of social protection. ILO provides long-standing technical support to the government for social protection, in particular in relation to the extension of social protection to workers both in the formal and informal economies and innovative mechanisms for extending social coverage for difficult to reach groups. ILO will provide technical expertise to MoLSA and employee and employer organizations to create social insurance mechanisms, on labour market interventions and fundamental principles and rights at work promoting social protection floors in a humanitarian context, upgrading support to informal systems.

Due to security restrictions, direct access to beneficiaries is a challenge – which will be mitigated through engagement of trusted and tested implementing partners including NGOs, Trade Unions and Employers Organizations.

## 2.2 Theory of Change

The theory of change describes how we move from the current situation with an identified problem statement, to an improved situation that outlines the objective we aim to achieve within the timeframe of the joint programme.

**Current situation:** More than 20 years of humanitarian assistance in Somalia have been very helpful to cushion vulnerable populations against the effects of shocks they were exposed to, but they failed to allow those populations to escape the cycle of poverty and to become resilient to recurrent stresses and shocks. A proper social protection system is needed in Somalia to build human capital which will allow populations to escape poverty and to become resilient to future shocks. The social protection policy precisely seeks to bridge humanitarian, development and peace initiatives with longer-term government-led development goals. The government has limited fiscal space to implement the Social Protection Policy so the UNJP will build on the opportunity provided towards building delivery capacities and institutional set up from the federal to state level.

**Problem:** the Government of Somalia is not in a position to provide predictable and long-term social protection schemes to vulnerable populations.

**Objective:** strengthen MoLSA delivery capacity to design and implement long-term social protection systems

**Improved situation:** the Government of Somalia (through MOLSA) is reinforced to design and implement long-term social protection system with a shift from short-term assistance to more emphasis on longer term interventions. These social protection interventions will be designed to be linked to social services such as nutrition, health or education so as to build populations' human capital and allow them to strengthen their resilience.

The proposed joint programme will contribute to the achievement of SDG 1 by building capacities and strengthening systems that will contribute toward predictable and consistent social protection schemes. It will also propose the main elements of a social protection floor in Somalia. By enhancing FGS and FMS capacity to provide social assistance to the poorest and most vulnerable segments of the population, it will contribute also indirectly to reducing inequality (SDG 10) and gender inequality (SDG 5), since women are disproportionately represented among the poor and vulnerable. But most importantly the Joint programme will put emphasis on shifting the narrative of social protection from assistance to building blocks for human capital, thus contributing to SDGs 2, 3 and 4 (through linkages between social protection and nutrition intervention, as well as health and education systems). Finally, the proposed programme will contribute to SDG 16 by its element of civil registration for beneficiaries and linkage with the foundational ID system.

The theory of change can be summarized as follows:

**If** capacity of MoLSA is increased to design social protection schemes and coordinate social protection interventions across different stakeholders with mainstreaming of international standards, **then** vulnerable populations, including women and youth will benefit from timely and appropriate social protection interventions.

This theory of change lies on three strong assumptions: (i) political commitment at all government levels (FGS and FMS), translating into increased budgetary allocations for social protection and social sectors (ii) fiscal space and economic situation improved; and (iv) coordination between government and development partners. The security threat that could undermine implementation of the programme and new shocks which could divert government resources and attention constitute major risks. On the other hand, the reengagement of development partners in Somalia after decades and the momentum around social protection are opportunities that should be harnessed for Somalia.

### 2.3 Expected results and impact

Strengthening institutional and technical capacity of the recently established FGS is crucial and necessary to bring about change in Somalia people's lives by supporting social protection system delivery.

#### Impact

By enhancing Government capacity to target vulnerable populations and design social protection schemes adequate for their needs, the UNJP **impact** will be to contribute to achieve substantial coverage of the poor and the vulnerable by nationally appropriate social protection schemes (SDG 1.3).

Through its four functions, namely protection, prevention, promotion and transformation, social protection will have an accelerated impact on the SDGs mentioned above. As an

illustration of the protection function, cash transfer has a direct impact on poverty (SDG 1.1 and 1.2) by increasing disposable income of the poor. It also has an impact on food security (SDG 2.1) since the recipients of cash or in-kind transfers can buy more food to cover for their needs. When appropriately designed, fees exemption for poor and vulnerable allow them to utilize education (4.1) and health services (3.8) for free. Moreover, health insurance is a social protection measure that would benefit not only the poor, but potentially anyone who can afford to pay a contribution to be covered against the risk of incurring medical expenses.

A couple of major bottlenecks will need to be addressed so that the impact can materialize on SDG 1.3 and other SDGs. First, sustainable funding needs to be secured to finance social protection interventions. Second, the availability of social services should be guaranteed. In this regard, linkages need to be built with line ministries such as education and health so that the supply for these services are available while MoLSA will be working to increase the demand by identifying the beneficiaries of fees exemption.

While targeted social transfers provide 'economic protection' in response to economic risks and livelihood vulnerability, other forms of 'social protection' would address distinct problems of 'social vulnerability', not necessarily through resource transfers, but by delivering appropriate social services and implementing measures to modify or regulate behaviour towards socially vulnerable groups. These include preventive measures to avert poverty such as food-for-work schemes or school feeding programmes, and promotive measures through activities including life skills, vocational and agricultural training for youth, as well as increasing access to credit through microcredit opportunities. As an illustration of transformative measures, support to trade unions may enable socio-economically disempowered workers to claim their rights to decent working conditions; changes to the regulatory framework could protect vulnerable or minority groups against discrimination and abuse (Sabates-Wheeler & Devereux, 2013).

## **Outcome**

The specific **outcome** of the UNJP will be that MoLSA is capacitated to design and implement long-term social protection system with a shift from assistance to more emphasis on building human capital.

The three proponent UN Agencies are seen as key technical partners and facilitators to the Government of Somalia in areas of Social Protection, rights-based approaches and effective employment creation. The agencies bring together a long relevant experience, and knowledge of successful strategies and approaches for promoting Social Protection across the globe. These agencies enjoy a good working relationship with all relevant stakeholders for Social Protection in Somalia. UNICEF, ILO and WFP have been working with Ministry of Labour & Social Affairs since last few years to develop Social Protection Policy through a consultative process. Whereas ILO is supporting the same Ministry and other social partners for Labour legislation, National Employment Policy, establishing social dialogue and other institutional support interventions. The agencies have deep technical expertise as well as relevant international training facilities to build capacities of policy makers and national professionals on all dimensions of Social Protection. More importantly, the proposed programme is meant to serve as a platform for a broader UN engagement on social protection by other UN agencies focus interventions. Furthermore, the Ministry of Humanitarian Affairs and Disaster Management and major NGOs delivering humanitarian cash assistance (represented by the Somali cash Consortium) will be associated to the learning component of the UNJP so that

MoLSA can benefit from their experience. Finally, the Ministry of Women and Human Rights Development which is a UNICEF key partner will be associated to the programme implementation to ensure gender mainstreaming across programme activities and outputs. Indeed, UNICEF is currently conducting a gender review for Somalia for which Social Protection issues are incorporated and the MoWHRD is a Steering Committee member.

### **Expected Results (outputs)**

MoLSA and the three UN agencies have identified the following three main **outputs** to be achieved at the end of Programme:

#### **1: Functional, equitable and inclusive social protection Directorate at MoLSA and social protection units in FMS**

While MoLSA has in place a Director of Social Affairs, there is a plan to create a full-fledge Social Protection Directorate that will have seven civil servants. In order to equip the social protection staff with the adequate skills needed for their function, the implementing agencies will undertake the following:

- Support financially (incentive) for a Senior Specialist A2) within MoLSA who will strategically manage social protection coordination forums and engagement with development partners (UNICEF)
- Recruit a **UN Project Coordinator** that will coordinate UN agencies positions on Social protection issues and serve as MoLSA interlocutor (UNICEF)
- Support financially MoLSA to recruit one Senior Advisor B2 and to top -up the salaries (incentives) of seven (7) senior specialists A4 (one for each FMS, one for Somaliland and one for Banadir). The senior Advisor will coordinate across various safety net initiatives, partners, and ministries; and ensure policy/programme coherence in approach and implementation of these initiatives between the FGS and FMS while the senior specialist will ensure implementation of social protection agenda at federal member State level. (WFP)
- Provision of equipment and supplies for the SP Directorate (WFP)
- Support the cost of travel and monitoring to be effective in their positions (WFP);

#### **2: FGS/MoLSA capacitated to serve as a Learning/Convening Organization on Social Protection in Somalia (learning both from the implementation of past humanitarian assistance in the country and other countries' experience in designing and implementing social protection schemes)**

The key interventions under this output include:

- Support a joint Government (MoLSA and other ministries) and partners team to undertake the training on building the State capability using the problem driven iterative approach (Harvard Center for international Development) (UNICEF)
- Support MoLSA to undertake two study tours developing countries to learn experience on a specific component of SP system (one on of Social Protection governance structure and one on social protection delivery systems) (UNICEF)
- Support MoLSA to undertake a vulnerability assessment that will inform the targeting methodology of future safety nets programmes (UNICEF)
- Support MoLSA for policy coordination in Government COVID-19 social protection response and alignment with other sectors' response.
- Finalization of the SP implementation framework through a consultative process – as part of Assessment Based National Dialogue (ILO)

- Carry-out innovative peer-to-peer learning/assessment exercises involving representatives of FGS, NGOs, UN agencies and donors (UNICEF)
- Make the case for investing to scale up social protection schemes (ILO)
- Support governments social protection technical officers with learning and exchange visits in each FMS (WFP). This will aim to bring together government managers and technical officers to exchange knowledge, experiences, and good practice on the management of the Social Protection portfolio (WFP)

### **3: International Standards for an integrated Social Protection approach, including inclusion and gender equity mainstreamed into Social Protection Implementation Strategy**

This third output will be achieved through the following key interventions:

- Social Protection Diagnostic: Mapping and data collection on social protection coverage in Somalia, based on the ILO Social Security Inquiry methodology (ILO)
- Assessment Based National Dialogue (ABND) on Social Protection: a dialogue process on social protection to set up national priorities, measuring the cost of these priorities (ILO)
- Feasibility study for the creation of an old-age (+ disability and survivor) pension scheme for the formal workers (ILO).

The detail of these key interventions is provided below.

*Social Protection Diagnostic:* This would help the Government of Somalia to monitor progress in social protection coverage, support the development of national statistical authorities and develop capacities on social protection statistic. In light of the Sustainable Development Goals and in particular the targets set with regards to SDG 1.3, countries rely on statistical systems that allow to track progress on the extension of social protection. The ILO as the custodian of SDG Target 1.3 supports countries in designing and implementing unified and harmonized systems to collect and consolidate data, among others through its Social Security Inquiry. Data is then stored in a comprehensive global social protection database that provides information on coverage and expenditure for all branches of social protection globally.

*Assessment Based National Dialogue (ABND) on Social Protection:* Large Dialogue process on social protection to set up national priorities, measuring the cost of these priorities, based on a 3-step approach: (i) Development of assessment matrix; (ii) Rapid Assessment Protocol (RAP); (iii) 2.C. Finalization / Ownership.

*Feasibility study for the creation of an old-age (+ disability and survivor) pension scheme for the formal workers:* Since Somalia is one of rare country in the world not to have an old-age pension system, public and private sector employees continue to work until they get really too old as their salary usually supports a significant number of people in their extended family. In this regard the creation of an old age – disability - survivor pension scheme for all formal employees (public and private sectors together) seems to be a basic social protection priority in Somalia.

#### **2.4 Financing**

The programme will make sure that gender empowerment is mainstreamed throughout the process of capacity building by promoting parity in the support of MoLSA staff through incentives, as well as in any training and capacity development activity.

Since the programme aims at building long-term capacity of FGS and FMS to design and implement social protection, it will prioritize the incentives approach, which rests on the existing workforce that will remain within the civil service. The salaries of these staff members will be topped up during the implementation of the UNJP while their delivery capacity is being built, but as civil servants their main salary comes from the government wage bill. This is a more sustainable approach than the focus on the recruitment of UNJP staff/consultants who may receive a higher salary during the implementation of the UNJP, but who are not meant to stay within government institutions, thus rendering the investment in human capacity not profitable.

A specific feature of this programme is the emphasis on the building of the delivery capacity for social protection at FMS level. Indeed, with the shift from humanitarian assistance to longer term development vision within government in the very recent years, staff capacity has started being built in some ministries, including MoLSA. However, interventions currently are focused at the federal level institutions in charge of policy development and planning, leaving the FMS with no or minimal to deliver on these services. This programme will build the delivery capacity for social protection at the sub national level also.

The Programme will prepare ground for larger Government spending on Social Sector after achieving HIPC qualification whereby FGS will start receiving higher budgetary allocations in 2022. As of the end of 2018, Somalia's external public debt is estimated to be US\$ 4.7 billion (or 100% of the GDP), of which 96 percent is in arrears. In July 2019, the Executive Board of the IMF met to conclude Article IV consultation on Somalia. Directors agreed that the macroeconomic and structural policies outlined under the fourth SMP meet the policy standards associated with upper credit tranche arrangements. Directors considered that satisfactory implementation of the SMP will help establish a track record and pave the way toward arrears clearance and eventual debt relief under the HIPC initiative. Advocacy for debt relief for Somalia features prominently at the World Bank fall meetings happening last week (14-20 October 2019) and there are good indications that Somalia will reach HIPC Decision Point in Quarter 2 2020. Achieving the HIPC Decision Point will result in a very significant reduction in debt, creating unprecedented fiscal space. The Office of Prime Minister (Social Development and Economic Development Roadmaps) has already indicated that investment in social sectors, especially social protection and water will receive substantial budgetary allocations after debt relief. The UNJP would allow Government of Somalia, under MoLSA coordination to be well equipped with technical and policy skills to design and implement social protection schemes for Somali people.

Government prospects to create an independent social security scheme constitutes another leverage, since the cost of this contributory scheme to protect formal sectors employees will be shared with workers themselves.

The capacity development of the Government of Somalia on international standards for Social Protection System will go a long way in putting in place a sound and strong social protection mechanism – based on human-rights - in the long-run.

The UNJP will coordinate closely with Phase II of the joint programme on "Combating poverty and Vulnerability in Somalia through Social protection" (MoLSA, UNICEF and WFP) which is already agreed on with the Italian cooperation (3.5 USD million for 2 years starting in January 2020). Specifically, the proposed programme will allow MoLSA to have a critical mass of civil servants both at FGS and FMS level and to equip them with the basic requirements on social

protection, while the second phase of the Joint programme will equip the same staff with more specific skills such as data management.

The programme will leverage on bilateral cooperation with Sweden: the Swedish Cooperation (SIDA) has already manifested its interest in supporting activities that counter the root causes of conflict, such as poverty and social, economic and political marginalization in its Strategy for development cooperation with Somalia 2018–2022. Social protection interventions fall within the scope of these activities.

## **2.5 Partnerships and stakeholder engagement**

In order to ensure inclusiveness and national ownership, MoLSA requested that the Programme benefits from the oversight of the existing Social Protection Steering Committee – which comprises all relevant national stakeholders as well as the international partner organizations. This will ensure that the proposed programme does not create a parallel structure and that it is fully incorporated into the existing social protection architecture in Somalia.

The proposed programme will engage with federal governments, to account for the specificities of each region of Somalia. The three agencies are already implementing social protection activities throughout Somalia and Somaliland.

The programme will serve as a platform for engagement for all UN agencies: While UNICEF, WFP and ILO are the three main agencies involved in the proposed joint programme, it is expected to provide a platform for engagement with other partners, including Employers and Workers organizations.

UNICEF, WFP and ILO have ongoing continuous engagement with all stakeholders including Government, Employers, and Trade Unions. The Government of Somalia – through Ministry of Labour & Social Affairs (responsible for Social Protection) and the Ministry of Humanitarian Affairs and Disaster Management, is engaged in the Joint programme and will partner to deliver the development component of the UNJP (Output 2).

Workers' and employers' organizations have a key role to play in the development of contributory based social insurance system, which are based on workers' and employers' contributions. These institutions are periodically involved in tripartite negotiations in the design, development and reform of social security systems. These institutions have also been weakened in Somalia along the long-term crisis and ILO is supporting their capacity building in social protection to help them to play their representative role.

The current proposal is also aligned with the Component 2 of national Shock-responsive safety net for human capital project (SNHCP) funded by the World Bank, which is related to institutional capacity building and systems strengthening. During the first in-country mission support for the SNHCP, there has been a morning-long session on 25 September 2019 between the World-Bank, MoLSA, WFP, ILO, the EU-funded Technical Assistant Facility (TAF), major donors (EU: DevCO and ECHO, Italy, Sweden, Denmark) and the Cash consortium. The aim of this session was to go through the specifics of the four major ongoing initiatives to identify areas for collaboration and to avoid duplication. The four initiatives are: the SNHCP, Phase II of the Joint programme on Combating Poverty and Vulnerability in Somalia through Social protection, the key deliverables of the TAF and the current proposed programme. The Cash Consortium and ECHO have been associated to the session to ensure that the

humanitarian-development nexus is mainstreamed across all ongoing initiatives, since humanitarian assistance is still very much needed in Somalia while building the resilience of vulnerable populations and transiting toward a greater focus on long-term development.

Finally, the Swedish Cooperation (SIDA) has already manifested its interest in supporting activities that counter the root causes of conflict, such as poverty and social, economic and political marginalization in its Strategy for development cooperation with Somalia 2018–2022. Social protection interventions fall within the scope of these activities and Swedish Cooperation has been informed about the UNJP; a meeting is scheduled with the implementing agencies at the end of October to discuss areas of collaboration, including complementarity with the UNJP. The implementing agencies will seek for additional funding to strengthen Government capacity.

### 3. Programme implementation

#### 3.1 Governance and implementation arrangements

Under the overall guidance and supervision of the UN Country Team – led by the RC Office – the Programme will be jointly implemented by UNICEF, ILO and WFP, UNICEF being the lead agency. The Ministry of Labour and Social Affairs will be directly linked to programme design and implementation. The Ministry of Women and Human Rights Development and the Ministry of Humanitarian Affairs and Disaster Management will be key partners to ensure gender mainstreaming and the bridge between humanitarian and development interventions respectively. The implementation of the Joint Programme will be undertaken in close cooperation with the government and key national partners, including Employers and Workers organizations. The three implementing agencies will assign staff time for the programme implementation and will coordinate on all programme activities to ensure joint implementation of activities.

In addition, the specific roles and responsibilities for different partners will be as follows:

#### **Resident Coordinator Office**

- Provide overall guidance and strategic direction for programme implementation
- Co-Chair the Steering Committee of Programme with MoLSA
- Regularly share progress with UNCT and with UN Development Cooperation
- Support in establishing a Social Protection Task Force in UNCT for broader engagement of UN Agencies promoting social protection through their agency mandates

#### **Programme Steering Committee (PSC)**

- Co-chaired by MoLSA and RC Office, the PSC will bring together all relevant stakeholders for social protection
- Regularly review programme progress and provide strategic support for implementation
- Enable programme to align with national and international development priorities
- Support in public sector resource mobilization for social protection programmes



## **UNICEF**

- Lead the joint programme – by hosting the position of the Programme Coordinator
- Convene PSC meetings and report on programme results to different stakeholders
- With support of RC Office, convene meetings of UNCT Task Force – for broader engagement
- Lead on M&E and reporting of Programme activities

## **WFP and ILO**

WFP and ILO, the two co-lead agencies will assign staff time for the programme implementation and will coordinate on all programme activities to ensure joint implementation of activities. In addition, they will regularly attend and engage with the PSC and with the Social Protection Task Force in the UN Country Team.

## **Other UN agencies**

- The UNJP will establish a Social Protection Task Force in UN Country Team
- UN Agencies will regularly engage on the Social Protection Task Force in UN Country Team.
- Share opportunities for training and capacity development of government officials.
- Leverage the common platform to provide technical advice and support on issues related to their mandates.

The three UN Agencies are based in Somalia with their offices in Mogadishu – with varying number of staff members. All agencies are actively engaged with the relevant Government institutions and social partners on different dimensions.

The Programme will devote crucial support to the three Agencies to bring onboard dedicated staff to work with the Ministry of Labour & Social Affairs and social partners, including other Ministries (education, health, Women and Human Rights Development, agriculture, humanitarian affairs and disaster management) to facilitate and roll out the Social Protection Policy – and for this purpose, organize various interventions, e.g., training courses, seminars, assessment studies, and policy dialogues. The programme will also facilitate the frequent missions by technical experts of partner organizations' headquarters or regional offices to provide timely technical support in rolling out the National SP Policy – thus helping the Government to achieve SDG-1.3.

While the programme will be implemented by the three agencies, it will provide a platform for other UN agencies, the World bank and NGOs to engage with FGS/MoLSA on social protection. As an illustration, MoLSA has already indicated that it will ensure coordination between the future world bank safety nets programme and the proposed programme, especially in terms of setting up a social registry for beneficiaries which will serve for all social protection interventions in Somalia. In addition, UNICEF Gender Specialist will be involved in the main steps of implementation to ensure that the programme does not perpetuate gender imbalances in Somalia.

Building on UNHCR and FAO expertise, the programme will also make specific provision for refugees, internally displaced people, returnees and small farms holders. As an illustration, UNHCR has policy level technical expertise on supporting social protection systems that are

inclusive of displaced persons, and practical experience in providing cash transfers to displaced communities in Somalia, including returnees and refugees.

In parallel, the capacity of FGS will also be strengthened to implement and coordinate social protection interventions. More specifically MoLSA will be strengthened both institutionally and with qualified human resources which will receive the most recent and comprehensive training on social protection and will benefit from south-south cooperation opportunities.

### **3.2 Monitoring, reporting, and evaluation**

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>10</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and

---

<sup>10</sup> This will be the basis for release of funding for the second year of implementation.

- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the UNJP activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programmes, a final, *independent and gender-responsive*<sup>11</sup> *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

---

<sup>11</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

Agency name: UNICEF

Agreement title: Country Programme Document 2018-2020

Agreement date: September 2017

Agency name: WFP

Agreement title: Somalia Interim Country Strategic Plan (2019-2021)

Agreement date: November 2018

Agency name: ILO

Agreement title: Decent Work Country programme

Agreement date: 2012-2015, extended to 2019

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Joint programme on Combating Poverty and Vulnerability in Somalia through Social Protection	<p>Strengthen the capacity of federal and regional institutions to implement the social protection policy and programming</p> <p>-Strengthen the evidence on vulnerability to support the development of a national social protection system</p>	<p>Will provide more specific skills to MoLSA staff who are members of the SP Directorate (FGS) and SP units (FMS)</p>	<p>UNICEF, WFP</p>		<p>1,700,000</p>	<p>Chrystelle Tsafack <a href="mailto:ctsafack@unicef.org">ctsafack@unicef.org</a></p>
Shock-responsive safety Nets for Human Capital Project	<p>-Unconditional nutrition-linked cash transfer to poor vulnerable households</p> <p>- building blocks of SP delivery systems (Social registry, MIS) established</p>	<p>Component 2 will focus on systems strengthening and institutional capacity building.</p>	<p>The World Bank</p>	<p>UNICEF, WFP</p>	<p>65,000,000</p>	<p>Afrah Alawi Al-Ahmadi <a href="mailto:aalahmadi@worldbank.org">aalahmadi@worldbank.org</a></p>
Technical Assistance facility	<p>Facilitation identification of policy options on further range of topics, including but not</p>	<p>Will ensure harmonization of donors and UN family</p>	<p>European Union</p>	<p>WFP, NGO consortium</p>	<p>1,000,000</p>	<p>Paul Crook, <a href="mailto:Paul_Crook@dai.com">Paul_Crook@dai.com</a></p>

	exclusively: targeting; vulnerability; poverty; needs assessments; triggers and Early Warning Systems (EWS), integrated programming, community perceptions, monitoring, PFM, and governance	positions on major SP policy decisions				
Joint-Project on Youth Employment Somalia (JP-YES)	Jobs creation for young women and men; National Employment Policy; Labour Force Survey	Creating an enabling environment for Labour market Policies; statistics on employment and social protection	UNDP	ILO, FAO, UNIDO, UNHABITAT	23,000,000 MPTF	Saad Gilani, ILO <a href="mailto:saad@ilo.org">saad@ilo.org</a>
Joint-Project on Youth Employment Somalia (JP-YES)	Jobs creation for young women and men; National Employment Policy; Labour Force Survey	Creating an enabling environment for Labour market Policies; statistics on employment and social protection	UNDP	ILO, FAO, UNIDO, UNHABITAT	23,000,000 MPTF	Saad Gilani, ILO <a href="mailto:saad@ilo.org">saad@ilo.org</a>
Access to productive employment, decent work and income opportunities for women and	Labour Law; Social Dialogue in Somalia	Improving labour market situation and social dialogue among tripartite stakeholders	ILO	MoLSA, Somali Chamber of Commerce & Industries (SCCI), Federation	890,000 ILO	Saad Gilani ILO <a href="mailto:saad@ilo.org">saad@ilo.org</a>

men in Somalia				of Somali Trade Unions (FESTU)		
Humanitarian cash transfers	Life-saving humanitarian assistance for job creation, education and governance/stabilisation efforts	Experience accumulated from implementing humanitarian CT will be capitalized to strengthen MoLSA capacity	Somalia Cash Working Group	Somali cash Consortium	420,000,000	Mary Karanja, <a href="mailto:mary.karanja@wfp.org">mary.karanja@wfp.org</a>

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Joint Programme targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>12</sup>	1	1

**Outcome 2:** Additional financing leveraged to accelerate SDG achievement

Indicators	Joint Programme targets	
	2020	2021
2.2: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale <sup>13</sup> (not cumulative)	5%	5%

**Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Joint Programme targets	
	2020	2021
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	1	2

**Output 4:** Integrated financing strategies for accelerating SDG progress implemented

Indicators	Joint Programme targets	
	2020	2021
4.2: # of integrated financing strategies that have been implemented with partners in lead <sup>14</sup>	1	1

<sup>12</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>13</sup>Additional resources mobilized for the same multi-sectoral solution.

<sup>14</sup> This will be disaggregated by (1) government/public partners (2) civil society partners and (3) private sector partners



### **Operational Performance Indicators**

- Level of coherence of UN in implementing programme country<sup>15</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
  
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
  
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
  
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

---

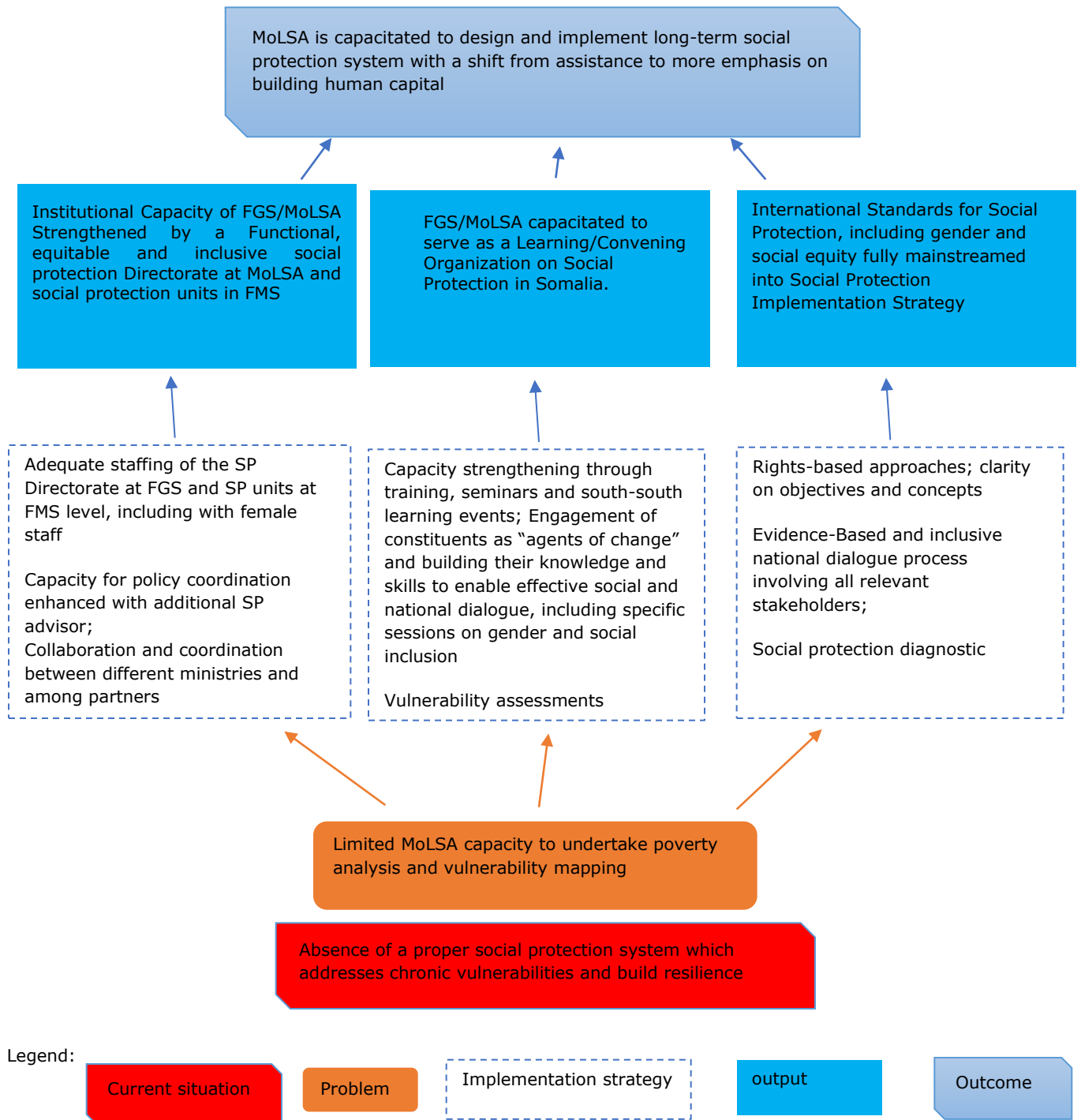
<sup>15</sup> Annual survey will provide qualitative information towards this indicator.

## **2.2. Joint programme Results Framework**

<b>Result / Indicators</b>	<b>Baseline</b>	<b>Target (1<sup>st</sup> year)</b>	<b>Target (2<sup>nd</sup> year)</b>	<b>Means of Verification</b>	<b>Responsible partner</b>
Outcome: MoLSA is capacitated to design and implement long-term social protection system with a shift from assistance to more emphasis on building human capital					
Outcome indicator: SP Directorate is functional (with staff and equipment)	SP Directorate is not equipped and has no dedicated staff	SP Directorate has the relevant equipment	SP Directorate staff has received adequate SP training	Programme visits and training reports	UNICEF, WFP
Output 1: Institutional Capacity of FGS/MoLSA Strengthened by a Functional social protection Directorate at MoLSA and social protection units in FMS					
Output 1.1 indicator: SP Directorate is created	SP Directorate at MoLSA & FMS limited	Staffed, Equipment and supplies are provided to the SP Directorate	SP officers are in place in all FMS, disaggregated by gender	Programme visits	WFP
Output 1.2 indicator: Government SP core staff receive adequate training on SP, disaggregated by gender	SP directorate and SP units' staff do not have adequate training in SP	2 SP directorate staffs and SP staff in half of the FMS participate in one learning event	2 SP directorate staffs and SP staff in the other half of the FMS participate in one learning event	Training reports	UNICEF
Output 1.2 indicator: Gender and inclusion are mainstreamed throughout most learning event sessions	No specific session on gender and social inclusion on learning events	A session is included on gender and inclusion in Social Protection systems in all learning events	A session is included on gender and inclusion in Social Protection systems in all learning events	Training reports	UNICEF
Output 2: FGS/MoLSA capacitated to serve as a Learning/Convening Organization on Social Protection in Somalia.					

Output 2.1 indicator: Somalia is engaged in South South cooperation on SP	No systematic learning opportunity mechanism form other country experience	study tour on SP governance structure	Study tour on SP delivery systems	Travel reports	UNICEF
Output 2.2 indicator: learning event organized between federal level and FMS hosted by MoLSA	No experience sharing platform between different government levels	Exchange visit on learning and sharing and good practice in SP	Exchange visit on learning and sharing and good practice in SP	Workshop report	WFP
Output 3: International Standards for Social Protection, including inclusion and gender equity mainstreamed into Social Protection Implementation Strategy					
Output 3.1 indicator: Social Protection Diagnostic undertaken	No diagnostic on SP	Consultant recruited for the SP diagnostic	Mapping and data collection on social protection coverage in Somalia	ToRs	ILO
Output 3.2 indicator: Assessment Based National Dialogue (ABND) on Social Protection implemented	No ABND initiated	Terms of reference for the ABND are finalized a	Dialogue process on social protection to set up national priorities	Minutes of the consultations	ILO

### Annex 3. Theory of Change Diagram



### Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	<b>1</b>	Some sex-disaggregated and gender sensitive data	Problem statement
1.2	Gender Equality mainstreamed in proposed outputs	<b>1</b>	Gender equality and the empowerment of women is visibly mainstreamed across some output areas in line with SDG priorities including SDG 5.	Expected results
1.3	Programme output indicators measure changes on gender equality	<b>1</b>	None of the output indicators measure changes in gender equality and the empowerment of women in line with SDG targets including SDG 5	Results framework
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	<b>2</b>	The PUNOs have consulted with one government agency (MoLSA) that fosters gender equality within the current proposed UNJP.	Programme strategy
2.2	PUNO collaborate and engages with women's/gender equality CSOs	<b>2</b>	The PUNOs have collaborated with the Somali Women Development center (SWDC) and with IIDA Women's Development organization on elaborating the UNJP.	Meetings with the CSOs
3.1	Program proposes a gender-responsive budget	<b>3</b>	Half of the budget dedicated for incentives and staff capacity building will be de facto allocated to gender equality or women's empowerment, given the parity principle applied through this programme for human resource capacity building.	UNJP budget
<b>Total scoring</b>		<b>2</b>		

## Annex 5. Communication plan

### 1) Overall narrative of the joint programme

This proposed joint programme will complement phase I and II of the WFP-UNICEF Joint Programme on Social Protection. It aims to enhance the capacity of the Government to take charge of its social protection system and shift its approach on social protection from assistance to building human capital. The joint programme will focus on three key areas: (i) Developing the institutional capacity of MoLSA in policy analysis and coordination of development partners activities to ensure national ownership and leadership of the social protection reform agenda, (ii) Supporting MoLSA's role in mapping, capturing and assessing the potential for scaling up humanitarian assistance and presenting social protection pilots and schemes, and (iii) Strengthening MoLSA's capacity in adhering to International Standards on Social Protection

### 2) Strategic approach to key audiences

The Ministry of Labour & Social Affairs (on Federal and Federal Member State level) is responsible for designing and implementing the long-term, publicly funded social protection system in the country and will therefore directly benefit from the joint programme. The indirect beneficiaries of the project include the vulnerable populations in Somalia, benefitting social protection schemes designed and implemented with the coordination of a strong MoLSA.

To create strong national ownership of the programme, ensure its sustainability as well as the potential for scaling it up and replicating its successes, the joint programme (through a communication strategy) will develop a strong narrative and messaging on about UNJP's objectives, activities and key results achieved. These messages will include:

- (1) UNJP overview and general information,
- (2) updates on UNJP's activities and results, including its contributions to decent work,
- (3) findings and lessons learned from implementation and assessments/research, including both challenges and success stories to inform on adaptive management strategies, and
- (4) testimonies and stories from direct and indirect beneficiaries on how the UNJP has impacted their lives.

In addition, messaging will be created to promote the different training options delivered by the UNJP.

All communication products and activities to be branded in accordance to the Joint SDG Fund brand guidelines, including SDG fund donors' visibility.

### 3) Objectives of strategic communication plan

The Joint programme will communicate with its core stakeholders to achieve following objectives:

1. Keep all stakeholders updated on the UNJP interventions;
2. Ensure ownership of UNJP activities by the main stakeholders
3. Ensure visibility of UNJP activities in high level forums
4. Stimulate positive feedback on UNJP's activities from key stakeholders

#### 4) Main activities

1. Printed materials on the key components of the UNJP, key results, learnings and successes. This could include fact sheets, results pages and leaflets.
2. Stories and testimonials from beneficiaries and partners. These could be shared through social media as well as the existing websites.
3. Messaging and materials on trainings on the social protection system.
4. Highlights of UNJP's achievements at seminars/consultations/training courses organized by the UNJP
5. UNJP webpage will be designed and hosted by the MoLSA website (<https://molgov.so/category/english/>)

While the main audience of the communication about the UNJP will be Somali citizens and development partners working on social protection, there will be one yearly event for the donors' community, especially the SDG Fund donors to showcase the activities of the UNJP and its results.

## Annex 6. Learning and Sharing Plan

This programme has a strong component of learning, as well as a One UN platform that will serve as sharing platform among UN organizations and between the UN families and other partners, including the Government. The three implementing agencies will ensure that lessons and learnings are properly captured and absorbed into the program lifecycle. To achieve this, efforts will be made to ensure that key lessons learnt are identified, recorded and disseminated to the various stakeholders involving in the program. Emphasis will be put into organizing cross-learning and exchange of knowledge sessions for staff at MoLSA and at FMS to ensure that capacity of staff on knowledge management is developed. The UNJP will support MoLSA staff to undertake trainings identified through training needs assessment which to be conducted. Learning initiative will go beyond formal training and focus on peer-peer learning, study tour, learning by doing among others.

Part of outputs 1 and 3, and the whole output 2 is dedicated to learning and sharing, including south-south cooperation.

Sharing will be done specifically through:

- monthly meetings of the UNCT taskforce on Social protection that will be facilitated by the Programme Coordinator. The terms of reference of the UNCT taskforce will have a strong emphasis on knowledge sharing (what's new for each agency in their SP portfolio, update on major Government initiatives, update on major donor initiatives, etc). The agenda of the meetings will be proposed by the programme coordinator and validated by the resident coordinator.
- Bimonthly meetings between the programme coordinator and the MoLSA SP advisor will be organized to ensure the same level on information among the two groups of stakeholders
- Monthly meetings between the programme coordinator and the TAF to ensure the same level of information between UN agencies and the donors.
- ad hoc brown bag sessions at the request of any agency on specific SP topics

The programme Coordinator will be responsible for overall learning and sharing activities.



## Annex 7. Budget and Work Plan

### 4.1 Budget per UNSDG categories

PUNO contribution consists of the equivalent of the costs of staff time that will be dedicated to the UNJP implementation, but that will not be paid for by the UNJP budget.

UNDG BUDGET CATEGORIES	UNICEF		ILO		WFP		Total	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund	PUNO Contribution (USD)
1. Staff and other personnel	240,000	232,926	107,022	218,000	81,000	144,000	428,022	594,926
2. Supplies, Commodities, Materials	0	0	50,941		0		50,941	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0	0	0	0	14,000	0	14,000	0
4. Contractual services	250,000	0	340,000	0	100,750	0	690,750	0
5. Travel	104,618	0	15,000	0	30,000	0	155,000	0
6. Transfers and Grants to Counterparts	130,500	0	0	0	342,580	0	473,080	0
7. General Operating and other Direct Costs (6%)	46,284	0	24,701	0	34,099.80	0	102,601	0
<b>Total Direct Costs</b>	<b>771,402</b>		<b>537,664</b>		<b>602,430</b>	<b>0</b>	<b>1,914,394</b>	<b>594,926</b>
8. Indirect Support Costs (max 7%)	53,998	0	37,636	0	42,170	0	130,907	0
<b>TOTAL Costs</b>	<b>825,400</b>	<b>232,926</b>	<b>575,300</b>	<b>218,000</b>	<b>644,600</b>	<b>144,000</b>	<b>2,045,300</b>	<b>594,926</b>
<i>1st year</i>	<b>484,672</b>	<b>116,463</b>	<b>345,180</b>	<b>109,000</b>	<b>386,760</b>	<b>72,000</b>	<b>1,216,612</b>	<b>261,463</b>
<i>2nd year</i>	<b>340,728</b>	<b>116,463</b>	<b>230,120</b>	<b>109,000</b>	<b>257,840</b>	<b>72,000</b>	<b>828,688</b>	<b>261,463</b>

#### **4.2 Budget per SDG targets**

As described earlier, the Joint programme will contribute directly to SDG 1: **1.3** Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable. It will contribute indirectly to other SDGs as well, as outlined in the programme description. However, the allocated budget will entirely used to strengthen Government capacity to implement national social protection systems. Hence, the totality of the budget will be dedicated to SDG target 1.3.

SDG TARGETS		%	USD
	SDG 1.3	1	2,640,226
TOTAL		100%	2,640,226

#### **4.3 Work plan, with budget per outputs**

The detailed budget is presented using a breakdown of the activities that will be implemented to achieve each output.

Outcome: MoLSA is capacitated to design and implement long-term social protection system with a shift from assistance to more emphasis on building human capital																
Output	Annual target/s		List of activities	Time frame								PLANNED BUDGET		Implementing partner/s involved		
	2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Total Cost (USD)			
<b>Output 1: Functional, inclusive and equitable social protection Directorate at MoLSA and social protection units in FMS</b>	<b>SP Directorate is created and staffed</b>	<b>Social Protection technical officers are in place in all FMS</b>	Support financially (salary) an advisor within MoLSA who			x	x	x	x	x	x		Salary and incentives, cost of equipment, consultancy fees	<b>867,232</b> (SDG Fund: 665,000 UNICEF: 58,232 WFP: 144,000)	MoLSA, consultants, UN agencies, Resident Coordinator or Office, TAF	
			Salary cost of the Project Coordinator interlocutor	x	x	x										
			incentive (top-up) for the safety net specialist in FGS		x	x	x	x	x	x	x					
			incentive (top-up) for the social protection technical officers in each FMS		x	x	x	x	x	x	x					

			Provision of monitoring travel, office equipment and supplies for the SP Directorate	x	x	x	x	x	x	x					
			HR capacities gaps to deliver against the SP policy objectives				x	x	x	x					
			HR policy management study					x	x	x	x				
<b>Output 2: FGS/MoLSA capacitated to serve as a Learning/Convening Organization on Social Protection in Somalia</b>	<b>2 SP directorate staffs and SP staff in half of the FMS participate in one learning event</b>	<b>Learning event organized between federal level and FMS hosted by MoLSA</b>	Capacity assessment	x	x							Consultancy fees, travel costs, workshops costs	<b>914,194</b> <i>(SDG Fund: 685,000            UNICEF: 174,694            ILO: 54,500)</i>	MoLSA, African Development Solutions, consultants, Economic policy Research institute, TRANSFORM, Consultants	
			HR policy management study (civil service)		x	x									
			Host learning event/s between FGS/FMS				x								x
			Advocacy for fiscal space for social protection					x	x	x					
			Coordination forums		x	x	x	x	x						
Learning events, Inclusion cooperation		x			x			x		x					

			Vulnerability assessment	x	x										
<b>Output 3: International Standards for an integrated Social Protection approach fully mainstreamed into Social Protection Implementation Strategy</b>	<b>Social Protection diagnostic is finalized</b>	<b>Assessment Based National Dialogue (ABND) on Social Protection implemented</b>	Social Protection Diagnostic Assessment Based National Dialogue		x	x							Consultancy fees, travel costs, workshops costs (consultations)	<b>623,500</b> <i>(SDG Fund: 460,000 ILO: 163,500)</i>	MoLSA, ILO Training Center, Federation of Somali Trade Unions, Somalia Cooperatives Union, Somali Chamber of Commerce & Industries
					x	x	x	x	x	x	x				
			Feasibility study for the creation of an old-age pension	x	x	x	x	x	x	x	x				
<b>Joint Communication, monitoring and reporting of the UNJP is ensured</b>	<b>Two monitoring reports and one communication event</b>	<b>Two monitoring reports and one communication event</b>	Semester 1 report (June) Semester 2 report (December) Workshop for SDG Fund donors (September)		x	x	x			x	x	x	Consultancy fees, visibility and communication material	<b>63,350</b>	MoLSA, media firm
<b>Final evaluation of the UNJP</b>		<b>Final evaluation</b>	Final evaluation of the UNJP								x	Consultancy fees	<b>45,250</b>	Consultancy firm	
<b>Total</b>														<b>2,513,526</b>	
<b>Administrative cost</b>														<b>126,700</b>	



## **Annex 8. Risk Management Plan**

The risk management plan takes into account the recurrent cycles of conflict, political instability, environmental and economic shocks within the larger macro policy and institutional framework which is currently being established to provide predictable and efficient safety nets for the most vulnerable, as well as specific implementational challenges.

The risk management plan has to take into account the persistent cycles of conflict, political instability, and environmental and economic shocks, resulting in widespread hunger and malnutrition that adversely impact the developmental gains made by the country. Over half of the country's 12.3 million people live below the poverty line of USD 1.9 per day<sup>16</sup>. Conflict, drought and floods have triggered large-scale displacements: 2.6 million Somalis are displaced and an additional 1 million are refugees in neighbouring countries<sup>17</sup>. Since 2012, Somalia has made considerable strides from a "failed" state to a "fragile" state with the establishment of the Federal Government of Somalia. Significant progress continues with the founding of permanent political institutions and a federal institutional structure. These developments are hindered to deliver benefits for the majority of the Somali people due to recurrent cycles of conflict, drought and floods and the resulting damage to infrastructure left many without access to basic public services, now being progressively re-established. Inequality is high. Internally displaced person (IDP) settlements fare the worst, with poverty rates of over 70 percent<sup>18</sup>. To mitigate against these macro level challenges the SDG fund contributes towards joint initiatives by UN agencies, World Bank, International and local NGOs who are supporting the government of Somalia to establish a national Social Protection framework. The SDG fund will help the FGS to establish International Standards for Social Protection and assist with mainstreaming it into Social Protection Implementation Strategy. International standards will ensure that Human Rights as set out in the UN Charter will incorporate the voices of the most marginalized groups, like IDPs, refugees, needy women and girls. In addition, the FGS has identified a critical staffing gap due to limited financing capability of the government, this programme will provide that hands-on implementation support to the government.

The Risk Management Plan takes into account the magnitude of the emergency and developmental needs of the country within a limited fiscal space and institutional delivery capacity. The recent drought, conflict from mid-2015, increased displacement, lack of access to basic services and the absence of a formal social protection system caused an acute food and nutrition crisis that brought Somalia to the brink of famine in 2017. Scaled-up humanitarian assistance and some seasonal improvements helped to avert famine, but humanitarian and recovery needs are expected to remain high. The latest drought caused an estimated USD 3.25 billion in damage and losses, resulting in a recovery process that is likely to last many years<sup>19</sup>. With historical trends showing droughts occurring regularly at intervals of 2–3 years in the deyr season and 8–10 years in consecutive deyr and gu seasons<sup>20</sup>, alongside annual flooding during the rainy season, it is expected that seasonal hardships will

---

<sup>16</sup> See [www.worldbank.org/en/country/somalia/overview](http://www.worldbank.org/en/country/somalia/overview).

<sup>17</sup> United Nations High Commissioner for Refugees. 2018. Somalia: Factsheet – 1-30 June 2018.

<sup>18</sup> See [www.worldbank.org/en/country/somalia/overview](http://www.worldbank.org/en/country/somalia/overview).

<sup>19</sup> Federal Government of Somalia, World Bank, the European Union and the United Nations. 2018. Drought Impact Needs Assessment.

<sup>20</sup> Ibid

be extended, and that recovery will be hindered in the absence of resilience strengthening measures. The mitigation measure put in place, as mentioned above, is an attempt to contribute towards the ongoing humanitarian and development effort to assist the government establish an internationally accepted Social Protection implementation strategy, provide key staffing support and strengthen convening power of FGS/MoLSA to coordinate safety net intervention among various stakeholders, as well as gradually take over the design and implementation of social protection schemes. In September 2019 the Ministry of Labour and Social Affairs (MoLSA) endorsed the National Social Protection Policy which provides an overarching framework under the National Development Plan (NDP) 2017 -2019. The long-term vision of the policy is to progressively establish a functional social protection system which delivers predictable assistance through the lifecycle to vulnerable populations in Somalia. The social protection system will reduce deprivation and inequality, help people meet their short-term needs and invest in their food security, health, education, and livelihoods, increasing the resilience of the population in the face of shocks. To achieve these goals, UN agencies and various donors are supporting the ministry. As many of the projects such as the Safety Nets for Human Capacity project funded by the World Bank will support the government in setting up a national cash transfer programme and emergency response funding address the humanitarian recovery side of the Safety Nets, there is a government staffing gap which will need to be supported to ensure that the ministry at the federal and state level have the capacity to coordinate and deliver these services. To mitigate against any reservations against the UNJP interventions, the government has been closely consulted. There is high level government support to establish a functional unit within the ministry (MoLSA), aspire towards an internationally accepted Social protection framework and strengthen the convening power of the government.

In the absence of a national safety nets, Somali's have largely fallen back on traditional clan-based support. The complexity of clan affiliations and sub regional assertion for decentralization, the UNJP will also build sub-national capacity of the Federal Member States (FMS) to deliver the national safety nets project. Currently the absence of any dedicated sub-national staff is a risk to funded projects in the absence of state ownership. Any reservations on the staffing composition will be closely consulted and decentralized among the target states to ensure that the national social protection strategy will take all voices into consideration and the states will have invested to ensure its success.



Risks	Risk Level:	Likelihood:	Impact:	Mitigating measures	Responsible Org./Person
<b>Contextual risks</b>					
Political instability, conflict and climatic shocks	12	3	4	NA	
<b>Programmatic risks</b>					
Government ownership	9	3	3	Ensure that the UNJP also invests at the state level and not just at the federal level	UNICEF, WFP, ILO
Monitoring and supervision	9	3	3	Monitoring of the UNJP will be undertaken jointly by the UN agencies.	UNICEF, WFP, ILO
<b>Institutional risks</b>					
Institutional framework established	6	2	3	The institutional systems are being strengthened through the SNHCP and SDG will contribute towards building MoLSA capacity	UNICEF, WFP, ILO
<b>Fiduciary risks</b>					
UN established partnership framework	9	3	3	Each UN agency will establish a partnership agreement to hold all parties responsible for delivery as per UN standards	UNICEF, WFP, ILO
Monitoring and supervision	9	3	3	Financial monitoring will be undertaken to ensure funds are accounted	UNICEF, WFP, ILO

<sup>1</sup> The 4.5 formula is a discriminatory approach whereby minorities combined are considered to make up only half of one majority clan: the formula equalized representation of the four majority clans and gave to the minorities overall roughly half the number of seats assigned to each of the majority clan-families.