


Combatting Poverty and Vulnerability in Somalia through Social Protection, Phase II



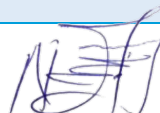
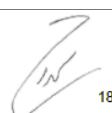
Photo: BRA staff during field visit demonstrating government presence

Project data

MPTF Gateway ID	JP Social Protection #106901
Geographical coverage	All regions, Banadir, Somaliland, South West State
Project duration	28 months, from April 2020 to July 2022
Total approved budget	US\$ 2,220,000
Programme funding level	WFP: US\$1,665,000 UNICEF: US\$555,000 Total: US\$2,220,000
Estimated delivery rate	100%
Participating UN entities	UNICEF, WFP
Implementing partners	Ministry of Labour and Social Affairs; Banadir Regional Administration Somaliland Ministry of Employment, Social Affairs and Family (MESAF) South West State Ministry of Labour, Employment and Social Affairs (MoLSA -SWS)

Project beneficiaries	Displacement affected populations, Government staff in MoLSA, MESAF and MoLSA-SWS, future social workers (currently university students),
NDP pillar	Pillar 4: Social development – strategies and interventions that improve access by Somali citizens to health, education, and other essential services, including social protection systems in times of extreme need (drivers include information from HDI data on health, living standards and education).
UNCF Strategic Priority	Strategic priority 4: Social development Outcome 4.1: By 2025, more people in Somalia, especially the most vulnerable and marginalized, benefit from equitable and affordable access to government-led and -regulated quality basic social services at different state levels
SDG	
Gender Marker	2a
Related UN projects within/outside the SJF portfolio	Toward a Somali-led Transition to National Social Protection Systems Shock-responsive Safety Nets for Human Capital Project (SNHCP) Shock-responsive Safety Nets for Locust Response Project (SNLRP)
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Report submitted by:

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List of acronyms

BRA: Banadir regional Administration
ICRISAT: International Crops Research Institute for the Semi-Arid Tropics
IDP: Internally Displaced Person
IPC: Integrated Phase of Classification (for food insecurity)
MESAF: Ministry of Employment, Social Affairs and Family (Somaliland)
MoLSA: Ministry of Labour and Social Affairs (Federal Government of Somalia)
MPTF: Multi Partner Trust Fund of the United Nations
PUNO: Participating United Nations Organizations (of a Joint Programme)
SCI: Save the Children International
SCOPE: System for Cash Operations (of WFP)
SDG: Sustainable Development Goal
SJF: Somalia Joint Fund
SNHCP: Shock-Responsive Safety Nets for Human Capital Project
SNLRP: Shock-Responsive Safety-nets for Locust response project
SWS: South West State
UN: United Nations
UNICEF: United Nations' Children Fund
UNSOM: United Nations Assistance Mission in Somalia
UNSOS: United Nations Support Office in Somalia
WFP: World Food Programme of the United Nations

Section 1: Executive summary

Brief introduction to the project

The Joint Programme on Combatting Poverty and Vulnerability in Somalia through Social Protection was designed collaboratively between the Ministry and Labour and Social Affairs, (MoLSA), WFP and UNICEF. The main objective of the programme is to strengthen Somali government to build the foundational components of social protection system, to address the root causes of poverty and vulnerability and with a view to be shock responsive.

Phase 2 of the JP was drafted in 2018, at a time when humanitarian interventions still dominated the landscape of assistance to vulnerable populations in Somalia. Social protection interventions per se were still embryonic, with MoLSA at very initial stages of institutional foundations for social protection. Since then (and partly as a result of Phase 1), MoLSA has become the institutional lead in social protection sector. As a result, Phase 2 was reviewed and amended to fit the new reality of social protection in Somalia, with three outcomes: (i) Capacity of federal and regional institutions to implement the social protection policy and programming strengthened; (ii) Evidence on vulnerability to support the development of a national social protection system strengthened, and (iii) Usability of the Port of Kismayo augmented to enhance sustainable food systems.

Context of the reporting period

The reporting period witnessed three major crises: in 2020, the COVID-19 crisis provoked an upheaval in the whole world, including Somalia. At the same time, a political impasse started in Somalia and lasted two years; over the proposed 'one person, one vote' model, the Lower House of Parliament extended the mandate of the current Federal Government for another two years on 12 April 2021. However, the mandate extension has created political opposition from elites resulting to clashes of armed forces affiliated to the opposing political parties. In addition, there was a reshuffle of the leadership of MoLSA at both the Ministerial and Director-General level. This change in leadership impacted the negotiation and consultation process for the rolling work-plan between UNICEF and MoLSA, resulting in some implementation delays. Finally, from Q4 of 2021, the most severe drought that Somalia experienced over the last forty years is still ongoing. Somalia is currently experiencing drought due to the cumulative effects of five consecutive below-average rainy seasons, severe water shortages and rising food prices. As of February 2022, about 4.3 million people now estimated to be affected (up from 3.2 million a month ago). Additional funding for priority sectors is urgently required to save lives and livelihoods, including substantive and early funding for the 2022 Somalia Humanitarian Response Plan. The immediate consequence is the increase in the number of people food insecure. In just Ethiopia, Kenya, and Somalia, it is estimated that at least 10 million children are acutely malnourished. As to date there is an increased risk of famine in Somalia. In just over 30 days, the number of food insecure has increased by a million (from 6 to 7 million, IPC). Due to a combination of drought, lowered access to fertilizers due to the Ukraine crisis and high fuel prices, it is estimated the cereal production in 2022 has been reduced by at least 25% across the region.

Furthermore, The MPTF fund has contributed to building MoLSA's capacity by supporting key staff in the ministry. MoLSA has taken a strategic leadership role in the social protection sector by developing and establishing a government social protection working group, operationalized in 2021. The ministry continues to lead and coordinate Baxnaano, which covers 200,000 households (1.2 million individuals) in 21 districts. WFP currently implements cash transfers under component 1. Through additional financing, Baxnaano has been able to provide emergency cash transfers both to regular beneficiary households and to newly identified households impacted by the drought. Regular assistance to current beneficiaries will be extended until 2023. Moreover, MoLSA, as the lead ministry, is preparing to gradually take over the implementation of the cash transfer component. The ministry has established a skeletal structure at the state level with two focal staff with social protection oversight roles.

Highlights of the project during the reporting period

1. The senior social protection advisor supported under the programme continued to provide strategic guidance to the social protection agenda in Somalia.
2. The MoLSA Implementation Framework of the National Social Protection policy was developed, enabling the ministry to provide implementation guidance to the Federal Member states (FMS) and to major to major social protection stakeholders. Main messages of the national social protection policy were disseminated in all FMS to the general public and officials working on social protection participated in an orientation workshop to be familiar with the policy document.

3. BRA was trained and successfully implemented a safety nets pilot project. Additional financing from ECHO during COVID 19 enabled the project to undertake a shock response intervention, through vertical expansion.
4. The BRA administration has developed the technical competence and know how to deliver cash transfers directly to its most vulnerable citizens through the UN supported project. BRA undertook successful cash transfers to 806 households of the 1000 target households Who have consistently received cash transfers for six quarters since 2020. A onetime top up of \$130 per household was also a cash injection in time enabling households to protect their assets in times of shock.
5. The Joint programme continued to provide institutional capacity strengthening to social protection in Somaliland. The MPTF fund has contributed to building MESAF' institutional capacity by supporting key staff in the ministry. MESAF is pursuing its strategic leadership role in the social protection sector by developing its social protection policy which is finalized, endorsed, and now waiting for approval by Cabinet.
6. Support was provided to organize six meetings of the social protection working group in 2020 in Somaliland. The SPWG has been instrumental in the process of development of Somaliland social protection policy. With assistance from UNICEF, MESAF convened social protection working group meeting with participation from all relevant stakeholders. Some of the emerging issues such as transfer value, targeting, fiscal space for ongoing social protection and HCT programmes or coordination of social protection inputs to the national development plan III were discussed in detail during meetings.
7. MESAF officials at district level received a hand-on training on social protection to enhance the understanding MESAF subnational level staff on the different vulnerabilities across the lifecycle that are addressed by social protection.
8. The social protection module to be included in the training curriculum of social workers has been finalized, with the aim of equipping this cadre of social workers with the relevant skills. Two workshops were organized to validate the module by MESAF (July 2022) and MoLSA (September 2022) and the partner universities.
9. Government staff in charge of social protection in South-West State now enjoy better working conditions, namely a renovated office more functional and friendly. Moreover, furniture and equipment were provided in all member states ministries in charge of social protection to improve working conditions of government staff.

Summary of key achievements during the reporting period

Under the first outcome, the capacity of federal and regional institutions to implement the social protection policy and programming was undoubtedly strengthened. . BRA was able to implement an urban cash transfer programme, covering 1,000 poor households from Banadir region. Beneficiaries' households received 6 quarters regular transfers to beneficiaries and BRA managed to mobilize ECHO funding top up those transfers with an additional amount to address COVID 19 consequences. The MPTF project has been instrumental in building the capacity of Banadir Regional Administration (BRA) in implementing the urban safety net. The regular engagement by BRA through the urban safety nets has provided them with the experience and learning to engage in this dialogue with UN support. This engagement has well positioned Banadir Regional Administration to engage in the initial conversations with the World Bank in targeting urban areas as a proposed expansion of the national safety nets programme Baxnaano. The consistent support to staff at the Federal level has enabled MoLSA to establish leadership in managing and providing guidance to Federal Member states (FMS). This has grown in stature and leadership owing to the initial staffing capacity investment into the unit. This subsequently enabled MoLSA to engage with

World Bank and establish a national safety net programme. In addition, the MoLSA staff supported by MPTF actively engaged and provided guidance to the Targeting approach and M & E system strengthening undertaken by BRA. The Targeting methodology helped BRA to develop an objective selection tool to identify and enroll the most vulnerable populations, such as IDPs.

Under the second outcome, Support provided to Institutionalization of social protection in Somalia, at federal and member States levels, and in Somaliland. This allowed Government to be better equipped to design and implement inclusive social protection programmes that will benefit the most vulnerable in Somalia and in Somaliland.

In collaboration with Save the Children, UNICEF supported the Somaliland Ministry of Employment, Social Affairs and Family (MESAF) to develop its social protection policy with technical assistance from Development Pathways. The draft policy document that was developed after extensive consultations. was endorsed during a validation workshop on 5 October 2022. The social protection working group supported by the MPTF served as a critical forum to advance the development of the policy.

Waayeel Consulting was commissioned to develop a social protection module curriculum, that will be incorporated to the wider social work academic curriculum for bachelor and diploma programmes. After a needs assessment through consultations with universities and the government, a social protection curriculum was proposed, with two modules fully developed, namely the module “Introduction to social protection: Theory and Practice and the module “Contemporary issues on social protection”.

The Joint programme contributed to create a conducive working environment for staff to deliver social protection and other services to the general public, by supporting the rehabilitation of Ministry of Labour and Social Affairs South-West State Office and by providing equipment and furniture to ministries in charge of social protection in the FMS.

Section 2: Progress Report Results Matrix

OUTCOME STATEMENT			
Outcome 1. Strengthening the capacity of federal and regional institutions to implement the social protection policy and programming			
SUB-OUTCOME 1 STATEMENT			
Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and Regional Governments, to better understand vulnerability and to develop systems to manage data.			
Output 1.1: JP Output 1.1. Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and the regional Governments to better understand vulnerability and to develop systems to manage data			
INDICATOR	TARGET	PROGRESS ON OUTPUT INDICATOR	
		REPORTING PERIOD (YEAR)	CUMULATIVE

MoLSA staffing and operational capacity support provided.	5 staff and 3 interns 5 staff 2 staff	Jan to Dec 2020 Jan to July 2021 Jul 2021 to Jul 2022	8 5 2
MoLSA staff undertook operational and monitoring oversight to FMS	All FMS	1 face to face seminar	1 seminar
‘Transition readiness’ study support provided to MoLSA to take over direct cash management from WFP.	1 study commissioned by MoLSA	Oct 2021 to Jan 2022	1 study
Output 1.2: Strengthen the capacity of the Banadir Regional Administration (BRA) to administer safety nets			
Operational support provided through staff, equipment, and monitoring capacity.	7 staff; equipment etc.	Jan – Dec 2020	Staff employed, monitoring support and equipment provided.
Targeting note developed, endorsed, and implemented as an objective tool for selection.	Targeting note	Jan- Dec 2020	Targeting note endorsed by BRA and community targeting implemented after DCs approval. M & E and vulnerability assessment online training conducted
Preparatory online workshops conducted- Community Based Participatory training (CBPT); SCOPE training.	29 staff – CBPT 5 staff participated in SCOPE registration and all related processes (top- up and redemption)	Jan – Dec 2020	34 staff participated in training
Staff and equipment for cash transfers	7 staff and SCOPE	Jan – Dec 2021	7
\$35 per month per household, paid every quarter	1000 households	Jan 2021- March 2022	5 quarters transfers

\$130 one-time top up	1000 households	Jan – March 2022	One time top up
\$60 one-time transfer	1000 households	April – July 2022	One time transfer
SUB-OUTCOME 2 STATEMENT			
Support provided to Institutionalization of social protection in Somalia, at federal and member States levels, and in Somaliland as well.			
Output 2.1: The National Social Protection Policy is disseminated at FMS level			
Billboards displayed in FMS with NSPP main messages	Billboards displayed in prime locations	Billboards displayed in all States capitals and Banadir	Billboards displayed in all States capitals and Banadir
Output 2.2: Support is provided to the development of Somaliland Social Protection Policy			
INDICATOR	TARGET	PROGRESS ON OUTPUT INDICATOR	
		REPORTING PERIOD (YEAR)	CUMULATIVE
Somaliland social Protection policy drafted	No	Jan 2021 to July 2022	Yes
At least one meeting of the Social Protection Working Group (SPWG) held	2	Convened Quarterly SPWG meeting	Six SPWG meetings were organized.
Number of meetings of social protection steering committee	1	Jan to July 2022	1
Output 2.3: Capacity to design and implement social protection schemes is strengthened			
INDICATOR	TARGET	PROGRESS ON OUTPUT INDICATOR	
		REPORTING PERIOD (YEAR)	CUMULATIVE
Social protection module developed and validated	Yes	Jan to July 2022	Yes
UNDP ONLY: sources of evidence (as per current QPR)			
Output 2.4: Working conditions for FMS staff in charge of social protection are improved			
INDICATOR	TARGET	PROGRESS ON OUTPUT INDICATOR	
		REPORTING PERIOD (YEAR)	CUMULATIVE

Equipment and furniture provided in member states ministries in charge of social protection	Equipment and furniture provided	Apr 2020- To Dec 2020	Office Equipment and furniture provided in FMS
UNDP ONLY: sources of evidence (as per current QPR)			

Section 3: Narrative reporting on results

Progress towards outcomes

OUTCOME STATEMENT

Strengthen the capacity of federal and regional institutions to implement the social protection policy and programming

OUTCOME 1: Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and Regional Governments, to better understand vulnerability and to develop systems to manage data (by WFP)

Output 1.1. Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and Regional Governments, to better understand vulnerability and to develop systems to manage data

Output 1.2. Strengthen the capacity of the Banadir Regional Administration (BRA) to administer safety nets

The MPTF helped support the ministry to employ additional staff for MoLSA and at the Banadir Regional Administration level. This staff support has enabled both agencies to actively engage in Social Protection interventions as a government authority. This has led to greater confidence and ability of the ministry to deliver against much larger Social Protection projects, in particular, engaging with the World Bank funded project, ILED and others. BRA through the Durable Solutions Unit (DSU) took the lead in implementing a pilot unconditional cash transfer to 1,000 households. The MPTF funding strengthened the capacity of the Federal Government, through the Ministry of Labour and Social Affairs (MoLSA) over the funding period. The initial support by the fund enabled the Social Protection policy to be developed and disseminated through a well-staffed institution. After the bombing of the MoLSA offices, the fund helped the government to refurbish and establish their offices. At the subnational level the fund has played an innovative role of building the capacity of the Banadir Regional Administration (BRA) to implement the cash transfer in the urban context for 1000 households.

BRA has successfully targeted 1000 households however as many households either migrated out of the area or moved to other interventions, the cash transfers in the first quarter reach 806 HHs or 4836 individuals in Mogadishu/ Banadir region. It is noteworthy that the consistent support provided by the UN agencies has strengthened the capacity of BRA staff, enabling them to regularly undertake field visits and increase government presence in the informal settlements. MoLSA is currently in discussions with BRA to expand the national safety net / Baxnaano to include the urban centers for cash transfers. Owing to the capacity building initiatives undertaken by this

project, the government is able to well represent their presence in the World Bank negotiations. They are also well positioned on advising the design for the 'Targeting approach' being developed and testing of the Proxy Means Approach (PMT) which will subsequently scaled up to be adopted for future targeting by the government.

OUTCOME 2: Support is provided to Institutionalization of social protection

Output 2.1: Communication and Advocacy strategy of the National Social Protection Policy is implemented

Output 2.2: Support is provided to the development of Somaliland Social Protection Policy.

Output 2.3: Capacity to design and implement social protection schemes is strengthened

Output 2.4: Working conditions for FMS staff in charge of social protection are improved.

Following the endorsement of the National Social Protection Policy in September 2019, the Implementation Framework was finalized, which describes the seven policy priorities for MoLSA (2020-2024). The framework also maps the stakeholders who will be working towards those priorities, namely— private sector, civil society, government, or development partners, and outline the institutional arrangements necessary for inter-ministerial collaboration at federal and state levels. Based on this initial work undertaken, MoLSA was able to further improve the Implementation Framework through support from ILO to align the framework to SDG priorities and tracking progress of the same.

Under the Joint programme, UNICEF continued to support FGS capacity for policy coordination by supporting the Social Protection Advisor position, a role that proved essential to ensure that MoLSA could deliver its mandate of coordinating social protection activities in Somalia considering the various interventions funded and implemented by different stakeholders. UNICEF also formalized its engagement with Somaliland to support a social protection agenda through an annual work plan signed between the Ministry of Employment, Social Affairs and Family (MESAF) and the country office, resulting in the provision of incentive to one MESAF staff and financial support to the meetings of the SP technical committee.

UNICEF in partnership with Save the Children International (SCI) provided technical and financial support to the development of Somaliland social protection policy. The purpose of the Policy is to outline how Somaliland will incrementally build a National Social Protection System by 2030. The process of development of the social protection policy, which was initiated in 2021 was completed earlier in 2022. The policy document was drafted after extensive consultations with stakeholders and validated by the steering committee. In addition to the technical assistance provided to prepare the terms of reference of the consultancy firm recruited to develop the policy, UNICEF also supported the organization of the social protection technical working group and social protection steering committee meetings and these two platforms have been instrumental to bring the policy document to fruition. Once the policy document was drafted, UNICEF also supported MESAF to undertake validation workshop on draft social protection policy (Somali translation version), which was attended by about 20 representatives from social protection working group members from the government and development partners. Furthermore, UNICEF supported MESAF to convene quarterly social protection technical working group meetings. The working group provides a useful platform for MESAF to take strategic leadership, coordination and oversight role for all interventions ongoing and to provide strategic guidance and inputs into social protection policy formulation.

A qualified social workforce is a critical element of a well-functioning social protection system. However, the social work training curriculum in its current form does not equip students with social protection knowledge and skills. In 2021, UNICEF commissioned Waayeel Consulting to develop a social protection module curriculum to address this challenge. In 2022, four modules encompassing the essentials of social protection academic training have been selected to be proposed for inclusion in the curriculum of social workers training at certificate, degree, and bachelor levels as an initial step to equip them with professional Social protection skills. These modules were developed after consultation with the universities offering the degrees and the ministries in charge of social protection in Somalia (MoLSA) and in Somaliland (MESAF). Two of the four modules have been fully developed, including course overview, aim and objectives, specific contents, and recommended readings. UNICEF supported MESAF to organize the validation workshop of the module in Somaliland (July 2022) and in Somalia (September 2022) with the participating universities and other relevant partners. The curriculum for social protection module is expected to be incorporated to the wider social work curriculum so that the social work programme graduates are equipped with the social protection knowledge and skills.

A training on District application of Social protection TRANSFORM Module was organized with a specific focus on implementors at local/decentralized levels in Somaliland. This main purpose of this training delivered to 32 Somaliland government officials (5 female and 27 male) was to enhance the understanding of MoLSA and MESAF subnational level staff on the different vulnerabilities across the lifecycle that are addressed by social protection and to expose them to the practical issues involved in implementing cash transfers programmes at local/decentralized level.

Phase 1 supported the reconstruction and rehabilitation of MoLSA offices which have been destroyed after March 2020 attacks. Under Phase 2 of the Joint programme, following acknowledgement that Member States had the same need, office equipment and furniture was provided to ministries in charge of social protection in all Member States and in Somaliland. Furthermore, the MPFT funds supported rehabilitation of Ministry of Labour and Social Affairs South-West State Office. This allowed the civil servants working on social protection to benefit from decent working conditions.

Number of beneficiaries and feedback from beneficiaries

The beneficiaries of the urban cash transfer are both government and the participant households who receive cash transfers. The feedback from Banadir Regional Administration is one of appreciation that the fund has built the capacity of the government to directly implement cash transfers. The fund initially built the policy framework for social protection and subsequently helped government staff learn the key steps of direct implementation of cash transfers. BRA is the first government unit in Somalia who is directly implementing a safety net, therefore is the ground presence in camps and informal settlements. This has helped strengthen the government citizen contract. The recipients of cash transfers welcome the support they receive from government through this urban safety nets over the last few years, especially during periods of recurrent shocks.

The immediate beneficiary of the technical support to develop Somaliland social protection policy is MESAF, representing Somaliland Government, which was able to develop an important policy document, which follows a social protection scoping study that was undertaken in 2019 and that

highlighted the need to have a policy document to guide implementation of social protection programmes by ensuring their alignment with national priorities. Similarly, the beneficiaries of all capacity development activities are government staff trained, who are now equipped with the skills to design social protection programmes that address vulnerabilities experienced throughout lifecycle. The training evaluation of the District-based application of TRANSFORM showed that participants reported that the training was an eye-opener on lifecycle vulnerabilities and that they intend to use the newly acquired knowledge to improve the design of social protection programmes. Similarly, the beneficiaries of the development of a social protection module for social workers training are both future social workers (graduates) and ministries in charge of social protection both at FGS and FMS level who will employ them. Indeed, the ultimate beneficiaries of all these activities are Somalia and Somaliland populations who will benefit from well-informed and adequate social protection programmes.

Section 4: Project implementation

COVID 19 Response

COVID-19 pandemic significantly impacted the progress of the project initially. Project interventions experienced some delays introducing measures to mitigate the spread of the infection and safely carry out the activities. WFP supported and guided BRA staff to ensure hygienic practices and social distancing were immediately introduced in the project's roll-out. In addition, SCOPE equipment usage and managing public gathering protocols were introduced. One of the key lessons learned is that all government officials were able to adapt to the online meeting option as a new normal. Government staff and United Nations agencies could engage in meetings and conduct online training to ensure that field activities can continue adhering to social distancing and prevention protocols. Furthermore, as COVID-19 risk mitigation measure, the work from home protocol continued, and all meetings were held online.

BRA continued to follow the Ministry of Health guidance on maintaining social distancing protocol as well as hygiene protocol. Cash transfer through mobile money was the preferred (and almost only) modality.

During consultations and training activities, participants adhered to COVID protocols, including social distancing, and wearing of masks.

Key constraints and challenges and associated corrective actions

The key challenge during the reporting period has been in relation to the COVID 19 pandemic and more recently with the drought situation, Banadir is receiving an increasing number of IDPs. The project is unable to scale up response to meet the need owing to lack of resources.

Somalia is facing recurrent shocks, with the 6th failed rainy season and the worst drought of the past forty years.

The households targeted by BRA were 1000 households, however owing to various reasons not all households registered in the SCOPE system were able to successfully receive all the transfers. Some of the households moved after registration and could not be traced, other households moved from the urban safety nets into relief interventions hence could not receive support from two programmes.

The development of a social protection module has been delayed due to a confusion in the understanding of the assignment by the contractor. Although the terms of reference clearly

mentioned an additional module related to social protection only, the contractor undertook and extensive review of the whole social workers training curriculum and proposed improvements related to that curriculum, which was a lengthy exercise. The real assignment of designing modules specifically for social protection was thus delayed by three months. As a corrective measure, UNICEF colleagues closely monitored the development of modules, requesting more regular progress and providing more regular feedback to make sure that the contractor really stick to the requirements of the terms of reference.

Risk management

Type of risk	Description of risk	Mitigating measures
Limited direct supervision	Unable to take field visits and monitoring	Use of remote monitoring during peak of COVID 19; resume through local staff once restrictions are eased.
COVID 19	Ensure all prevention protocol is followed during registration and follow up Prevention and protection against the spread of the disease through community contact	Equipment and information provided to BRA staff New modality of meetings and workshops: online and mixed (face-to-face and online facilitation)
Drought & locust resulting multiple shocks	Activating Anticipatory Action type of activities through the safety net through one time transfer to households.	Undertook cash top ups to target households to mitigate against the shocks of the impending 5 th failed rainy season

Learning impact

The Post distribution monitoring reports (PDM) reports have been internalized and discussed with BRA on the key learnings from the project. The Urban Safety Nets model is being documented and fund raising undertaken to scale up implementation. The institutional arrangements were successful and will be tested to scale up withing Banadir and other urban centers. With additional resources, studies are being commissioned to understand the experience of participants in the cash transfer, building pathways toward digital financial inclusion. The next phase of cash transfers will also include design features to prepare eligible households towards 'Transition readiness' from cash transfers.

Through additional funding from the Melinda and Bill Gates Foundation (BMGF) two studies were commissioned by WFP to understand the pathways to improve digital financial inclusion for women using the mobile money platform. The preliminary findings are indicating that women strongly prefer this modality. In addition, women are requesting that they receive some training

on using the mobile money app as they have to rely on others to read the messages and often don't know when the transfers take place. These are areas that WFP will continue to work with government in improving the mobile users' experience.

The fact that the project was implemented long after its approval made the initial proposal redundant. UNICEF and the MoLSA had to identify new social protection gaps that the programme could cover, since most of the outputs proposed in the initial proposal were not fit for purpose anymore in the fluid and agile context of Somalia. This resulted in an amendment of the ProDoc, which involved signature of the document by many high-level officials and approval by project board. A lesson learned is to ensure minimal delay between project approval and its implementation, or to make provision for adaptive programming to avoid the cumbersome process of ProDoc amendment.

Coordination with other UN entities including UNSOM/UNSOS within and outside the SJF portfolio

Implementation of the joint programme happened concomitantly with two other major social protection programmes in Somalia, namely the Shock-Responsive Safety Nets Projects (SNHCP) and the Joint Programme: Toward Somali-led Transition to Social Protection Systems. World Bank is supporting the Government of Somalia through UN agencies to implement the national safety nets programme Baxnaano. WFP and UNICEF are closely engaged in supporting the federal and subnational agencies to respond through direct service delivery and systems strengthening. With the recently confirmed additional investments by the World Bank, the expansion into the urban areas and testing the newly proposed targeting approach which will be tested in Banadir and applied to the rest of the safety net interventions. This approach is being done in close collaboration between WFP, UNICEF, and World Bank. Since UNICEF and WFP are implementing agencies for the three programmes, they made sure that this JP is not redundant with the two others. There were regular updates from the two agencies to their partner co-implementing the two other programmes, precisely to avoid duplication and redundancy.

Role of the UN Somalia Joint Fund

Phase 1 of this project allowed to develop Somalia National social protection, as well as its implementation framework and communication strategy. The policy document has been instrumental to ensure alignment of social protection initiatives implemented by various stakeholders to national priorities. The project also reinforced institutional capacity of MoLSA, thereby allowing the Ministry to effectively play its role as the one in the driver seat of social protection in Somalia. The support is now being provided in Somaliland, which recently endorsed its social protection policy

MPTF supported initiatives were the first of this kind in Somalia which helped the setting up of an initial social safety net unit and development of the Social Protection policy which contributed towards UNSJF portfolio. Indeed, the fund has built the technical capacity of Banadir Regional Administration which will take the intervention to scale through World Bank supported national safety net. This role has greatly cemented the Government's capacity to engage with much larger players such as the World Bank to take the safety net initiatives to scale. In addition, supporting

BRA implement an urban safety net is contributing towards implementation capacity of government.

Synergies with other programmes (UN and non-UN) working on similar issues

This programme complements the national safety nets intervention with technical inputs, which has several key players such as the World Bank, other key ministries and donors investing in the core cost of implementing safety nets. In the Banadir regional administration, MPTF funded urban safety nets was complemented by ECHO funding to respond to shock through a vertical top-up to target 1000 beneficiaries. This urban safety net model is being tested at a small scale and has potential for scale-up in Mogadishu and other cities with a similar context.

In addition, WFP, in partnership with Gates Foundation, is supporting the national and regional cash transfers to explore and expand financial inclusion, with special emphasis on women's economic empowerment. Furthermore, UNICEF under *Baxnaano* Programme is supporting establishment of key building blocks of a social protection delivery system that supports policy development, strengthens institutional capacity, and forms the foundation for a more comprehensive social protection system in Somalia.

Institutional capacity strengthening of Social protection in Somaliland benefited from the implementation of the Joint Programme Toward Somali-led Transition to National Social protection Systems, whereby MESAF staff systematically participated in trainings, exposure visits and study tours organized within the framework of that programme.

One of the project outcomes is about providing support to Institutionalization of social protection, an important set of activities was related to institutional capacity building. Two other programmes worked on similar issues, namely the Joint programme "Toward Somali-led transition to social protection systems" funded by the UN Joint SDG Fund and component 2 of *Baxnaano* "Delivery systems and capacity building". UNICEF and WFP are involved in the three programmes and in that regard, synergies were built between the three programmes. Specifically, the current joint programme was more focused on the federal level (and Somaliland for the development of the social protection policy), while the Joint SDG Fund had a heavier emphasis on the federal member States and Member States in capacity building activities. Moreover, this current funding acted as a seed funding to initiate the development of the system on which the two others built to strengthen and expand the system.

As an illustration, a capacity building plan for government staff was developed in collaboration with MoLSA within the framework of *Baxnaano* and some trainings identified in that plan were funded through other sources, including the current Joint programme. For the specific case of the district-based application of social protection TRANSFORM module, this came to reinforce institutional capacity strengthening of social protection in Somaliland.

Partnerships

The urban safety net project was implemented by the Government- Ministry of Labour and Social Affairs, Banadir Regional Administration under the supervision of MoLSA. The cash transfers were made possible through a private sector cash payment service provider– Hormuud; In addition, through the Bill and Melinda Gates foundation two pieces of research are being currently

undertaken on Digital financial Inclusion and women's economic empowerment, ICRISAT on research related to 'Transition readiness'. As the government lacks the fiscal space to fund safety nets the operational learning will provide the ability for the government to scale up safety net intervention if funding permits.

The programme was implemented with a wide range of partners. First, the federal government of Somalia (FGS) is the main partner who was involved in the design of the programme and at each step of implementation. Somaliland Government is also a partner for Phase 2 of the project.

A partnership was initiated with the academia (six universities where the social workers training programme is being offered) to review the curriculum and to identify the social protection topics that need to be covered by this programme in order to develop the module. This engagement built on UNICEF child protection partnership with the same universities for the implementation of the social workers training programme. This partnership allowed to ensure that the modules developed will be accepted by the same universities since they will be addressing a real gap identified by the intended users.

Monitoring and oversight activities

Since the activities implemented in 2022 are a follow-up from those initiated in 2021, they did not require in-depth monitoring and oversight activities such as field visits, audit or independent evaluation. Oversight was done in the form of regular calls by implementing partners and PUNO staff. In the case of the development of the curriculum, there have been many meetings to assess progress and to check if progress was in line with the requirements of the terms of reference of the assignment.

Monitoring activity	Date	Description	Comments & Recommendations
Field monitoring visit of urban safety net	May 2021	Post distribution monitoring PDM of Urban safety nets. 37 BRA households were also monitored with other urban safety net interventions.	Most of the households (67 %) recorded acceptable food consumption score in the first quarter of 2021 owing to cash transfers. However due to multiple shocks the target households continue to show negative coping, by engaging in emergency strategies that deplete assets, decrease production and reduce human capital.
Stakeholder review consultation		Extensive stakeholders (universities, MoLSA,	

		MESAF) consultations to identify needs before designing the modules	
Stakeholder review consultation	July 2022	Validation of the social protection module in Somaliland	

Section 5: Project management

Number of project board meetings held	2 yearly, one in 2022.
Number of UN staff (international/national) funded by the project	2: 1 ILO Project officer and partial contribution to the salary of the joint programme focal point (UNICEF staff)
Number of government personnel funded by the project. What are their functions and where do they work?	2 in Somaliland (Jun 2020 to July 2022), including the top-up of the salary of the Director general of Somaliland Ministry of Employment, Social Affairs and Family (MESAF). He plays a key coordination role for social protection in the Ministry. 1 MoLSA: The project also supported the position of Social Protection Advisor (Apr 2020 to Mar 2021). MoLSA- 5 staff & 3 interns (Jan 2020-Jul 2021), 2 staff (Jul 2021 – Jul 2022) These positions helped BRA staff implement the urban safety net. They were responsible for contacting participants directly, enrolling and oversight of the project.
How has the project ensured the visibility of SJF donors during the reporting period?	All activities acknowledge Contribution of the Italian Cooperation as the donor of the project.

Section 6: Cross-cutting issues

Gender equality and women empowerment

- 1) The MPTF fund has supported the cash transfers to households but through additional funding from the Gates foundation, BRA is being supported to improve the digital financial inclusion and women's economic empowerment. Specific studies on Women's User Journey analysis and Gender analysis of digital financial inclusion will help further improve on cash transfers being an entry pathway to diverse financial services.

While preparing the training on social protection, UNICEF explicitly requested MESAF to ensure wide participation of female staff to the training. However, because of lack of female staff among the targeted audience, only 5 out of 32 participants were female.

Proportion of gender specific outputs in the project	Total number of project outputs	Total number of gender specific outputs
	0	0
Proportion of project staff with responsibility for gender issues	Total number of staff	Total number of staff with responsibility for gender issues
	4	2 staff with cross cutting responsibility of gender issues.

Human-rights based approach

Has the programme included a protection risk assessment in its context analysis, including on gender issues, and taken measures to mitigate these risks to ensure they are not exacerbated, or new risks created?	Result
	No
Number of programme outputs specifically designed to address specific protection concerns	Result
	0
Number of programme outputs designed to build capacity of duty bearers to fulfil their human rights obligations towards rights holders.	Result
	Output 2.3. Capacity to design and implement social protection schemes is strengthened The two activities under this output precisely aim at building the capacity of duty bearers (government staff and social workers) to fulfil their human right obligations towards rights holders, who are Somali citizens that should enjoy their right to social protection.

Leave no one behind

Addressing the basic principles of LNOB the project incorporated these aspects into the operationalization of the project. Support to households under the urban safety nets ensured that an objective targeting approach was used to identify and select households. This provided a document with clear targeting criteria for government to follow giving an objective tool to select the most vulnerable households and reduce exclusion from services. It is documented that IDPs form one of the poorest and discriminated groups in Somalia and hence were targeted. The geographical selection of the districts for the intervention through urban safety nets were

purposefully selected based on the high numbers of IDPs residing in Hodan and Garasbaley, who were not receiving other assistance. BRA was also supported in 2020/21 with **shock response intervention** through vertical top up of the registered households by seeking additional financing from other sources.

Social contract and legitimacy

support to the BRA government has helped improve the social contract with citizens where government is actively seen as a service provider. Each step of the safety net- from identification to verification and follow up has been implemented by the government. This has given government the visibility as a service delivery agent. As a service provider BRA has actively sought and addressed complaints received from households as well as has been at the forefront of resolving issues related to the IDPs in the camps.

Rehabilitation of the South-West State Ministry in charge of social protection allowed government staff to enjoy better working conditions. At the same time, it restored government's image and positioned the Ministry as an institution which is able to provide its staff members and user citizens with decent premises, thereby contributing to its legitimacy.

Humanitarian-development-peace nexus

In the triples nexus through this project is addressing the aspect of strengthening government institutional structures in one of the largest and fastest growing cities that receives a large influx of displaced populations. This capacity will help the municipal authority to provide a safe haven through their interactive and ground presence. Secondly, the investment through cash transfers will enable the municipal government to establish cash transfer systems that can be scaled up in times of need, resources allowing.

Environment and climate security

N/A

Prevention of corruption

Cash transfer participants are enrolled into the programme through an open and consultative manner. The local authorities through the Mayor and DCs are involved to ensure there is oversight to the enrollment of participants. Camp elders and local committees are engaged to ensure that the neediest are identified and selected into the programme. Cash transfers are made directly from WFP via Hormuud mobile money service provider to the participants SIM card. WFP undertakes regular monitoring to ensure that information is verified by contacting the participant directly.

Project sustainability

- 1) The Project systems and structures are supported through external resources. The Banadir Municipal authorities lack the fiscal space to implement programmes or pay staff. Hence the project is unable to sustain itself beyond the life of the project. Having said that, the cash transfer model implemented through BRA is an example that can be scaled and replicated across other municipalities. The transition to government funded programmes will require macro level economic structuring which is beyond the scope of this project. Moreover, capacity building at individual and at institutional level has been an essential part of this project. Since the capacity building activities were primarily intended to civil servants, the expectation is that the knowledge acquired will remain within the ministry and be used to design and implement social protection programmes.

2) List in the below table the training activities undertaken during the reporting period:

#	Target group		Dates	Number of participants			Title of the training	Location of the training	Training provider
	Ministry, District or UN staff	Others		M	F	Total			
1.	BRA		13-14 May 2020	11	18	29	Community Based Participatory Targeting Approach	Online	WFP
2.	BRA		8-10 June 2020	4	2	6	SCOPE registration and all related processes (top- up and redemption)	Online	WFP
3.	MoLSA		6-7 Sep 2020			25	National seminar organized by MoLSA on Social Protection	Face to Face	MoLSA
4.	BRA		6 th – 8 th Dec 2020				Vulnerability Assessments. Topics covered: Introduction to vulnerability assessment, Key planning steps and setting up of survey teams, assessment methodologies and tools, sampling techniques, data collection and analysis.	Online	WFP

5.	FMS Ministries in charge of social protection					45	Policy Orientation and dissemination for the national social protection policy in the FMS	Face to Face Mogadishu	MoLSA
6	MESAF at district and national levels	UNICEF	9-15 April 2022	27	5	32	District-based application of TRANSFORM module	Berbera	TRANSFORM
Total number of participants						137			

Section 7: Looking ahead: Focus on the future

Somalia is currently experiencing a worsening drought situation resulting in 2.6 million people – close to 22 per cent of the population in 66 out of 74 districts across the country, affected by drought and nearly 113,000 people displaced across the country. The situation has evolved following three consecutive failed rainy seasons and is at risk of a fourth consecutive underperforming rainy season in 2021¹. As most displaced families move to urban centers, Banadir is no exception with the influx of new IDPs reported to be arriving in need of basic services. Given that BRA is a key partner in the Durable Solutions Strategy and implementation of the unconditional cash transfer, the project will not only strengthen the role of government in undertaking social assistance projects but also establish a multisectoral initiative for other urban municipal authorities to adopt. BRA has the capacity to scale up the urban safety net model, to diversify from unconditional cash transfers to supporting livelihoods of displaced as well as the very poor host communities. As the funding has come to an end, BRA and WFP are jointly seeking additional resources to scale the project as well as diversify the government institutional capability to undertake safety nets.

The Social Protection module that has just been finalized will be validated in the last week of June by MoLSA and the partner universities. This module will allow to fill a knowledge gap, which is important since a qualified social workforce is a critical element of a well-functioning social protection system. Going forward, the social protection module will be rolled out in the six universities where the social workers training is already available and should enroll more students to build up a qualified social work workforce in Somalia.

¹ <https://reliefweb.int/report/somalia/somalia-drought-situation-report-no1-23-november-2021>

Somaliland Social Protection Policy (somali version) was endorsed on 5th October.). About 20 representatives from social protection working group members from the government and development partners attended the validation workshop organized by Ministry of Employment, Social Affairs and Family (MESAF) with UNICEF support. As next step, MESAF is planning to submit the draft policy to the ministerial cabinet for review and approval.

Section 8: Human interest story: Voices from the field

In April 2019, BRA signed a letter of understanding with WFP to assist BRA in developing its capacity to oversee relief and development programs in Mogadishu, including WFP-supported programs of relief, nutrition, livelihoods, and safety nets and this pilot project aimed to support displacement affect community. BRA during their survey of IDP camps enrolled Muumino a mother of 13 children. Mumino fled from also Janaale district, Lower Shabelle region, from relentless heavy fighting between government forces and Al-shabab groups. She told me during the time of the interview that everything she had was destroyed in the ongoing war, which has lasted almost a year in our district. After I was registered by BRA under the USN project I started a small vegetable vending business with 25 dollars with the first instalment. Now the business has grown where I manage to produce an income to support my family.



BRA staff during data collection. Photo: BRA

Alas Ibrahim

