



JOINT SDG FUND

INDEPENDENT FINAL EVALUATION OF THE
UNITED NATIONS JOINT PROGRAMME

—

**Toward a Somali Led Transition to National Social
Protection Systems (2020-2021)**



This report was prepared by a team from *Asesores Inter En Evaluacion de Pol Publicas*, a Consultancy firm, that led this evaluation. The team worked under the general guidance of Chrystelle Tsafack Temah, Social Policy Manager and Ayanle Mohamed Omar, Social Policy Specialist both in UNICEF Somalia, who provided technical coordination, methodological assistance and logistic support. This evaluation also benefited from support and inputs offered by Serene Philip, Social Protection Officer in WFP Somalia, Fartun Hassan Mohamud, Programme Officer with ILO Somalia and Ricardo Irra, Social Protection Specialist with ILO Regional Office in Cairo.

The annexes of this report have been reproduced without formal editing and may contain inaccuracies.

The views expressed in this report are those of the author and do not necessarily reflect the views of the different organizations.

ACKNOWLEDGEMENTS

The evaluation team wishes to acknowledge all the stakeholders who made themselves available for interviews (see Annex 1). The evaluation team also extends their gratitude to the members of the Evaluation Reference Group¹ (ERG), especially Mayeso Zenengeya, Ephrem Belay, Ricardo Furman Wolf, Pacome Dessero and Amina Derow Mohamed for their comments on this report. All the comments and suggestions offered by the ERG were duly reflected in the report, as appropriate.

¹ An evaluation reference group was formed to provide quality assurance and oversight to the evaluation process. It was involved at all stages of the process (from reviewing the terms of reference to finalization of the report) and comprises focal points from the following institutions: Resident Coordinator Office, Ministry of Labour and Social Affairs, UNICEF, WFP and ILO.

Table of Contents

EXECUTIVE SUMMARY	4
LIST OF ABBREVIATIONS AND ACRONYMS	8
1. Objectives of the evaluation.....	10
2. JP Description	10
3. Evaluation methodology	14
4. Limitations.....	17
5.1. Relevance	18
5.2. Efficiency	25
5.3. Effectiveness	27
5.3.1. Resources	27
5.3.2. Technical Knowledge	29
5.3.3. Structure.....	31
5.5. Gender, SDGs and Persons with Disabilities.....	37
5.6. Sustainability	42
5.7 Coherence	45
6. Conclusions	50
7. Lessons Learnt.....	51
8. Recommendations.....	52
9. Bibliography.....	55
10. Annexes.....	57
ANNEX I. INTERVIEWEES LIST	57
ANNEX II. EVALUATION MATRIX.....	59

LIST OF TABLES AND FIGURES

Table 1 - Selected countries by typologies.....	17
Table 2 - Social protection policies and strategies – selected countries	17
Table 3. Summary budget table. UNICEF Country Program Document, Somalia 2021-2025.....	20
Table 4. International Conventions of Social Protection not ratified by Somalia	23
Table 5: Contribution of the JP to the acceleration fo Progress towards achieving the SDGs...	39

EXECUTIVE SUMMARY

The Joint Programme (JP) was designed to contribute to the implementation of the Social Protection policy by building capacities in the Federal Government of Somalia (FGS) and the Federal Member States (FMS) Units in charge of Social Protection, particularly through the Directorate of Social Protection in the Ministry of Labour and Social Affairs (MoLSA/FGS) and other FMS units. The JP was implemented by combining the expertise of UNICEF, the World Food Programme and the ILO. The total duration of the Project was of 28 months (1st January 2020 – 1st May 2022) with a total Joint SDG Fund contribution of US 2,045,300 (77,5%) and UN Agencies contributions of 594,926 (22,5%).

Relevance

The Joint Programme aligns with the Social Protection policy of Somalia and contributed to the elaboration of its Work Plan. Prior to the support of the JP there were no Social Protection focal persons at the FMS level, and the JP design and consultation was led by FGS based on feedback from FMS ministers. The needs remain structurally similar as in the decade of 2010 – 2020, despite significant progress in economic recovery and fiscal governance after the 2017 drought. There are opportunities ahead, such as the fiscal space that will be created by debt relief, the National Development Plan (2020-2024) and the government prospects to create an independent contributory social security scheme. Therefore, the programme has been relevant to make a significant contribution to the SGDs and the National Development Plan.

In terms of design, the Joint Programme clearly defines outputs, outcomes, and impacts, and establishes a division of areas between the three UN Agencies and the FMS and FGS ministries. When the Project was developed, in late 2019, the Social Protection sector was in a very nascent stage and the JP has adequately identified one outcome, which is realistic in a limited timeframe of two years. The support provided is also very pertinent in establishing the structure and capacities needed with a progressive and long-term view, since Somalia has only ratified the most universalized conventions as forced labor or eradication of child labor. Nevertheless, the country hasn't ratified Convention 102 on minimum standards of social protection.

Efficiency

The resource split among agencies resulted in a very small budget amounts available and had to be strategic in fund allocation. UNICEF was able to support on technical trainings, staff and exposure visits; the WFP invested the entire budget to support with the operational back stopping of Safety Net at the state level -focal person at federal level-, to coordinate with state actors, and to open conversations on SP with technical experts; ILO undertook SP assessments, policy engagement and expanding on insurance sector.

COVID-19 caused delays in the JP activities implementation, and it also forced to put in place *working from home* policies, as well as online training and other non-presential activities. The vulnerability assessment informed the Government's social protection response to COVID-19 by providing information on the socio-economic groups and livelihoods most affected by the pandemic in urban areas. In addition, the JP supported MoLSA strategically in coordinating the Government's COVID-19 related social protection response by funding the position of a COVID-19 coordinator, who had oversight on various initiatives supported by different partners in Somalia.

Effectiveness

The JP supported 10 staff in total in charge of designing and implementing Social Protection in the respective areas of the administration including FMS. They attended 4 trainings in total, and two training/study tours (1 in Rwanda and 1 Lesotho). The Project did not cover other beneficiaries beyond the Ministry of Labour and Social Affairs but the expectation is that federal and states complement the JP resources. It is also acknowledged that individual capacity strengthening is a prerequisite for institutional capacity building (laws, policies, coordination...) and therefore the project has also contributed to institutional capacity building within its timeframe.

It has become clear that the JP "has created an appetite" for SP. In terms of integrating international standards into Somalia's social protection approach, the social security inquiry was completed, and the social protection implementation framework was aligned with SDG indicators. The Project also succeeded in partially achieving its major objective to build the fundamentals of social protection from humanitarian schemes (such as cash transfers) to the development approach. In the case of Somaliland, it has started to include SP in the national budget for targeted groups such as people with disabilities and vulnerable women. This precedent can also contribute to open the door to similar improvements in other FMS.

In relation to the coordination of the JP in particular, the majority of the FMS reported that the role of MoLSA at the Federal level has been always effective, and communication channels were open also for sharing lessons learned and knowledge. In general terms, among the different challenges that influenced the JP capacity to reach its main objective, the one that stands out is that the Social Protection concept is new to Somalia, and it will take time before it is streamlined in the government operation.

Impact

The SP areas have received capacity building locally and internationally, have gained experience in implementation of Safety Nets. Overall, investments in staff, training, and convening power enabled federal government to engage with IFIs to lead towards a huge

investment in safety net for the country. These staff played a key role in engaging with federal ministerial meetings, representing the state voice and this was feasible as the JP was able to at least put in place one dedicated person to represent the state. It can be said that the JP has facilitated the role of the government until they can take over direct implementation. The programme has also proven to have impact in State building by creating a sense of community, and as a result of the improved capacities of the authorities, awareness in the communities for beneficiary registration in safety nets has improved.

Gender, SDGs and Persons with Disabilities

The importance of social protection for sustainable development is reflected in several other goals, including universal health coverage (SDG 3.8), gender equality (SDG 5.4), decent work and economic growth (SDG 8.5) and greater equality (SDG 10.4). The design of the national safety net was to target women with children under 5, there was an initial resistance to cash transfers to women from some government quarters but the technical team played a key role as positive influencer. More people receiving cash transfers automatically translates into acceleration towards SDG 1, especially target 1.3. The beneficiaries of the JP attended a training on gender-sensitive SP in Nairobi, and the General Directors have reported having a better understanding about the importance of inclusive SP. It is expected that the MoLSA and FMS will establish and strengthen gender-sensitive social policies. The JP has developed inclusivity skills in its activities to ensure that people with disabilities, women and girls, and other target groups are included in the SP.

Sustainability

Virtual trainings are recorded and available, and they can be used to continue capacity development strategies. Retaining the staff that has already been trained could be a challenge in terms of sustainability, but institutional learning that has been put in place, and the experiences of other States that can be a source of future replication and inter cooperation. In addition to this, the Director Generals (DGs) and not only SP specialists benefited from the capacity building training and this made them more likely to remain in the Ministry. In the short-term, individual and institutional capacity built within the framework of this JP will contribute to projects funded by other donors. Moreover, other cases in the region have shown how the COVID-19 pandemic brought new partnerships opportunities since several donors changed their priorities to support the social protection response to the crisis.

Coherence

At the onset of this JO, a Joint SDG Fund Programme Coordinator position was created and located within MoLSA, with the precise aim of ensuring coordination with FGS on SP

matters. This applies to SP interventions beyond the JP. The role of the coordinator has been essential in terms of ensuring complementarity with existing programmes, avoiding duplication and she has been associated with all activities to make sure that they fit well into the overall SP agenda within FGS.

The agencies have succeeded in establishing a common agenda to develop the skills needed by the technical staff. However, it was a challenge for the government to understand that they had to follow different procedures for every agency involved in the JP. The Joint Learning activities have allowed identifying recommendations and the support needed by Somalia in future: data collection is strategic, evaluating the impact of Safety Nets, guaranteeing the local financial resources to maintain and strengthen the technical teams, and establishing a public agenda on social protection aiming to achieve ownership and sustainability.

Lessons learnt and recommendations

The strategy of nominating focal points among government staff member who are already civil servants has proven to be a good way to retain capacities and influence decision making: Director Generals (DGs) and not only SP specialists benefited from the capacity building training and this made them more likely to remain in the Ministry. Among the recommendations, the report emphasizes that coordination with all stakeholders in the framework of the SP policy should be elevated at a strategic level: Office of the Prime Minister, Presidential Office, Ministry of Finance and FMS. Other recommendations include encouraging women in civil services, scaling up interventions on capacity building, the need of creating a national platform to address SP specifically for Persons with Disabilities, and developing further studies on how the informal/traditional SP works (Zakat) and how can be integrated with the formal social protection systems. It would be also a strategic decision to work in a joint resource mobilization strategy on social protection, beyond the JP, since donors may find an important added value in the fact that the three agencies contribute to guarantee a comprehensive and systemic approach to SP.

LIST OF ABBREVIATIONS AND ACRONYMS

ABND	Assessment Based National Dialogue
ASA	Advisory Services and Analytics
CSO	Central Statistics Office
DG	General Director
DWCP	Decent Work Country Program
FGS	Federal Government of Somalia
FMS	Federal Member State
HIPC	Heavily Indebted Country
IDA	International Development Association
ILO	International Labor Organization
ITCILO	ILO's International Training Center
JP	Joint Programme
MESFAF	Ministry of Employment, Social Affairs and Family
MIS	Management Information System
MoHADM	Ministry of Humanitarian Affairs and Disaster Management
MoLSA	Ministry of Labor and Social Affairs- Somalia
MoPIED	Ministry of Planning, Investment, and Economic Development
MPTF	Multi Partner Trust Fund
M&E	Monitoring and Evaluation
NADFOR	National Disasters Preparedness and Food Resere Authority
NDP	National Development Plan 9 (2020-2024)- Somalia
NDRA	National Displacement and Refugee Agency
NGOs	Non-Governmental Organizations
PMT	Proxy Means Test
PMU	Program Management Unit
PUNO	Participating United Nations Organizations
PWD	Person with Disabilities
RCO	Resident Coordinator's Office
SDG	Sustainable Development Goals
SNHCP	Shock-responsive Safety Net for Human Capital Project
SP	Social Protection
SPD	Social Protection Department
SRS	Somali Regional State
ToCs	Theories of change
ToTs	Training of Trainers
UN	United Nations
UNCRPD	United Nations Convention on the Rights of the Persons with Disabilities
UNEG	United Nations Evaluation Group
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund

UNJP	The UN joint programme
UNSDCF	United Nations Sustainable Development Cooperation Framework
USR	Unified Social Registry
WASH	Water, Sanitation, and Hygiene
WB	World Bank
WFP	World Food Programme

1. Objectives of the evaluation

The main purpose of the evaluation of the Joint Programme *Toward a Somali Led Transition to National Protection Systems*, executed by UNICEF, WFP and ILO was to promote accountability, organizational learning, stocktaking of achievements, impacts, good practices, and lessons learned from implementation towards SDGs. The findings will provide the Federal Government of Somalia, RCO, WFP, UNICEF, ILO and other key stakeholders valuable lessons on what has worked and what has not worked in the acceleration of SDG targets and why for consideration in the design and implementation of other similar programmes in future. This was a joint evaluation, with UNICEF and RCO as the lead agencies.

The objectives of the evaluation were as follows:

- To assess the relevance of the Joint Program *vis a vis* the national needs and the national and international development frameworks (NDP, UNDAF, SDGs)
- To assess the completion of the intended objectives and outcomes and the identification of any unintended results of the JP.
- To assess the operational efficiency of the JP, including the role of the different Agencies and its cooperation to achieve the expected outcomes – (do they all share the same approach/strategy or SP conceptualization?)
- To determine to what extent the JP main products and outcomes will still be coherent and sustainable in the future – (Is there a second phase envisaged for 2022 - 2023?)
- To determine any relevant contribution / impact to the SDGs acceleration.
- To identify best practices, lessons learnt and recommendations to all relevant stakeholders

2. JP Description

The Joint Programme (JP) *Toward a Somali Led Transition to National Protection Systems*, started 01/01/2020 and finalized 01/05/2022 with a full period of 28 months of implementation. The overall budget of the JP was of US\$ 2,640,226 with a total Joint SDG Fund contribution of US 2,045,300 (77,5%) and UN Agencies contributions of 594,926 (22,5%). The Programme was intended to contribute to the fourth pillar of the National Development Plan of Somalia (2020 – 2024), Social and Human Development, with the overall objective of “reduce poverty and increase the resilience of individuals, households and communities through improved essential services”²

² National Development Plan, Government of Somalia 2020 – 2024.

The JP was designed to contribute to the implementation of the Social Protection policy by building capacities in the FGS and the FMS Units in charge of Social Protection, particularly through the Directorate of Social Protection in MoLSA/FGS and other FMS units. The expected outcome of the JP was that FMS capacities were strengthened, particularly in the area of SP design and with a shift from assistance to building human capital (development). This would have been done by combining the three agencies' expertise to **provide MoLSA with a comprehensive platform for capacity building and institutional support**. It is mentioned in the Project Document that this support must put in place the "initial building blocks to strengthen the Social Protection Secretariat which is managed by the MoLSA".³ In addition to this, it is also mentioned that the platform would engage other partners as the draft proposal was shared with other agencies for their inputs.⁴

The direct beneficiary of the JP is MoLSA at federal and FMS 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 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, and with a particular emphasis on especially children, adolescents and youth, women, displaced persons, small farm holders.

There are other initiatives in the country giving support to Social Policies. The 'Shock Responsive Safety Net for Human Capital Project' funded by the WB is expected to provide cash transfer to 200,000 poor and vulnerable households (1.2 million individuals) across the FMS. The Component 1 of the Project is supported by WFP under service contract agreement with MoLSA to deliver nutrition-linked cash transfers. The operational cycles for the cash transfer include communication, registration of potential beneficiaries, enrolment for and issuance of a program card, payment delivery, and grievance redress and monitoring. Implementation experiences of the cash transfer would also feed into documenting the lessons learned. These delivery processes will benefit from WFP's experience in Somalia through the SCOPE beneficiary management platform. WFP maintains the database of the project beneficiaries, which will be migrated to MoLSA once the Government's capacity to manage the database is in place.

The Component 2 is oriented to building capacity of the FGS/MoLSA to gradually take over full management and implementation of a Safety Net program and lay the foundation for a more comprehensive SP system in Somalia. The component provides policy support, TA for the development of safety net delivery systems, which include a social registry, MIS, operational procedures for registration, enrolment, targeting, grievance redress, payment delivery, monitoring, community outreach and information campaigns, and

³ Joint Programme Document (Ibid.) P. 16

⁴ More specifically, UNHCR and FAO. Ibid. P. 14

capacity-building activities. This component is implemented by UNICEF under service contract agreement with MoLSA.

The Component 3 of the Project establishes a Project Implementation Unit (PIU) to support MoLSA on the day-to-day management, coordination with other stakeholders, and M&E. Knowledge management and learning activities are also supported under this component, as well as the design and preparation of a pilot safety net activity targeting youth.

Documentary review indicates that staffing support provided through the JP has enabled MoLSA to actively take up responsibilities in their respective units guiding project implementation for the government. Although the social protection portfolio for MoLSA is well funded through the SNHCP, personnel assigned is limited at the sub-national level. JP reports indicate that the focal points in FMS supported under the JP have been actively leading the implementation of the National Safety Net project, Baxnaano, and participating in key technical meetings hosted by the federal government as well as development partners. In this regard, it is important to explore the role of the JP at the FMS, and if this is something that it has made a difference vis-a-vis similar intervention.

Facts and figures

- Total budget: \$2,640,226 (\$2,045,300 Joint SDG Fund contribution; USD 594,926 co-funding UNICEF, ILO, WFP)
- Total duration: 28 months (1st January 2020 - 1st May 2022)
- Total Government staff supported under the programme: 10, including 4 at MoLSA, 5 in the FMS (1 in each) and 1 in Somaliland
- Number of study tours on social protection: (2 in Rwanda, 1 in Lesotho)
- Number of trainings for Government staff: 4
 - Introduction to social protection
 - E-Coaching on shock-responsive social protection
 - Inclusive social protection
 - Gender-sensitive social protection.

The context of the SP policy in Somalia

The Social Protection Policy was launched in 2019 and it has identified a number of vulnerable groups, including children (particularly girls), youth, persons with disabilities, women, elderly, larger households with dependents, migrants, and displaced persons. This policy is particularly relevant in a context where 73 per cent of children below 14 years of age (nearly half of Somalia) are poor, and almost 9 out of 10 Somali households

are deprived in at least one dimension: monetary, electricity, education, or water and sanitation.⁵ The situation of women has worsened after the COVID-19 pandemic: the participation in the labor market for a salaried income has reduced to 30% men (from 60%) and only 10% women (from 35%) fully engaged on a salaried income service.⁶

As defined in the policy, social protection is meant to be a vehicle for social contract between the State and the Citizens, and cut across sectors envisioning all components of a social protection system. Since 2012, a number of initiatives and studies have also assessed the feasibility of moving toward a nationally owned and coherent social protection system, but the policy advocates for transitioning from safety nets to the social protection floor, as well as the promotion of labor market policies and interventions that lay the foundations for human capital development. As per its multi-agency and cross-sectoral approach, it will require the cooperation of different ministries at all levels, including the FGS and FMS.

The capacity of the Federal Government of Somalia (FGS) is steadily increasing, and it is committed to the establishment of a strong system of social protection, as reflected in the National Development Plan (NDP) 2017–2019, Recovery and Resilience Framework. In addition, the FGS established a social protection sub-working group as part of the New Deal/Peace and State-Building Goals process. The institutional framework for social protection in Somalia has also evolved, with the assignment of a ministerial lead for social protection at the federal level under the Ministry of Labor and Social Affairs (MoLSA) and the support of the Ministry of Humanitarian Affairs and Disaster Management (MoHADMD) and the Ministry of Planning, Investment, and Economic Development (MoPIED).

The policy envisages that social protection delivered by the government with development partners will complement the country's diverse informal, traditional, and community-based social protection mechanisms, and this would be an area of particular interest for this evaluation and will require further research. Another area of interest is how to ensure fiscal and political space for the social protection agenda, develop a clear and realistic vision for social protection, guide implementation, and link social protection with other policy actions to achieve comprehensive outcomes. In this regard, social protection has to be delivered in a way that is holistic and properly targeted, but also realistic and incremental, considering the scale of these challenges. The policy acknowledges that the efficiency and effectiveness of social protection programmes depends on common, coherent, and robust operational systems, administrative processes, and institutions. This is a key precursor to moving from an ad hoc and fragmented project-based approach toward more predictable and harmonized national programmes.

⁵ Joint Programme Document *Toward a Somali Led Transition to National Social Protection Systems in Somalia (2020-2021)*, Joint SDG Fund.

⁶ Horn Population Research and Development, *Vulnerability Assessment in Somalia*

It is important to establish a consensus and clarify precise roles between FGS and FMS to enable effective implementation of the policy. FGS need to provide coordination through MoLSA's leadership, and FMS need institutional capacity and governance to manage policy implementation in their geographic area. At the FMS level the designation of social protection has advanced in Puntland, where it is a priority under the social services sector of the strategic development plan managed by the Ministry of Women and Social Affairs. This was further demonstrated by the establishment of the Puntland Agency for Social Welfare in 2009 to support the social care and social protection needs of orphans and vulnerable children.

MoLSA facilitated the creation of the intergovernmental technical group, comprising of representatives from the FGS, the FMS, and Banadir region to support the development of the Social Protection Policy. It was envisioned that this group would continue to support the development of the social protection system. It is recognized in the Policy that institutional capacity is a key challenge in implementing social protection programmes in Somalia at all levels of government, and that MoLSA will invest in human resources to design systems for social protection programming. This is a particular area where the Joint Programme aligns with the Policy.

3. Evaluation methodology

The methodology was theory-based as a way of structuring and undertaking the analysis. The Theory of Change of the project was revised and reformulated, based on the evaluability of some of its original outcomes. More specifically, the approach was to focus the research on the "the initial building blocks" which should have been achieved through the JP, and particularly in reinforcing the capacities of MoLSA, since the project was initially conceptualized "to impact on human capital and the resilience of the population".

The evaluation followed qualitative research methodologies with the goal to understand the perceptions and the assessment of the stakeholders involved. Primary data sources have included 28 in-depth interviews, 3 visits field visits and 1 focus group that was used for collecting qualitative data and further elaborating on the role of the FMS. It also allowed to contrast the information regarding the outcomes in terms of policy and behavioral change triggered by the project implementation. Secondary data sources have included reports from the three UN Agencies implementers, policy documents of the Somali government and others.

In-depth interviews were used to elaborate on the activities implemented by the stakeholders, the outcomes achieved, and the evolution throughout the project life cycle. They were structured with a set of questions defined in advance in accordance with the evaluation matrix. Open-ended questions have allowed the informant to share in-depth

knowledge of the subject and to open the room for exploratory or additional inquiry. Interviews have taken from 50-60 minutes and were recorded when accepted; some interviews have also been transcribed.

The Evaluation Matrix (see Annex II) is related to the ToC in the questions and dimensions of the evaluation. Effectiveness was measured against the performance of the JP in terms of reinforcing resources (human resources and equipment), technical knowledge (new skills) and structure (governance, institutional development). In this regard, the initial building blocks of the SP in Somalia has been referred to human resources capacitated and with technical knowledge to discuss policy issues, and the ability to influence on policy (policy documents at the level of FMS and FGS) and to coordinate among them.

Sampling and data analysis

Given the challenges in the political and social context, *convenience sampling* has been selected as the method that will best ensure the participation of a representative universe of informants, as a reflection of the main stakeholders. In this regard, the sample includes members from the institutions, beneficiaries, donors and civil society, as well as the Project Management. The following stakeholders have been selected for the two data collection methods:

Three groups of main stakeholders have been identified:

1. FGS and FMS (South West and Puntland) + Somaliland + Focus Group with Banadir, Galmudug, Hirshabelle and Jubaland.
2. Civil society: include Somali Chamber of Commerce, Trade Unions, Save the Children, and African Disability Forum
3. United Nations – UNICEF, World Food Programme and ILO, World Bank

Interviews with the Somali Chamber of Commerce and Trade Unions did not take place since they were not available, after several communications and different options to schedule the interviews. This was reinforced with interviews at the regional and local levels with ILO advisor and specialist.

The main ideas of the interviews have been systematized in a Table integrating the different answers to the same questions. Triangulation with documentary review and Focus Group Discussions have also allowed to draw objective conclusions. Data have been analyzed thematically. Inferential analysis has been used to determine sequences or actions which were not clarified in the interviews or from documentary analysis. The set of indicators defined for each question helped to establish conclusions about causes and effects, and to respond effectively to the questions.

The evaluation was guided by the Norms and Standards of the United Nations Evaluation Group (UNEG), as well as UNICEF Evaluation Policy, complemented by RCO, ILO and WFP policies. The evaluation has been conducted in a participatory manner: key stakeholders have been involved in all phases of the evaluation, including the planning, inception, fact-finding, and reporting.

Coherence

To address the criterion of Coherence, the evaluation team considered the conceptualization on coherence developed and applied by the United Nations System which implies that all UN agencies and stakeholders will reinforce collaboration, joint work, and partnerships to improve efficiency, effectiveness and relevance and achieve better results and outcomes. This concept is linked to efficiency and effectiveness, in the sense of reducing duplication and maximizing results. To carry out the evaluation of coherence, the team has used three main tools: interviews with key informants, literature review, and a country mapping.

Regarding the interviews, and in addition to the JP local implementation team, it included a regional advisor in social protection, Coordinators of similar programs in other countries (Rwanda and Tanzania) and a global expert on social protection. The literature review was focused on coherence as a principle of the United Nations System, and its main elements and expected results, the social protection landscape in Africa; and documents from similar Joint Programs from other African countries.

A country mapping was developed to identify cases in Africa whose lessons learned might contribute to address this criterion. The mapping exercise considered all African countries in which similar joint programs supported by the SDG Joint Fund were or are being developed. The main elements for the analysis in this area are coordination and synergies, joint learning, and partnerships. The analysis considered how these aspects were addressed in the JP, if those elements were significant to the JP goals achievement, and which opportunities arise in terms of future actions. The questions regarding Coherence are included in the evaluation matrix (See Annex II).

Taking the whole group of countries, other variables were considered to select no more than three countries with the most similar features and challenges in this group, and with similar or more advanced stages in the implementation of their social protection systems and policies. The countries identified were Rwanda, Tanzania, and Malawi, since all of them are in the East Africa region, are low-income countries and non-resources-rich, and all of them have some degree of drought exposure.

Table 1 - Selected countries by typologies

Country	Geography	Income group	Fragility	Resource status	Drought exposure
Somalia	East Africa	Low income	Fragile	Not resources - rich	Medium
Rwanda	East Africa	Low income	Non fragile	Not resources - rich	Low
Tanzania	East Africa	Low income	Non fragile	Potentially resources - rich	Medium
Malawi	East Africa	Low income	Non fragile	Not resources - rich	Medium

Source: Own elaboration based on World Bank, Realizing the full potential of Social Safety Nets in Africa, 2018

Table 2 - Social protection policies and strategies – selected countries

Country	Overall development of social safety net system	Social protection strategy or policy status	Measures to deal with crises	Development partner involvement
Somalia	In progress	Present	Moderate	Yes
Rwanda	In progress	Present	Moderate	Yes
Tanzania	In place	In progress	Strong	Yes
Malawi	In progress	Present	Moderate	Yes

Source: Own elaboration based on World Bank, Realizing the full potential of Social Safety Nets in Africa, 2018

The evaluation team reached out to the coordinators of the joint programmes in the three countries, and it was possible to establish contact and interview key informants from Rwanda and Tanzania. The reference case selected for the analysis is Rwanda. Even though the JP in Tanzania had significant implementation limitations, we considered some key elements reported during the interview. The findings will be presented for each one of the evaluation questions, starting with the analysis on coherence of the JP in Somalia and followed by references to the case of Rwanda and some mentions to Tanzania when relevant.

4. Limitations

The initial objectives of the evaluation were prioritized in the Technical Proposal due to the limited timeframe of the full assignment, 4 months in total (from end January to 30th of April).

While the use of technology has enabled to carry out virtual meetings, it is not free from challenges such as intermittent internet connection or limitations such as trust and rapport building that arise from a lack of face-to-face interaction. For example, in the Focus Group Discussion with the FMS Hirshabelle, Galmudug and Jubaland, one participant did not have a wireless internet connection and had to rely on mobile bundles, while a second had issues of unstable connection. The evaluation team was still able to document the experiences of the project focal points/social protection specialists in the three FMS. In addition to this, face-to-face meetings were conducted in Somaliland, Puntland and South-West State.

The coordinator of the evaluation had to change the original plan of conducting face-to-face meetings in Mogadishu due to emergency health issues. The workplan was interrupted until the team was reinforced with another person, and the coordinator resumed work and held online meetings.

A number of the intended informants could not be reached (3 in total), partially because of Ramadan and in other cases because they were not in charge anymore of SP activities in the country. This has been reoriented with more interviews in the FMS with CSOs, particularly Save the Children, and increasing interviews with regional experts, such as the African Forum of Disabilities, ILO and WB regional advisors.

5. Analysis and Findings

5.1. Relevance

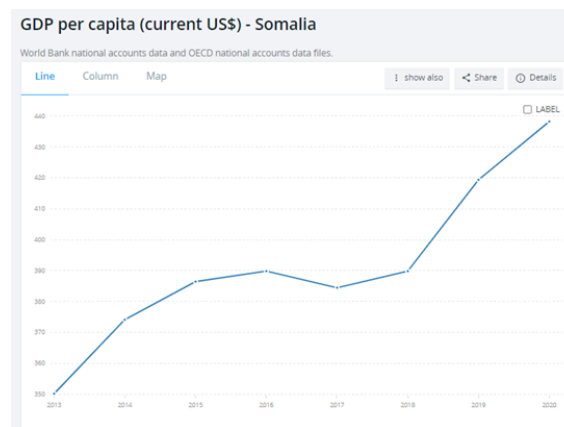
1. *Is the project relevant to the UNSCF, the DWCP, SDGs and national development frameworks and direct and final beneficiaries? To what extent were the programme objectives valid and appropriate and have remained so over time?*

The discussion of state-led Social Protection in Somalia gained momentum in mid-2019 after the Somalia Social Protection Policy was endorsed in July 2019 and published in September of the same year. The policy aims to contribute to the Federal Government of Somalia's commitment to peace and prosperity by ensuring that development is equitable, inclusive, and compassionate. The Social Protection Policy Implementation Framework was prepared a year later (August 2020), comprising seven policy priorities for the period of 2020 – 2024, a map of stakeholders, institutional arrangements, and coordination structures for its implementation.

The Joint Programme (JP) Toward a Somali Led Transition to National Protection Systems started on 1st January 2020 and ended on 1st May 2022. Therefore, it is considered relevant for the implementation of this policy and has contributed to the elaboration of the Work Plan. 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.” The JP project contribution, such as the capacity building trainings that aimed to build the capacity of the government to lead SP, has been relevant. The officials that benefited from capacity building reported to have understood the concept of SP and the prerequisite for a successful state takeover including requirements, standards, procedures, and coordination.

In Somalia, the needs remain structurally similar as in the earlier decade of 2010 – 2020, despite significant progress in economic recovery and fiscal governance after the 2017 drought as can be seen in Figure 1. However, shock combinations such as droughts, floods, desert locust infestation and the COVID-19 pandemic have made SP more relevant. The SP as defined by the Somali policy instruments addresses these types of shocks and since the Somali state is re-emerging after a prolonged absence, the state is preparing to reclaim the SP that has been led by the UN and NGOs in the past three decades.

Illustration 1 – GDP per capita (current US\$) - Somalia



Source: World Bank data

The JP is also aligned with the UN Agency policy instruments. The ILO support for Somalia is articulated in the Draft Somalia Decent Work Country Programme (DWCP 2017-2019), which is aligned to the National Development Plan (NDP 2020 - 2024). The ILO also is also engaged with multi-stakeholder alliances established to support the SDGs, and this includes the Universal Social Protection 2030 initiative.

UNICEF has included Social Policy as one of the priorities in the 2021 Country Programme Document along with Health, Nutrition, WASH, Education, Protective Environment and Programme Effectiveness (See Table 1). The document also mentions lessons learnt, the need for flexibility and agility in linked humanitarian and development programming, investing continuously in building a more resilient health system, and the imperative of working within communities towards behavioral change.

Table 3. Summary budget table. UNICEF Country Program Document, Somalia 2021-2025

<i>Programme component</i>	<i>(In thousands of United States dollars)</i>		
	<i>Regular resources</i>	<i>Other resources</i>	<i>Total</i>
Health	10 510	139 193	149 703
Nutrition	10 510	29 039	39 549
Water, sanitation and hygiene	10 510	46 952	57 462
Education	8 890	85 870	94 760
Protective environment	8 890	20 729	29 619
Social policy	7 280	20 775	28 055
Programme effectiveness	24 250	43 489	67 739
Total	80 840	386 048	466 888

Source: UNICEF Country Program Document, Somalia 2021 – 2025

There are opportunities ahead to highlight the relevance of the Joint Programme as envisaged during its conceptualization: First, the fiscal space that will be created by debt relief, and that was presumably assigned on social sectors, although the COVID-19 crisis has changed priorities in the country. Second, the National Development Plan (2020-2024) which clearly identifies Social Protection among the priorities of its fourth pillar: Improved Social Development; third, the government prospects to create an independent contributory social security scheme. More recently, the interest in developing partners in Social Protection in the country is growing, as is the case of the WB, with four Programmes running at the same time.

Summary of the International Agencies SP portfolio in Somalia.

- Since March 2019, a US\$2 million Social Protection Advisory Services and Analytics (ASA) project³⁰, funded by the MPF and implemented by the World Bank, provides technical assistance, builds the capacity of the FGS and evidence-based policies on safety net delivery systems (targeting, payment, social registry, etc.).
- From September 2019, a US\$65 million IDA operation has supported the establishment of Somalia's first safety net program – Shock Responsive Safety Net for Human Capital Project, SNHCP (Baxnaano) – to deliver cash transfers to poor and food-insecure rural households, while facilitating their access to human development services, and respond to shocks.
- In September 2020, the Shock Responsive Safety Net for Locust Response Project (SNLRP) was launched with a US\$40 million IDA grant, to scale up Baxnaano in response to the locust invasion crisis.
- In September 2021, two companion US\$185 million additional financing operations were launched to support the continuation of the SNHCP (US\$110 million) and the expansion of the SNLRP (US\$75 million).
- SAGAL is a three-year project funded by the EU ILED social protection programme and implemented by Save the Children, with the Ministries of Labor and Social Affairs. The programme budget is \$2 million per year and in part aims to support USR design, Baxnaano implementation, and other SP such as the Coordination Unit database.

Source: Own elaboration based on Al-Ahmadi, and A. Zampaglione, G. From Protracted Humanitarian Relief to State-led Social Safety Net System: Somalia Baxnaano Program, and. [Others](#).

The FMS and Somaliland are in different stages in terms of capacities and with a different type of vulnerabilities, but since the concept of SP is new to all states, those interviewed appreciated the capacity building component of the project as timely and relevant. Nevertheless, the beneficiary line Ministries (Labor and Social Affairs) reported that their limited role in the JP design at the state level and funding constraints had limited the programme decentralization at the sub-state level, i.e. districts and municipalities, which could have eventually contributed to the project relevance at the state level. The SP specialists and focal points interviewed stressed that the JP should have recruited more staff for the FMS, since it is the FMS that is responsible for the SP implementation. However, prior to the SDG support there were no SP focal persons at the FMS level. The JP design and consultation was led by FGS based on feedback from FMS ministers. The Fund supported the initial establishment of the SP (one person unit in 2020) and subsequently there were other focal persons added.

The informants at the level of FMS also noted that the JP was focused more on individual capacity building than institutional capacity building but the idea was to support one person as an initial startup. In fact, they were confident that the trained individuals could train other people on SP in the future. The fact that capacity building beneficiaries can train others at the FMS on SP is relevant to the JP focus that MoLSA and, by extension, the FMS Social and Labor Ministries serve as a learning organization on SP in Somalia. However, as shall be explained later, the interviewed officials were concerned about retaining the trained staff.

2. *Are the activities and outputs of the programme consistent with the overall goal, objectives and intended impacts? How appropriate has the results framework been? Does the project have a solid Theory of change to guide the project implementation?*

The Joint Programme clearly defines outputs, outcomes, and impacts, and establishes a division of areas between the three UN Agencies and the FMS and FGS ministries. The Joint Programme was originally conceptualized to create the basis of a Social Protection System through MoLSA and FMS's capacity development, particularly in SP design, and with a shift from assistance to building human capital development.

Compared with other programmes that identified several outcomes, the JP has adequately identified one outcome, which is realistic in a limited timeframe of two years. Having one outcome is important to have relative control of the programme outputs, but here the output definition is high in terms of expectations (almost at the level of outcomes) since it lays over three major aspects that may not be in the control of the JP. First, the establishment of an equitable and inclusive social protection Directorate at MoLSA and social protection units in FMS. This entails activities at the level of the Government as a whole - Planning, Development and Finances - and not only staffing positions from outside to the MoLSA. For these positions to be inclusive and equitable, other additional areas should also be involved.

Second, the reinforcement of capacities of FGS/MoLSA to serve as a Learning/Convening Organization of Social Protection. This implies a capacity building plan that has to be sustainable in the medium to long run, creating partnerships, public and private alliances, civil society engagement, among other aspects, and with the involvement of at least the Ministry of Finance. Here, it is also important to define not only the conceptualization of capacity development, but the role of MoLSA itself and its pertinence as a learning or convening organization rather than strictly a policy regulator to run the entire national system of Social Protection. When the Project was developed, in late 2019, the Social Protection sector was in a very nascent stage, and the ABND should ideally inform the capacity requirements, and subsequently develop a capacity strengthening plan.

Finally, mainstreaming International Standards for Social Protection, including gender and social equity, into the Social Protection Implementation Strategy. This is very challenging considering the number of ILO conventions existing in the area of Social Protection, although some of them could have impact on various aspects at the same time, and it would be more cost-efficient to integrate all the activities related to this point in one direction.

Table 4. International Conventions of Social Protection not ratified by Somalia

		Universal Health Care	Child and family	Women and man of working age							
		Medical Care	Family	Sickness	Employment injury	Unemployment	Old age	Maternity	Invalidity	Survivors	Migrant workers
<i>Convention</i>	102	X	X	X	X	X	X	X	X	X	
<i>Convention</i>	118	X	X	X	X	X	X	X	X	X	X
<i>Convention</i>	121				X						
<i>Convention</i>	128						X		X		
<i>Convention</i>	130	X		X							
<i>Convention</i>	157										X
<i>Convention</i>	168					X					
<i>Convention</i>	183							X			

Source: Own elaboration

Somalia has only ratified the most universalized conventions as forced labor or eradication of child labor. Nevertheless, the country hasn't ratified Convention 102 on minimum standards of social protection. Not having a contributory social security system and relying only in Social Safety Nets as SP main pillars narrows the capacity to ratify international conventions. Another limitation is the lack of tripartite dialogue, which requires a strong trade union representation and a strong employers' organization that can establish it. Therefore, the general structure is still to be generated, and in this regard, the support provided by the JP is very pertinent in establishing the structure and capacities needed with a progressive and long-term view.

3. Have the Joint Programme partners been chosen adequately to lead and implement actions?

The selection of the partners was made based on their experience and the good relations with the government. The FGS was consulted to select them and, given the limited resources of the programme, it was advised that implementers should not be more than three. In the case of the FMS, interviewees reported that if they have had the chance to contribute to the project design, they would have advocated the emphasis of other needs, such as raising awareness of SP standards and procedures in other Ministries, decentralization of the SP to the sub-state level i.e., districts/municipalities and regions, and recruiting more staff at the state level to allow more staff to benefit from the SP capacity building and buy-in from the sub-state and inter-state levels.

This could also be extended at the regional levels, since Labor and Social Affairs Ministries (such as the case of Puntland, Somaliland, and Southwest) have coordinators in the regions and they could have been included in the training. The local municipalities (in the case of Puntland and Somaliland) have Social Protection Departments (SPD) which could have been important partners in the JP project.

Furthermore, Somaliland has other key SP agencies such as the National Disasters Preparedness and Food Reserve Authority (NADFOR), National Displacement and Refugee Agency (NDRA), and the Ministry of Interior which hosts civil registration data. The understanding of SP, capacity building and coordination among these institutions would have been important for the JP project in terms of coordination and the clarification of roles. In addition, all FMS have Ministries or Religious Affairs and endowments which may become key partners for the discussion of integration of formal and informal/traditional SP such as the Zakat and social contributions which is common and powerful SP in Somalia/Somaliland. Finally, all FMS have Ministries of Finance and Planning, which are also important for the SP. The former is responsible for national budgeting, and its SP understanding is important for gradual government funding of SP. The latter is responsible for national planning, including the National Development Plans (NDPs). SP is multi-agency and since the concept is new to Somalia and Somaliland, engaging with wider stakeholders is essential.

Although project design has been done properly in terms of selecting the implementing partners and including not only FGS but also FMS as part of the design, a wider approach could also have been developed to include other areas of the government (both at FGS and FMS level) such as education, health, infrastructure, planning, finances, etc. essential to develop the SP system. However, the resource split among agencies resulted in a very small budget amounts available and had to be strategic in fund allocation. As the Baxnaano Project was just at the initial stages and there was no focal person to engage at the state level the small resources were allocated primarily to FMSs. The Project could only support 1 staff and their monitoring costs at the field level.

Findings on Relevance

- Highly relevant as part of support to the Social Protection Policy and SP Framework
- There is a need to build capacities of SP in other Ministries (and not only in the Social Protection Ministries) and this would strengthen the SP relevance and its implementation framework
- In terms of design, consultation with FMS ministries was undertaken since at that time there were not Social Protection units at the state level
- The programme is relevant to make a significant contribution to the SGDs and the National Development Plan.

5.2. Efficiency

1. *To what extent were human and financial resources allocated to the JP sufficient (in quantity and quality) to achieve expected outputs and contribute to the expected outcome?*

The efficiency of resources allocated to the project was different for each FMS. The Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) staff in Somaliland benefited from the SP capacity building and the project has also paid the salary of two 'secondments' (experts) in policy development and advocacy areas. They are regularly implementing Training of Trainers with local staff, and in this regard, the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) team believed that the secondments (experts) were 'worth' to achieve the expected outputs and outcomes, i.e. trainings, SP policy drafting and advocacy. The Ministry also recorded virtual trainings so that it would be available and can be used anytime to train more people on the SP. In this regard, a small investment in human resources (around US \$ 40,000 in two years) has made significant contribution in terms of results, although it was reported that additional resources were invested by the World Food Programme into Somaliland since SDG funds did not suffice.

Interviewees from the Ministry stated that the JP capacity building programme was supposed to be decentralized to the Ministry's regional offices, Local Municipalities, but no activities were carried out in the regions and districts. The JP implementation was limited to the national level (Hargeisa/MESAF headquarter) since regional staff could not attend virtual training as they do not have the equipment to participate in virtual meetings. Therefore, no JP activities were carried out beyond the national level.

Other FMS considered that resources were not sufficient to train local staff (district councils), and that SP specialists/focal points had to deal with many tasks, including procurement, finance, administration, and others. The approach of Training of Trainers was not fully developed in other FMS, as in Puntland or Hirshabelle, where it was claimed necessary to reach the sub-state level, line Ministries, and local councils. Here the JP hired SP focal points, while in Southwest, Galmudug, and Jubaland, the JP hired General Directors as focal points. The logic behind the recruitment of the DGs was that they were experienced, and this is also consistent with the assumption that they are likely to stay longer with the Ministry.

In terms of efficiency, the Project split the resources and activities based on the comparative advantage each UN Agency. UNICEF was able to support on technical trainings, staff and exposure visits; WFP invested the entire budget to support with the operational back stopping of Baxnaano at the state level -focal person at federal level-, to

coordinate with state actors, and to open conversations on SP with technical experts; and ILO undertaking SP assessments, policy engagement and expanding on insurance sector.

COVID-19 caused delays in the JP activities implementation, and it also forced to put in place *working from home* policies, as well as online training and other non-presential activities. This entails some risks since meetings or training may not actually be attended despite being connected. Experts could not travel to the FMS, especially the leading consultants, and it was also a challenge to visit partners such as the UN organizations, since key experts left the country. As stated by interviews from Puntland, the SDG/JP project had an 85% focus on individual capacity. However, not all project activities were implemented according to plan, which affected the achievement of the project's goals, outputs, outcomes, and impact. The trainings were limited to one individual per FMS at the state level, and the staffing was limited to one SP specialist per FMS. Furthermore, the SP system was not well developed, the trainings were not decentralized to the sub-state level, and neither did they reach the line Ministries and local councils.

The International Training Centre of ILO (ITC-ILO) facilitated face-to-face training, and SP training was also attended in Naivasha, Kenya, in 2021 when restrictions to international travel were lifted.

2. *What are the factors affecting the pace and quality of implementation and how can these be mitigated? To what extent is the COVID-19 Pandemic influencing project results and effectiveness and how the project has addressed this influence and is ready to adapt to changes for at least some time from now-on?*

The political situation in Somalia was not stable in 2021 and there has been a cabinet reshuffle, with a change in the leadership at MoLSA (at Minister and Director General levels). Since the programme was implemented in close collaboration with MoLSA, this leadership change resulted in an implementation delay of approximately 4 months. This could partly have contributed to some complaints raised by most FMS. The challenge of high labor turnover was reported at FMS and FGS levels, and this is also a challenge to the sustainability of and the commitment to the SP. The Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) considered that low turnover at the Ministry in the last two years and strong commitment of the top Ministry leadership with SP may have contributed to better performance.

COVID-19 crisis has affected project implementation. The original design was to implement face-to-face capacity-building training and participate in study tours in the countries of the region. Three study tours were planned, but only two could actually be implemented, including one on social protection governance face-to-face in Rwanda and one virtual in on social protection through the lifecycle Lesotho. The third one that was planned to learn from the experience of another country on how social protection has

helped build the social contract between the State and its citizens, could not be implemented. This was due to two main reasons. First, the difficulty to identify the host country; eventually Nepal was selected, and the study tour was supposed to be done in collaboration with Save the Children, but there were many restrictions to travel to Nepal (and for Nepalese officials to host people coming from other countries) due to COVID restrictions. The second reason was the unavailability of MoLSA staff from the fourth quarter of 2021, due to competing priorities with the implementation of Baxnaano.

The vulnerability assessment undertaken under the joint programme informed the Government's social protection response to COVID-19 by providing information on the socio-economic groups and livelihoods most affected by the pandemic in urban areas. In addition, the programme supported MoLSA strategically in coordinating the Government's COVID-19 related social protection response by funding the position of a COVID-19 coordinator, who had oversight on various initiatives supported by different partners in Somalia.

Findings on Efficiency

- The efficiency of resources allocated to the project was different for each case: very efficient in Somaliland where Training to Trainers has been put in place, and more limited in the FMS
- Resources were not enough to train more staff at state and sub-state levels
- Working from home activities and online training went well although they have to be complemented with face-to-face meetings and field visits
- The JP was highly efficient in supporting MoLSA strategically to coordinate the Government's COVID-19 related social protection response by funding the position of a COVID-19 coordinator

5.3. Effectiveness

1. *Have the targeted outputs, outcomes, and strategic results of the Joint Programme been achieved?*

5.3.1. Resources

The JP supported 10 staff in total in charge of designing and implementing Social Protection in the respective areas of the administration: four at MoLSA (including 2 female staff), five in the FMS (one in each) and one in Somaliland. This is an unusual

approach that was well received by the beneficiaries at the FMS, since according to the interviews with both the Programme management and the FMS, resources are usually allocated to the Federal government or “State-led policies”. At the initial stage, the UN was mandated to implement on behalf of the government; with the time the government understood that the fund flow and accountability for the safety nets needs to adhere to the UN standards. Focal persons in federal and state level helped to provide an anchor in these long-term conversations. It can be said that the JP has facilitated the role of the government until they can take over direct implementation.

The staff, however, does not seem to be enough to tackle all the responsibilities related to SP and to become fully operational. For instance, in Somaliland, the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) planning department has one person and the officials consider that the Social Affairs section of the Ministry, in charge of gender and disability, needs to be a stand-alone department. In Puntland, it is considered that there is an imbalance between the staff of the MoLSA at the Federal Government and the recruitments in the FMS (one Social Protection specialist), as well as disparity in salaries.⁷ It is difficult, however, to isolate funding sources, since the Baxnaano Project consultants are reimbursed based on the World Bank programme management standards, and this may also clarify the disparity in salaries.

FMS have to deal with several complaints, grievances and emergencies in the field and they use their own systems of communications (personal cell phones). It is very common that households who have not received the money arrive at the FMS structures, particularly in Puntland, since the money transfer of Baxnaano Project through telecommunication operators that don’t operate in the state.

Since this is a critical area of support, the risk of prioritizing salaries and per diems in the budget is high. Informal conversations reported that service delivery and development is not a top priority for the Somali FMS because, due to budget constraints, they prioritize salaries, per diems and running costs. For example, in Somaliland over 70% of the national budget is allocated to salaries and operation costs. Similar budgeting practices can be observed across the FMS. The lack of decentralization is not limited to MoLSA; state-level institutions do not decentralize because they do not have the funds to, or it may also affect salaries, per diems and running cost.

Equipment

The overall objective of the SDG fund is to play the role of a complementary investment and invest into upstream/ policy initiatives and not implementation investments. Nonetheless, all FMS and Somaliland emphasized that SP sections in the respective Ministries are under-equipped, and they don’t have the necessary systems such as computers for the USR implementation. The Ministry of Employment, Social Affairs and

⁷ To be contrasted: From \$4,000 to 8,000 monthly in FGS versus \$1,100 in FMS)

Family of Somaliland (MESAF) lacks software and hardware such as Management Information System (MIS) infrastructure. There is also a need for coordination and an interface to be created between the MIS at the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) and the Ministry of Interior's national ID database to have a single registry; currently, the systems are not integrated, and the absence of a single Registry is a major problem to the planning and implementation of SP.

This is also important in terms of coordinating with other policy areas, as the Ministry of Endowment and Religious Affairs of Somaliland and MESAF should coordinate and share a database or National Single Registry to have integrated systems between the Informal SP programmes such as the Zakat payment and the formal SP. The Zakat is a system of Islamic annual charity through which people who have resources share them with people who don't by donating 2.5% of their 'zakatable' assets. This is also important in terms of visibility, aid coordination and building trust in the State. For instance, recently the National Drought Committee delivered food to the people affected by drought. However, without a database, informants reported that the cost of delivery is too high for security and logistics reasons.

The idea of including the formal and informal structures also comes up in other interviews, and this would be an area of recommendation in this report for future research and policy instruments. If proper and robust SP systems integrating with the informal system are in place, they can be used for emergencies. However, those interviewed from the FMS stated that most of the equipment and system development is taking place at MoLSA.

Fiscal deficit

The Joint Programme intended to leverage public funding, especially debt relief funding for social protection, but increased fiscal deficit partly due to the COVID-19 crisis did not allow to free additional fiscal space for social protection during the timeframe of implementation of the JP.

5.3.2. Technical Knowledge

A major output of the joint programme was capacity development through training (both face-to-face and virtual), study tours in the neighboring countries that have established SP systems, and participation in international conferences and workshops on social protection. This output was delayed and had to be completely restructured to account for the new COVID-19 reality. Movement restrictions resulted in a standstill of air travel and

cancellation of gatherings. Despite these limitations, trainings specifically designed for FGS and FMS staff in charge of social protection were implemented including:

- Introduction to social protection in Naivasha, Kenya
- E-Coaching on shock-responsive Social Protection; online
- Inclusive Social Protection; in Kigali, Rwanda
- and gender-sensitive Social Protection in Nairobi, Kenya.

In addition, government staff at FGS and FMS levels had a virtual study tour in Lesotho to learn from their experiences on how social protection (life-cycle approach) contributes to address vulnerabilities through the lifecycle.

The capacity building approach was focused on individuals, particularly in Social Protection staff who gain knowledge, practices, and standards, and this included among others the implementation of USR that MoLSA is leading currently under the Baxnaano Project.⁸ The focus of the training was on SP policy, SP pillars, SP implementation framework, and how to make SP functional. UNICEF was responsible for the capacity-building component of the JP.

In Somalia, the SP specialist of FMS attended 4 trainings in total, and two training/study tours (1 in Rwanda and 1 Lesotho). They could not participate in international conference because international conferences in social protection were canceled during most of the period of implementation of the JP and others were rescheduled too late to allow them to participate (due to competing priorities with Baxanaano capacity development activities). The local training was carried out in Mogadishu and was facilitated by MoLSA. Training in Kenya was facilitated by Pearson Research Consulting, and one SP specialist and three staff from the Ministry in each FMS participated in the training, which lasted for 3-4 days. They also attended online training facilitated by ITCILO (ILO's International Training Center), and Development Pathways. Establishing linkages between the International Training Center and the African governments is becoming an effective approach for ILO to generate a more efficient cooperation, since the lack of skills at the regional level for the use of statistical data is a very strong limitation.

The whole capacity building approach has proven to be an effective way to implement collaborative learning in social protection. Informants reported that in Somaliland, better understanding of SP came after a training of the key Ministry staff. As part of the scoping review, the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) key team attended an SP inclusivity training in Kenya (Naivasha), and in 2020 the MESAF staff participated in 10 weeklong online trainings on 'inclusive SP'. After this training, the MESAF staff started to collaborate with partners. The SP sector was reviewed, and the resultant document, the 'SP scoping review document', came with a list of

⁸ The WPF has already a registry system, and the plan is that this becomes a baseline for the USR development

recommendations. MESAF, MoLSA and NGOs have been included by WFP, UNICEF, and regularly involved in trainings and policy development workshops to create a common understanding of the fundamentals of SP such as ‘inclusivity’, and also technical knowledge, including SP simulations.

This is also important for the beneficiaries in Puntland, with the recommendation that the priorities of the training should be defined “bottom-up and not top-down”. In the Focus Group Discussion, it was also mentioned that one of the benefits of capacity building was to create inside networks (increasing the potential of improved coordination) between the staff from FMS and to learn from each other. However, one of the critical aspects of the capacity building approach was that the Project did not cover other beneficiaries beyond the Ministry, and that it was concentrated at MoLSA: “Due to lack of funds, we did not implement planned activities such as training the local authorities/districts”. Other sources clarified that the expectation is that federal and states complement the SDG/JP resources. The Project encouraged members of the Ministries to participate, since online workshops were organized frequently, and like in any other country nominations for federal and state level to participate in trainings are entitled to the government.

Interviewed made a distinction between individual and institutional capacity building. The former is just temporary with limited impact and always carries sustainability uncertainty, since trained individuals might leave the Ministry if they are not paid or if they get better opportunities elsewhere. Institutional capacity building, however, creates lasting technical knowledge. One informant said, “when Ministries have a fully-fledged SP department with the necessary policies, procedures, and resources and coordination mechanism, then we can say the SP system has been institutionalized and is more sustainable”. All those interviewed acknowledged the importance of individual capacity building but stressed the need for institutional capacity building as well. In this regard, all interviews made at FMS level reflect the need to assign resources to states.

5.3.3. Structure

In terms of structures, according to the interviews, it has become clear that the JP “has created an appetite” for SP. In terms of integrating international standards into Somalia’s social protection approach, the social security inquiry was completed, and the social protection implementation framework was aligned with SDG indicators. The assessment-based national dialogue (ABND) took place between the 4th and 30th of April 2022.

One of the major achievements of the JP with regard to its effectiveness to consolidate the SP structure was the ability to include Somaliland as a beneficiary and to build the capacity of MESAF at the national level. In fact, the JP has become a fundamental vehicle to complement the Baxnaano Project at the FMS level. Beneficiaries in Somaliland

attributed the draft of the Somaliland SP Policy to the JP support, led by consultants from Development Pathways in English and currently being translated into Somali.

The Project also succeeded in partially achieving its major objective to build the fundamentals of social protection from humanitarian schemes (such as cash transfers) to the development approach. In the case of Somaliland, it has started to include SP in the national budget for targeted groups such as people with disabilities (though this is largely limited to former combatants) and vulnerable women:

“After receiving trainings and understanding the importance of state-led social project, we suggested that 2022 government budget includes SP (cash and food transfer) component, but we did not succeed. However, since 2020 we succeeded that ‘disability scheme’ is included in the national budget which supports 4.062 disabled people with \$50 monthly cash transfer and \$35 food voucher every month. We negotiated for these SP scheme due to the capacity building we received on SP.”

This precedent can also contribute to open the door to similar improvements in other FMS. It was also reported in Somaliland that the Ministry have established a Social Protection Working Group, and they have introduced urban Social Protection, and this small support has been included in the national budget. They have sent teams to identify vulnerable people (i.e. elderly female sellers in the street) and they have provided them with small grants to boost their economies, as a result of a better understanding of the SP systems.

2- *What were the main factors (internal and external) influencing the achievement and non-achievement of the Joint Programme objectives and what challenges were faced in the programme?*

In general terms, among the different challenges that influenced the JP capacity to reach its main objective, the one that stands out is that the Social Protection concept is new to Somalia, and it will take time before it is streamlined in the government operation. Communication, capacity building at civil society level and educational campaigns will boost understanding of the concept and its practices. However, in addition to this, two other aspects have been raised during the field visits and interviews: the lack of coordination between FMS and FGS and the political instability.

Coordination challenges. With the complexity of the State building and the federal structures, coordination becomes an essential task to influence the achievement of results in policy making, both at federal and FMS levels. The field visits and interviews show that there are differences between states. For instance, in Somaliland the JP could achieve progress in so-called “systems development”, in reference to coordination meetings, the adoption of a communication strategy at the Ministry level regulating how to communicate SP messages, including the texts received by beneficiaries of social

transfers. In addition to this, and as part of the SP regulations, partners cannot deliver cash transfers to beneficiaries without knowledge of the MESAF and the Central Bank.

Furthermore, if the systems such as the USR and coordination between different national institutions exist, the SP can be broadened in crisis contexts to reach more beneficiaries. For example, informants reported that the Somali Regional State (SRS) has been effective during the recent drought season because they have systems with effective institutional coordination.

In relation to the coordination of the JP in particular, the majority of the FMS reported that the role of MoLSA at the Federal level has been always effective, and communication channels were open also for sharing lessons learned and knowledge. In contrast, non-governmental informants still find this lack of coordination a major issue: “Yesterday we met with the spokesperson for the state President; we briefed him about ongoing humanitarian efforts; it was evident that there was no coordination within the government institutions”.

Political instability and FSM-FGS relations. The political instability of Somalia is a crucial issue in terms of the relations between the FMS and the FGS, and this can affect critical matters such as the selection of beneficiaries of SP. The choice for the FMS is whether or not to accept to become part of the projects: “if we accept, we do not control it; if we reject, it is politicized by saying the FMS are blocking people from accessing aid”.

3- *Are there any unintended results of the JP?*

WFP also contributed to the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) policy development with additional funds outside SDG. The unexpected results were that by supporting a high-level government staff, the social policy was anchored in the government to be coordinated and implemented, and the JP/SDG fund assisted through remuneration support to these positions.

Findings on Effectiveness

- The whole capacity building approach has proven to be an effective way to implement collaborative learning in social protection and in getting results at the level of FMS and FGS
- The JP has become a fundamental vehicle to complement the Baxnaano Project at the FMS level, and in the case of Somaliland it has made a significant contribution to promote changes of SP in the national budget
- The project has contributed “to create the appetite” for SP in Somalia among different institutions at the FGS and FMS
- In relation with the coordination of the JP in particular, FSM have also reported that the role of MoLSA at the Federal level has been always effective, and communication channels were open also for sharing lessons and knowledge

5.4. Impact

- 1. How did the project positioned the MoLSA leadership to leverage upcoming opportunities? Is this similar in the FMS?*

The discussion of Somalia state-led Social Protection started in 2018 led by the MoLSA, with the support of the MPTF⁹ Joint project on Combating Poverty and Vulnerability through Social protection, and created the image of policy development, leadership, and the expectations of alignment of other FMS. After the approval of the Social Protection Policy (2019) the discussion gained momentum and led to the conceptualization of the JP. The SP areas have received capacity building locally and internationally, have gained experience in implementation from the Baxnaano project, and every FMS has two SP persons: the SDG SP specialist/focal points funded by WFP (previously by the JP), and Baxnaano liaison officers (state coordinators) funded by the World Bank. This is why the JP has been perceived by some informants as “a component of Baxnaano”.

In Somaliland, the non-governmental and international organizations have been leading the social policy, especially cash and food transfers and provision of essential health services; however, this SP delivery was not structured. The first SP project designed to address these weaknesses in the SP started in 2017, supported by UNICEF, Save the Children and the government of Somaliland, with the financial support of the government of Finland. It was a five-year project based on child support grants, and it led the government to understand and appreciate its role in SP, as the child policies are “where the SP starts”. The World Food Programme also contributed to the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) policy development with additional funds outside SDG. By supporting a high-level government staff, the social

⁹ UN Multi Partner Trust Fund which is a UN facility to manage joint projects.

policy was anchored in the government to be coordinated and implemented, and the JP/SDG fund assisted through remuneration support to these positions.

During the Project implementation there was low labor turnover in the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF), and this is also something that lies behind the achievements mentioned in the previous section regarding the changes in the budget, the formulation of a SP policy, and the improvements in coordination of SP schemes: “the technical team (the Director General and Minister) understand it and collaborate with partners”.

FMS also highlight the impact of the JP in spite of shortcomings and focused this impact in the area of individual capacity building: “we benefited from staff capacity building and SP specialist education, we participated in offline and online meetings, have the certificates, we have knowledge and can share the knowledge if we are given the resources, the project built our capacity though limited”.

2. How have the JPs facilitated systemic and catalytic change at the national level?

Overall, investments in staff, training, and convening power enabled federal government to engage with IFIs to lead towards a huge investment in safety net for the country. These staff played a key role in engaging with federal ministerial meetings, representing the state voice. This was feasible as the JP was able to at least put in place one dedicated person to represent the state.

The programme has also proven to have impact in State building by creating a sense of community, at least in some cases. Before the Baxnaano Project there were no national safety nets Programmes, and the JP contributed towards the state engagement at the onset as there were no dedicated staff at state level. This was critical when there were issues and bottlenecks in the implementation of this Project, since the World Food Programme was able to reach out staff in the ministries to understand and address concerns of the government. The JP, therefore, played a critical role in supporting and training technical staff as a bridge, at the initial stages of implementing a first of its kind, safety net in Somalia.

In past experiences, the implementing partners were left to handle registration, and there were major issues of multiple registers while people who were not aware of the SP projects were left behind. Furthermore, the message communicated to beneficiaries in the past was that the financial transfer they received came from the UN and NGO; as a result, when a government senior official and an NGO/UN official visited the field, the communities addressed the UN/NGO official first: “they trusted them, and this undermined the role of the state”. Now, the message is different: “This money is from the government of Somaliland or Puntland supported by [NGO/UN]”. The same communication was sent as part of the Baxnaano project. In both cases, Somaliland and Puntland, the administration plays an active role in the SP beneficiary identification and

registration. However, in other FMS, insecurity limited the role of the Ministries in remote areas.

As a result of the improved capacities of the authorities there has been a process of *raising awareness* in the communities for beneficiary registration in safety nets. The implementing partner supports the registration process, and the regional office of the Ministry of Social Affairs verifies the list in coordination with the mayor of the district, the Governor, and the General Director of the Ministry, who eventually approves the list. In the past, the process of distribution and the lack of coordination led to situations where the same beneficiaries may receive several benefits while other may not receive any. Raising awareness and transparency in the communication process is important to improve the accountability and to reinforce the sense of community, institutionalization, and social contract.

“There is order now but before, implementing partners directly approached private banks and financial institutions and transferred millions of dollars under their name. But now, if an implementing partner approaches the financial institutions for cash transfer, the institutions will refer them to the Ministry and get the letter from the Ministry. The implementing partner comes to us and then we apply SP regulations including message designs and beneficiary identification process.”

Although it's not related to the JP but as part of the challenges of the cash transfer programmes, FMS reported that there are systems that promote transparency such as the EVC cash transfer system hosted by Hormuud Telecom, and there are reporting and monitoring systems in place. However, the lack of a population census is a major challenge in terms of planning and targeting. Estimations about the number of households in a given community may be wrong, or it seems hard to identify beneficiaries since there are no birth or death certificates. In addition to this challenge, impact would be higher if SP had the support of fiscal policies, because there are key Ministers who are against SP and openly criticize Cash and Food transfers as they would create dependence. Communication and sensitization on SP are therefore important in all the governmental structures and in the whole society.

3. *What is the government role in social transfers to households (impact on poverty), households that receive food assistance of livelihood support (impact on access to education) and the number of poor women who are provided with vouchers for antenatal care (impact on health)?*

The JP has contributed to establishing the conditions under which other projects are working and targeting direct beneficiaries in the population. This is the case of Baxnaano or SAGAL.¹⁰ At the initial stage, the UN was mandated to implement on behalf of the

¹⁰ Both programmes have similar objectives, but one targets poverty while the other targets specific groups such as women in the third trimester of pregnancy or elderly people.

government; with the time the government understood that the fund flow and accountability for the safety nets needs to adhere to the UN standards. Focal persons in federal and state level helped to provide an anchor in these long-term conversations. It can be said that the JP has facilitated the role of the government until they can take over direct implementation.

The discussion about the scheme that the country should select to address SP is also relevant in terms of impact, either through Proxy Means Test (PMT) that measures poverty at the household level, or the lifecycle SP universal approach that categorizes society into groups such as children, elderly, persons with disabilities etc. The FMS claim that they need to have a more prominent role in the cash-transfer schemes, since now is limited to identification, verification, and approval of the list of beneficiaries, as well as a role in monitoring. In South West, the Baxnaano project is informed by FAO, the Ministry of Agriculture and the WFP. The programme has a component on locust invasions and the decision about which communities to be targeted with cash transfers was informed by FOA and the Ministry of Agriculture, who shared satellite images in the areas most affected by the locusts.

Other informants in Southwest also claimed that the number of beneficiaries of cash transfers in South West is limited to 20,000 households, while this state should be prioritized for support and SP.

Findings on Impact

- The programme has proven to have impact in State building by creating a sense of community, at least in some cases
- Individual capacities have been strengthened and this have had impact in the implementation of subsequent SP Projects or government led policies. Moreover, individual capacity strengthening is a prerequisite for institutional capacity building. In this regard the project has also contributed to institutional capacity building within its timeframe
- The JP has contributed to establish the conditions under which other projects are working and targeting direct beneficiaries in the population

5.5. Gender, SDGs and Persons with Disabilities

1. *To what extent the programme contributed to the acceleration of progress towards achieving the Sustainable Development Goals?*

The importance of social protection for sustainable development is reflected in several other goals, including universal health coverage (SDG 3.8), gender equality (SDG 5.4), decent work and economic growth (SDG 8.5) and greater equality (SDG 10.4). It is difficult to measure how the JP has contributed directly to these goals, but some linkages have been summarized in Table 5.

The Social Protection policy in Somalia is expected to contribute directly to target 1.3.1 by increasing the proportion of the population covered by social protection floors/systems, by gender, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable, and also to target 17.15 which calls for 'Respect (for) each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development'.

Staff supported under the programme have been contributing to the identification of Baxnaano beneficiaries and to the implementation of the urban safety nets in Banadir. The design of the national safety net was to target women with children under 5, there was an initial resistance to cash transfers to women from some government quarters. The technical team played a key role as positive influencer. More people receiving cash transfers automatically translates into acceleration towards SDG 1, especially target 1.3. There is a shock-responsive element in Baxnaano that is being expanded to address the drought. In addition, the same staff members are also supporting the implementation of the safety nets for locust invasion response projects.

Table 5: Contribution of the JP to the acceleration fo Progress towards achieving the SDGs

SDGs Targets			
SDG	Target / sub goal	Actions taken	Findings
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.	Capacity building provided to design and implement long-term social protection system with a shift from assistance to more emphasis on building human capital.	The project has contributed to create the appetite for SP in Somalia among different institutions at the FGS and FMS. Staff supported under the programme have been contributing to the identification of Baxnaano beneficiaries and to the implementation of the urban safety nets in Banadir, helping the acceleration towards SDG 1, especially target 1.3.
2. Zero Hunger	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. Good Health and Well-being	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		The non-governmental and international organizations have been leading the SP, especially cash and food transfers and provision of essential health services. The JP has contributed to establish the conditions under which other projects are working and targeting direct beneficiaries in the population.
4. Quality Education	4.1: ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes		No findings related.
5. Gender Equality	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	Capacity building on gender, in which the staff that participating were sensitized about promoting specific laws, initiatives and actions to promote gender equality in Somalia.	The evidence shows particularly that gender perspective was strongly integrated as an important part of the capacity building activities in the JP. These activities had important results in terms of sensitizing the FGS and FMS staff on gender equality issues and its importance in the framework of social protection. The JP applied a transformative approach recognizing that it is necessary to have an influence in shifting mentality and social norms in the staff responsible for SP policy. This is a valuable perspective since it is based on the understanding that a change in social norms is a long-term process.
8. Decent work and economic growth	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	Capacity building provided to the government staff with the necessary skills to support the implementation of social protection policy.	In terms of integration of international standards into Somalia's social protection approach, the social security inquiry was completed, and the social protection implementation framework was aligned with SDG indicators. The UN JP has had an impact in policies for PWD. In Somaliland, it was reported that after receiving training and understanding the importance of State-led social policies, the Directorate at MESAF succeeded that 'disability scheme' is included in the national budget.
10. Reduced inequalities	10.4: Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality		The project has equipped government staff with the necessary skills to support the implementation of safety nets and other social protection programmes, as well as the development of SP in the FGS and SP policy in Somaliland- Sustainability now is ensured also by other SP Projects and the leadership of MoLSA. The capacity development strategy will be sustainable if the Training of Trainers is undertaken at the level of the FMS.
16. Peace, justice and strong institutions	16.6: develop effective, accountable and transparent institutions at all levels.		The programme has proven to have impact in State building by creating the basis for the SP and the Safety Nets. State building is not yet complete, it is now taking place, and this affects the SP as well as other policies.

2. *What were the intervention's long-term effects in terms of reducing/exacerbating gender inequalities and gender-based discrimination?*

The gender perspective was integrated in the JP in a strategic way through specific indicators in the different output areas, addressing different aspects that the project should incorporate in its outputs, as for instance a gender-sensitive budget, gender equality included in output indicators and mainstreamed across some output areas, and collaboration and engagement with women's rights/gender equality CSOs. Some important aspects of social protection policy in terms of gender equality, beyond overcoming poverty and improving access to jobs and education opportunities with equal conditions for women, are sensitive health care services, access to justice, and child protection quality services for girls.

A key action undertaken by the agencies was to establish a technical dialogue with CSOs specialized on gender in different stages of the implementation process. Considering key informants' answers regarding this dimension, the evidence gathered by the evaluation team shows particularly that the gender perspective was strongly integrated as an important part of the capacity building activities in the JP.

These activities had important results in terms of sensitizing the FGS and FMS staff on gender equality issues and its importance in the framework of social protection. This capacity building process also developed skills for the staff to incorporate this perspective at different stages and components of the social protection public policy, including planning and using gender-sensitive analysis tools. The main purpose was to allow the MoLSA and other governmental actors to put in place gender-sensitive programmes.

The JP applied a transformative approach, recognizing that it is necessary to shift mentalities and social norms among the staff responsible for SP policy, to incorporate this perspective in the planning, programme design and budgeting, and guaranteeing outputs in terms of a gender-sensitive social protection policy. This should be accompanied by management models that allow monitoring and follow-up progress to achieve these results. This is a valuable perspective since it is based on the understanding that a change in social norms is a long-term process. Capacity building on gender issues has been a way to influence staff mentality and vision, and reinforce their capacities to incorporate gender perspectives in their work, and having an influence on the policy. However, is not possible yet to measure progress about whether the JP has influenced changes in the approach and perception of gender at the FGS and FMS levels.

The beneficiaries attended a training on gender-sensitive SP in Nairobi, and the General Directors have reported having a better understanding about the importance of inclusive SP, and it is expected that the MoLSA and FMS will establish and strengthen gender-

sensitive social policies. The JP has developed inclusivity skills in its activities to ensure that people with disabilities, women and girls, and other target groups are included in the SP. The training sessions were meant to ensure that knowledge will be retained once the programme is over. In this sense, staff rotation is a risk that must be addressed through constant training cycles, among other strategic actions aimed to achieve sustainability.

The three agencies are committed to gender equality and have integrated gender equality results across all areas of their strategic plans (e.g. UNICEF's Gender Action Plan 2018-2021). This represents an opportunity to strengthen coordination, advocacy, and synergies in this domain in the long term.

3. To what extent the Joint programme effectively contributed to the socio-economic inclusion of persons with disabilities?

Although there is no umbrella organization for Persons with Disabilities (PWD) in Somalia as in some other countries in the subregion, such as Kenya or Ethiopia, informants explained that the movement has already started. This is very important since most of the challenges faced by PWD are due to being unrecognized or not visible to the governments, institutions or policies.

The United Nations Convention on the Rights of the Persons with Disabilities (UNCRPD) recognizes in Art. 28 the right of social protection for PWD, but the concrete funding, policies and service delivery falls under vulnerable groups of the society and become invisible in spite of the reality of PWD being quite diverse and not well understood. Some governments include, for instance, orthopedic supplies as part of Social Protection. This is also critical when beneficiaries of cash transfers have to be determined, since poverty may not work as a good selection criterion for PWD. Therefore, having national organizations targeting PWD is strategic not only in terms of advocacy, but also to have reliable data, effective policies, and opportunities to develop community-based programs for PWD, such as the case of Ethiopia, where the Ministry of Labor and Social Affairs and the Ministry of Women Affairs work to do the targeting at the smallest administrative unit (*kebele* or municipalities).

The UN JP has had an impact in policies for PWD. In Somaliland, it was reported that after receiving training and understanding the importance of State-led social policies, the Directorate at the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF) succeeded in including a 'disability scheme' in the national budget, which supports 4.062 Persons with Disabilities with a \$50 monthly cash transfer, and a \$35 food voucher every month. As the government official said: "we negotiated for these SP schemes due to the capacity building we received on SP".

The COVID-19 pandemic is problematic for PWD as most of them were not getting any support from the government, and there was a strong communication gap since televisions and radios were not accessible for persons with hearing impairment or other disabilities. On the other hand, however, it has become an opportunity to get out of the previous confinement, as some institutions referred metaphorically to the situation of not being visible or unable to participate in meetings. The spread of online resources has become very important to overcome this gap. It has also provided a clear sense of realization about “how poorly the system works” and the need for public services.

The idea of community-based services seems an interesting approach to other informal structures that may provide Social Protection more effectively than the schemes provided by the government itself, given the low level of development of the State and particularly the lack of trust in the formal State institutions. Informants revealed that formal social protection schemes can be integrated in informal structures, such as Zakat. In every state, the Ministry of Religious Affairs is responsible for managing Zakat, and there are also kinship-based SP systems such as the “garaap” (kinship contribution and assistance). To become a reality, the Social Protection system needs to develop some kind of awareness in the population, and the State will have to improve transparency and accountability to build trust in the long term.

Findings on Gender, SDGs, and Persons with Disabilities

- The UN JP has had an impact in policies for PWD. In Somaliland, it was reported that after receiving training and understanding the importance of State-led social policies, the Directorate at MESAF succeeded that ‘disability scheme’ is included in the national budget
- The movement of PWD and association in Somalia has already started and this is crucial for policy advocacy and the visibility of PWD
- The JP has contributed to better understanding of gender-sensitive social protection and having a more gender-balanced workforce in the ministries in charge of social protection.

5.6. Sustainability

1. *How has the project build capacities in different stakeholders for the results to continue?*

The project has equipped government staff with the necessary skills to support the implementation of safety nets and other social protection programmes, as well as the development of SP in the FGS and SP policy in Somaliland, and the establishment of focal

points, social protections specialists or General Directors on SP in every FMS. Sustainability is ensured also by other SP Projects and the leadership of MoLSA. However, in order to secure future sustainability and more funding, it is strategic that MoLSA ensures buy-in from other political offices: the FMS, President's Office, Office of the Prime Minister and the Ministry of Finance.

The capacity development strategy will be sustainable if Trainings of Trainers are undertaken at FMS level. Virtual trainings are recorded and available, and they can be used to continue capacity development strategies. The USR has been rolled out and the system has staff dedicated to its design and implementation. The state resources are limited now, and the states might not be in a position to allocate funds for SP, but state resources are expected to increase. There is a sense in the FMS of confidence regarding sustainability: "When the USR will be built, the Zakat and community contribution can be attracted to deliver SP to the community".

Retaining the staff that has already been trained could be a challenge in terms of sustainability, but institutional learning that has been put in place, and the experiences of other States that can be a source of future replication and inter cooperation.

2. To what extent are the benefits of the programme likely to continue after donor funding has ceased?

The project was designed at a moment when Somalia was getting ready to reach the Heavily Indebted Poor Country (HIPC) initiative decision point, and there was a high expectation that the country would increase public expenditure in social sectors, including social protection. When Somalia reached the milestone in March 2020, the COVID-19 pandemic hit the country hard, and the political and security situation have further deteriorated. As a result, available resources in the social protection sector beyond the Baxnaano budget did not increase. Considering the current HIPC process, the payments of civil servants in the coming months might be a challenge for the Government. However, the knowledge that staff members have acquired throughout the programme will remain and could be applied in other capacities (as project staff for instance) to continue providing support to the implementation of social protection programmes. In the short-term, individual and institutional capacity built within the framework of this JP will contribute to projects funded by other donors, including the SAGAL (social protection component of the ILED programme) and a social protection/resilience programme that is currently being designed to be funded by KfW.

In the case of Somaliland, it seems feasible to attract resources since SP is streamlined in the National Development Plan, and SP is a key strategic goal of the Ministry of Employment, Social Affairs and Family of Somaliland (MESAF). After the formulation of the SP policy, it is expected that the SP strategy will be also formulated, and the Ministry has also been restructured to promote the former SP section into a Department with its

own dedicated SP staff. In Southwest it was reported that the Ministries and MoLSA understood the SP concept, and that it will continue to be discussed after the end of the project. The Director Generals (DGs) and not only SP specialists benefited from the capacity building training and this made them more likely to remain in the Ministry. The donors and implementing NGOs are also now willing to allow the government to take the lead in project implementation given their new capacity, and this discussion and interest is expected to continue over time.

3. *Is the role of the international cooperation, especially the UN agencies, being appropriate in the area of Social Protection? Will the COVID 19 pandemic make any significant challenge for SP?*

The role of the international organization is clearly aligned with the SP and the contribution to shift from humanitarian to development schemes. In UNICEF's 2021 Country Programme Document, Social Policy has been included as one of the priorities, along with Health, Nutrition, WASH, Education, Protective Environment and Programme Effectiveness. The document also mentions as lessons learnt the need of flexibility and agility in linked humanitarian and development programming, investing continuously in building more resilient government systems, and the imperative of working within communities towards behavioral change. The approach is consistent with the current SP national policies.

FMS and all stakeholders acknowledge that while emergency projects provide immediate much needed relief, they do not make a long-lasting impact by transforming the beneficiaries' lives. It is also widely accepted that capacities of the State now are still limited, but there are different levels of capacities and there are conditions to take over on SP. Social protection, especially in relation to unemployment benefits, is usually linked to active labor market policies. In this regard, it is essential to ensure that more productive jobs are created, as an essential contribution to social protection.

Findings on Sustainability

- Considering the current HIPC process, the payments of civil servants in the coming months might be a challenge for the Government. However, the knowledge that staff members have acquired throughout the programme will remain and could be leveraged in other capacities
- In order to secure the sustainability and more funding, MoLSA should be able to get the buy in from other political offices: FMS, President Office, Office of the Prime Minister, Minister of Finance to invest resources in sustaining as well as expanding the FMS social protection unit.
- In the case of Somaliland, it seems feasible to attract resources since SP is streamlined in the National Development Plan, and SP is a key strategic goal of MESAF
- The role of the international organization is clearly aligned with the SP and the contribution to shift from humanitarian to development schemes. In UNICEF's 2021 Country Programme Document, Social Policy has been included as one of the priorities, along with Health, Nutrition, WASH, Education, Protective Environment and Programme Effectiveness
- The capacity development strategy will be sustainable if Trainings of Trainers are undertaken at the level of the FMS.

5.7 Coherence

1. *To what extent and in what ways has the UNCT contributed to achieving better synergies and knowledge sharing among the programmes of UN agencies?*

Coordination and synergies

Coordination between agencies is based on having common results frameworks, and eventually joint monitoring and evaluation measurement systems. This has not been totally the case in the JP, as the programme itself has been defined to clearly separate roles and activities for each implementing agency¹¹, all of them contributing toward the same outcome. In this regard the Joint Programme has been an opportunity, however, to build a common agenda on social protection in Somalia for the three participant agencies, boosting integrity and scope of the support and technical assistance offered to the government. However, informants reported that the support and delivery of the agencies was good in the cases of UNICEF and WFP, but criticized delays or “challenges” in relation with ILO. ILO face staffing gap at a crucial juncture of the project, impacting subsequent time that was critical for delivery. The Assessment-Based National Dialogue was not

¹¹ The three agencies were already supporting MoLSA on other programmes.

implemented until the last month of the JP (April 2022), and was reported as not necessary at this point of the project. Nonetheless, this has not affected the overall effectiveness of the project in relation with the expected results.

Other similar projects in the region, as it is the case of Rwanda, show that coordination and synergies depend to a large extent on some conditions of the agencies at the country level, such as the capacity in terms of number of staff and the interest in learning and sharing knowledge, and the availability of financial resources for joint activities. This means that coordination and synergies can be more or less successful depending on the agencies involved. The technical roles, previous joint work and common interests allowed important synergies and coordination and long-term partnerships between agencies.

Coordination and synergies between the agencies are also important in terms of solving administrative challenges. In Rwanda, the Agencies reviewed their procedures to align with the government and to find a feasible way of working together. The dynamic of permanent dialogue and exchange also allowed them to improve coordination at this level. In the case of Somalia, however, informants said that it was a challenge for the government to understand that they had to follow different procedures for every agency involved in the JP.

In Tanzania, the JP was not signed by the government, but the agencies managed to work together on some of the activities included in the proposal, using as an umbrella the regular planning of each agency. The strategy applied was focused on the life course approach, which allowed to specialize and complement efforts. Under this approach each agency was responsible for a life course stage.

Knowledge sharing

In terms of knowledge sharing, the agencies have succeeded in establishing a common agenda to develop the skills needed by the technical staff. To do so, they used learning and knowledge sharing as one of the main tools. This way of work also facilitated achieving satisfactory results in terms of capacity building, which is recognized by several actors at the FGS and FMS levels. “The State is ready to take over SP programmes. The SP team is in place at the federal and state levels and has participated in capacity building activities in the country and outside. We now understand the SP standards, regulations and procedures”.

These new capacities made it possible for the civil servants of the FMS to advocate for positioning social protection and the government agenda. “After understanding and building capacities on SP issues, we have been able to lobby and streamline activities and responsibilities”.

Nevertheless, informants agree on the fact that this JP allowed to establish a basic level of capacities and it is necessary to advance to a new stage focused on developing more in-depth skills and knowledge. Likewise, at this moment of the process, the agencies struggle to respond in a more appropriate way to the FMS needs in terms of capacity building and the need to adapt the strategy to local realities. In this sense, they need to find effective models through innovation and knowledge - such as formal and informal social protection frameworks - and lessons they can access from the different countries they work in, in Africa and other regions.

Positive results of capacity building activities were highlighted at the FGS level, but also were the limitations related with virtualization of training activities and the need of moving to a deeper level of knowledge.

2. How did UNCT promote effective partnerships and strategic alliances around the main UNDAF outcome areas?

The assessment-based national Dialogue could have been an opportunity to engage the donors, giving them valuable technical inputs to understand and anticipate the future of Social Protection in Somalia. The informants reported that it should have been implemented at the beginning of the JP and not at the end. This dialogue offers the possibility to engage with potential and current partners on a deeper level, to the extent that there is a better understanding of the social challenges in a changing and uncertain context, highly impacted by the COVID-19 pandemic. The ongoing dialogue also serves to identify resource mobilization opportunities, considering the priorities being established.

Regardless of this opportunity missed, the UNCT has worked with a vision of strengthening the current partnerships in the framework of the JP in a permanent way. An example of this is the dynamic of work with the Italian cooperation, since the UNCT is frequently sharing information about the JP activities, results and outcomes, to promote complementarity with other projects supported by Italy. Additionally, the UNCT worked under a principle of promoting synergies and avoiding duplication with other key actors. This approach implies having fluent communication with other organizations working in SP in Somalia and allows to identify new partnerships opportunities. ILO reported that they did not develop a study on civil servants' pensions, since the World Bank was already working on this initiative.

Another advantage the UNCT offers to its partners is a comprehensive approach of SP beyond cash transfers, which facilitates the identification and establishment of partnerships around the different pillars of social protection. In the same sense, the agencies also look to promote partnerships and strengthen their joint work with other actors aligned with the national policy and UNDAF priorities. The case of Rwanda has

shown how the COVID-19 pandemic brought new partnerships opportunities as several donors changed their priorities to support the social protection response to the crisis.

The JP is aligned to the USP Global Alliance for Social Protection 2030's call to action, and more specifically with actions 3 (national ownership), 4 (sustainable and equitable financing) and 5 (participation and social dialogue). This presents also future opportunities for partnering in the framework of this Global Agenda.

USP GLOBAL ALLIANCE FOR SOCIAL PROTECTION 2030'S CALL TO ACTION

ACTION 1. Protection throughout the life cycle: Establish universal social protection systems, including floors, that provide adequate protection **throughout the life cycle**, combining social insurance, social assistance, and other means, **anchored in national strategies and legislation**;

ACTION 2. Universal coverage: Provide universal access to social protection and ensure that social protection systems are rights-based, gender-sensitive, and inclusive, leaving no one behind;

ACTION 3. National ownership: Develop social protection **strategies and policies based on national priorities** and circumstances in close cooperation with all relevant actors;

ACTION 4. Sustainable and equitable financing: Ensure the sustainability and fairness of social protection systems by prioritizing reliable and equitable forms of **domestic financing, complemented by international cooperation** and support where necessary;

ACTION 5. Participation and **social dialogue:** Strengthen governance of social protection systems through institutional leadership, multi-sector coordination and the participation of social partners and other relevant and representative organizations, to generate broad-based support and promote the effectiveness of services.

3. How has the programme contributed to improve communication and coordination with the FGS on SP matters?

The JP was created as the result of a common decision to respond to the need to implement the policy in place. The dynamic of the JP also needs some level of coordination to function. The implementing agencies hired staff for the social protection system leadership, and this required making decisions together and having fluent and continuous communication. The funds available with the JP broke away from tradition since the UN entered into tripartite agreements with a strong oversight, leadership and monitoring role provided by FGS.

At the onset of this JO, a Joint SDG Fund Programme Coordinator position was created and located within MoLSA, with the precise aim of ensuring coordination with FGS on SP matters. This applies to SP interventions beyond the JP. The role of the coordinator has been essential in terms of ensuring complementarity with existing programmes, avoiding duplication and she has been associated with all activities to make sure that they fit well into the overall SP agenda within FGS. An illustration of how the JP contributed to improve

communication and coordination with FGS on SP matter is the timing of the vulnerability assessment which was initially planned in the second year of the JP, but which indeed was brought forward due to the COVID crisis. Another example is the elaboration of a broad capacity development plan for MoLSA and FGS, which served as the map for capacity strengthening activities, so the different capacity needs are eventually all covered by the existing programmes, including Baxnaano and the Joint Programme funded by the Italian Cooperation.

This leadership and communication strengthened by the JP created a channel and supported conversations, as well as support to iron out operational challenges that were encountered in the initial phase of implementing the Baxnaano Project. As a result of this, states were also able to raise their concerns and negotiate with FGS on the distribution of the budget and other aspects of it.

In the same line but in a different case, the key informant of Rwanda highlighted that the joint program contributed to improve coordination with the government, since it reinforced the UN's position in the sectoral Working Group for Social Protection. An example of this is the fact that UNICEF was invited to co-chair this group and coordinate the UN positions. This is definitely a good result in terms of UN coordination with the government, and into the UN System.

4. To what extent the joint learning activities have allowed identifying or implementing concrete actions or recommendations?

The contribution of the JP to finalize the Social Policy Implementation Framework had an important influence on key decisions made by the FGS and will continue having a long-term impact in multiple decisions at different levels. Some examples of key decisions made by the FGS as a consequence of the JP were to strengthen the institutional architecture and adapt it to the needs in terms of policy implementation, and build the human and technical capacities in the framework of this architecture.

The agencies must be prepared to continue providing the technical support needed by Somalia in future, as it has been the case of the support provided by the JP through the Vulnerability Assessment on the primary and secondary socioeconomic impacts of COVID-19 on the various livelihood groups in urban Somalia. The study identifies which households are most at risk of falling below the poverty line due to the consequences of COVID-19. In this regard, data collection is strategic, as well as evaluating the impact of Safety Nets, guaranteeing the local financial resources to maintain and strengthen the technical teams, and establishing a public agenda on social protection aiming to achieve ownership and sustainability. Regarding capacity building on gender, the staff that participated in these activities reported that they are sensitized and interested in

promoting specific laws, initiatives and actions to promote gender equality in Somalia, as they expressed during the training sessions.

In the case of Rwanda, the government recently established a technical working group on shock-responsive social protection that is currently working on its operational plan. The JP in Rwanda has also documented processes and lessons learnt, with the purpose of support governmental decisions in the area of Social Protection. They also seek that the government institutionalize models, tools and innovations produced by the project and scale up the interventions.

Findings on Coherence

- In terms of knowledge sharing, the agencies have succeeded in establishing a common agenda to develop the skills needed by the technical staff. However, it was a challenge for the government to understand that they had to follow different procedures for every agency involved in the JP.
- In terms of partnerships, the Assessment based national Dialogue was meant to serve as an opportunity to engage the donors, giving them valuable technical inputs to understand and anticipate the future of Social Protection in Somalia, but it should have been implemented at the beginning of the JP and not at the end of it. Other national departments are critical to ensure local buy in for SP.
- Other cases in the region, such as Rwanda, have shown how the COVID-19 pandemic brought new partnerships opportunities since several donors changed their priorities to support the social protection response to the crisis.
- The Joint Learning activities have allowed identifying recommendations and the support needed by Somalia in future: data collection is strategic, evaluating the impact of Safety Nets, guaranteeing the local financial resources to maintain and strengthen the technical teams, and establishing a public agenda on social protection aiming to achieve ownership and sustainability.

6. Conclusions

There is a considerable impact in a relatively short and small Project that has created the 'appetite' for SP in Somalia, in a context affected by several crises such as droughts, security and recently COVID-19, among others. The JP has been able to engage the FMS on SP issues, something that was new for MoLSA at this level, and to start developing structures, capacities, and to bring on board the necessary staff. The timing was also very important to boost MoLSA's leadership at the FGS level, by providing them with

international support just after the formulation of the Social Protection Policy and also in time to develop the SP Implementation Framework.

The JP was intended to create the building blocks of the SP system and in that sense, it can be considered very effective. Limited resources did not allow to train more staff at state and sub-state levels, but at least they reached the FMS SP Directors and Specialist, and they were regular staff of the Ministers and not external consultants. Training of Trainers activities are also in place in Somaliland, and the project allowed to have impact at the level of the national budget with a disability scheme, and with a better sense of order and presence of the State compared to the previous situation where the donors directly addressed the population without any government intervention. While it is not possible to identify some direct contributions to SDGs in the population, particularly with a timeframe of less than two and a half years and with the COVID-19 pandemic, it has succeeded in establishing the conditions under which other projects are working and targeting direct beneficiaries.

MoLSA has been able to coordinate with the FMS, and the agencies have provided them with a comprehensive approach of SP that goes beyond Safety Nets or cash transfers, which facilitates the identification and establishment of partnerships in the medium and long term around the different pillars of social protection. This can be considered as the added value of partnering with the UN through this project. There are still gaps in terms of capacities and institutional support for the FMS, and there will be gaps in funding Social Protection, for instance, in relation to unemployment benefits, since this is usually linked to active labor market policies that is not the case of Somalia. But the National Social Policy envisages a contributory system in the mid- to long-term, and there is already a pension scheme in place for the civil servants. It is therefore possible to work on a joint resource mobilization strategy on social protection beyond the JP, since donors may find an important added value in the fact that the three agencies contribute to guaranteeing a comprehensive and systemic approach to SP.

7. Lessons Learnt

- The strategy of the JP to nominate focal points among government staff member who are already civil servants has proven to be a good way to retain capacities and influence decision making. By supporting a **high-level government staff**, the social policy is anchored in the government to be coordinated and implemented, and the JP/SDG fund assisted through remuneration support to these positions.
- The difference between individual and **institutional capacities**; improved capacities of the civil servant to understand SP will eventually influence the institutions. However, there are other areas of institutional building that need to be developed to enforce these individual capacities and to make them relevant such as norms, procedures, standards,

policies, or governance bodies to, for instance, strengthen the coordination between FMS and FGS.

- The role of the **Coordinator** has been essential in terms of ensuring complementarity with existing programmes, avoiding duplication and she has been associated with all activities to make sure that they fit well into the overall SP agenda within FGS. An illustration of how the JP contributed to improve communication and coordination with FGS on SP matter is the timing of the vulnerability assessment which was initially planned in the second year of the JP, but which indeed was brought forward due to the COVID crisis.

8. Recommendations

1. Coordination with all stakeholders in the framework of the SP policy in Somalia should be **elevated at a strategic level: Office of the Prime Minister, Presidential Office, Ministry of Finance and FMS**. In this sense, the JP should make specific recommendations to the FGS based on lessons learned and knowledge of the agencies at the local, regional, and global levels.
2. It would be also a strategic decision to work in a **joint resource mobilization strategy on social protection**, beyond the JP, since donors may find an important added value in the fact that the three agencies contribute to guarantee a comprehensive and systemic approach to SP.
3. In general terms, projects that are approved under federal government need to **apportion resources to states**. In case that a next funding cycle is available, the UN and the FSG should work in recruiting more staff at the state level to allow them to benefit from the SP capacity building and buy-in from the sub-state and inter-state levels. This could also be extended at the regional levels, since Labor and Social Affairs Ministries have coordinators in the regions, and some local municipalities have Social Protection Departments (SPD).
4. The UN and the FGS should work on **staff retention**. High turnover of civil servants due to layoffs, reallocations and low salaries affect the retention of government employees trained on SP. The strategy of the JP to nominate focal points among government staff member who are already civil servants should be kept if a second cycle of support is adopted.
5. **It is important to continue encouraging women in civil services** and strengthening an intersectional approach in gender equality, addressing different factors deepening inequity, such as ethnicity, socioeconomic situation, displacement, and others. Likewise, transformation of social norms regarding

gender must be addressed as a long-term process with differential interventions at each stage of the life course and beginning in early childhood.

6. There are still **capacities that need to be further developed**, particularly in the areas of monitoring and evaluation, delivery systems, USR, MIS, and other technical issues related to cash transfers, regardless the improvement achieved so far by the SP specialist and Directors in FMS and FGS.
7. The UN should encourage government **to invest, even very small, into safety nets from the national budget**, helping government to establish open and transparent accounting systems to attract direct donor investments. In the case of Somaliland, projects must be supported to improve and increase coverage.
8. The UN System, FGS and FMS should **strengthen the collection of reliable data** in SP policies and programmes and evaluate the impact of Safety Nets and other ongoing and future SP initiatives. The findings should be shared with policymakers, especially those who believe that cash transfers and food vouchers create dependency among beneficiaries.
9. UN and the FGS should reinforce their cooperation to develop civil society capacities and **to create a national platform for Persons with Disabilities** in Somalia. This platform should be linked to the African Regional Forum, since this has proven to be the best way to mainstream PWD rights in national policies and to ensure advocacy in Social Protection in the long-term in other African countries.
10. It is important that the UN System in Somalia develops **an integrated results framework for SP rather than a project-based approach**, since the JP created the basis for strengthening coordination between the UN agencies. This would reinforce sustainability of actions in the SP area.
11. In relation to the above, the UN should **scale up interventions on capacity building**, as SP interventions in other countries and training platforms (online or face-to-face) can be shared, as well as standardizable activities in SP policies and programmes which have also been carried out by the Joint SDG Fund. This can be incorporated in the existing capacity development plan for MoLSA and FGS, which served as the map for capacity strengthening activities, so the different capacity needs are eventually all covered by the existing programmes.
12. There is a need for **further studies on how the informal/traditional SP works (Zakat)** and how can be integrated with the formal social protection systems.

13. The UN System and the FGS should explore **South-South cooperation** with other countries in the region, considering the valuable lessons learned generated by the SDG Joint Fund in Rwanda and potential synergies with other SP national systems.

9. Bibliography

African Committee of Experts on the Rights and Welfare of the Child (ACERWC), AGENDA 2040, Africa's Agenda for children: Fostering an Africa Fit for Children. , 9 November 2016. Retrieved from: <https://www.refworld.org/docid/5836c7ee4.html>

Al-Ahmadi, Afrah; Zampaglione, Giuseppe. (2022). From Protracted Humanitarian Relief to State-led Social Safety Net System: Somalia Baxnaano Program. Social Protection and Jobs Discussion Paper; No. 2201. World Bank, Washington, DC. © World Bank. Retrieved from <https://openknowledge.worldbank.org/handle/10986/36864>

Beegle, Kathleen; Coudouel, Aline; Monsalve, Emma. (2018). Realizing the Full Potential of Social Safety Nets in Africa. Africa Development Forum. Washington, DC: World Bank. © World Bank. Retrieved from <https://openknowledge.worldbank.org/handle/10986/29789>

Government of Somalia, National Development Plan 2020 – 2024

Government of Somalia Social Protection Policy, March 2019

HPRD. (2020). Horn Population Research & Development, Vulnerability Assessment in Somalia, September 2020. Mogadishu. Retrieved from <https://www.unicef.org/somalia/media/2381/file/Somalia-vulnerability-assessment-MoLSA-September-2020.pdf>

ILO. (2017). World Social Protection Report 2017 - 2019. Geneva. Retrieved from <https://www.social-protection.org/gimi/gess/RessourcePDF.action?id=54887>

ILO. Social Protection Monitor. (2022). Retrieved 3 May 2022, from <https://www.social-protection.org/gimi/ShowWiki.action?id=3426>

Joint SDG Fund. (2021). Joint Programme Quarterly Check Portfolio on Integrated SP & LNOB.

Joint SDG Fund. (2021). ProDoc: UN Joint Programme in support of strengthening the social protection system in the United Republic of Tanzania. Tanzania. Retrieved from <https://mptf.undp.org/document/download/29313>

Joint SDG Fund. (2019). ProDoc: Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda. Rwanda. Retrieved from <https://mptf.undp.org/document/download/25221>

UN. Resolution adopted by the General Assembly: System-wide coherence (2009).

UN. Resolution adopted by the General Assembly: Triennial comprehensive policy review of operational activities for development of the United Nations system (2008).

UNICEF. (2020). Country Program Document, Somalia 2021 – 2025. Somalia. Retrieved from <https://www.unicef.org/executiveboard/media/2166/file/2021-PL3-Somalia%20draft%20CPD-EN.pdf>

UNICEF. (2015). Handy Guide on UN Coherence. New York.

UNICEF. (2016). Situation Analysis of Children in Somalia 2016. Retrieved from <https://www.unicef.org/somalia/media/981/file/Somalia-situation-analysis-of-children-in-Somalia-2016-full.pdf>

UNICEF. (2018). *UNICEF Strategic Plan*. New York. Retrieved from [https://www.unicef.org/media/48126/file/UNICEF Strategic Plan 2018-2021-ENG.pdf](https://www.unicef.org/media/48126/file/UNICEF_Strategic_Plan_2018-2021-ENG.pdf)

UNICEF. (2019). UNICEF's Global Social Protection Programme Framework. New York. Retrieved from <https://www.unicef.org/media/64601/file/Global-social-protection-programme-framework-2019.pdf>

UNICEF. (2020). UNICEF Social Protection response to COVID-19. New York. Retrieved from <https://www.unicef.org/media/67361/file/UNICEF%20Social%20Protection%20Response%20to%20COVID-19.pdf>

United Nations Development Group. (2008). Enhanced UN Coherence, Effectiveness, and Relevance (CER).

WHO. (2015). *World Health Organization Humanitarian Response Plans in 2015*. Geneva. Retrieved from https://reliefweb.int/sites/reliefweb.int/files/resources/who_humanitarian_response_plans2015.pdf

WFP. (2021). World Food Programme Strategy for Support to Social Protection. Retrieved from https://docs.wfp.org/api/documents/WFP-0000129789/download/?_ga=2.166475006.1335620622.1643013404-1466427808.1643013404

- News

[Somali President Unveils Social Safety Net Program to Reduce Poverty and Improve Human Capital – MoLSA \(molgov.so\)](#)

[\\$25 Million AfDB grant for Somalia will bolster budget for COVID-19 responses \(hiiraan.com\)](#)

10. Annexes

ANNEX I. INTERVIEWEES LIST

Number	Category	Name / Rol	Organization	Country / State	Date	
2	FGS and FMS	General Directors; Director of Planning	Ministry of Employment Social Affairs and Family	Somaliland	March 20th, 2022	
3		JP focal point/Acting General Director (Galmudug); JP focal point (Hirshabele); JP focal point/General Director (Jubaland)	Ministries of Social Affairs	Galmudug; Hirshabele; Jubaland	March 29th, 2022	
2		General Director; JP focal point	Ministry of Social Affairs	Puntland	April 7th, 2022	
1		Mohamed Sufi, Director General	Ministry of Labor	Southwest	April 4th, 2022	
1		General Director; JP focal point	Ministry of Social Affairs	Southwest	April 11th, 2022	
1		Amina Mohamed, SDG Coordinator	Ministry of Labor and Social Affairs	Somalia	April 21st, 2022	
1		Fardosa Abdullahi, Social Protection Director	Ministry of Labor and Social Affairs	Somalia	April 21st, 2022	
1		Social Protection Advisor	Hirshabele state	Hirshabele	April 16th, 2022	
1		United Nations	Ayanle Mohamed Omar, Social Protection specialist	UNICEF	Somalia	March 13th, 2022
1			Chrystelle Temah Tsafack, Social Policy Manager	UNICEF	Somalia	March 13th, 2022
1	Serene Philip, Social Protection Specialist		WFP	Somalia	March 17th, 2022	
1	Adam Abdelmoula, UN Resident Officer		UN	Somalia	April 10th, 2022	
1	Ricardo Irra, Social Security Specialist		ILO	Regional	March 11th, 2022	
1	Mohamud Fartun, National Project Coordinator		ILO	Somalia	March 31st, 2022	
1	Safiatu Kane, Gender Expert		UNICEF	Regional	April 13th, 2022	
1	José Bendito, Chief Social Protection and Gender - Somalia		UNICEF	Somalia	March 4th, 2022	
1	Charlotte Taylor; UN Joint programme focal point		UNICEF	Rwanda	April 22th, 2022	
1	Jennifer Matafu, JP focal point		UNICEF	Tanzania	March 23rd, 2022	
1	Others	Director; Garowe office	Tadamun Social society (TASS)	Puntland	March 3rd, 2022	
1		Luz Estella Rodriguez, Social Protection Focal Point	World Bank	Global	March 11th, 2022	
1		Social Protection Programme coordinator	Save the children	Southwest	April 12th, 2022	

1		Social Protection Specialist	Save the children	Somaliland	March 22th, 2022
1		Shitaye Astawes, Director for Advocacy and Communication	African Forum on Disabilities	Regional	April, 21st 2022
1		Social Protection Programme coordinator	Save the children	Puntland	April 8th, 2022
Total: 28					

ANNEX II. EVALUATION MATRIX

Evaluation Questions	Findings (i)	Data Sources	Lines of Inquiry	Indicators
		Identify documents or other types of information the team must have in order to answer the questions	The key types of questions to be addressed	The indicators that will be analysed.
ED RELEVANCE				
EQ1. Is the project relevant to the UNSCF, the DWCP, SDGs and national development frameworks and direct and final beneficiaries? To what extent were the objectives of the programme valid and appropriate and have remained so over time?	The needs are structurally similar as they were in the earlier decade of 2010 – 2020, despite significant progress in economic recovery and fiscal governance after the 2017 drought, but shocks combinations such as droughts, floods, desert locust infestation and COVID – 19 pandemics have made SP more relevant.	<ul style="list-style-type: none"> - National Development Plan and FMS Development Plans - CPDs and country strategies - Vulnerability assessment in Somalia - Interviews with regional offices - Documentary analysis 	<ul style="list-style-type: none"> - Is MOLSA recognized as the institutional leader? Why was MOLSA chosen as the champion? - What is the role of the Ministries of Planning, Development, Budget, Finances in the Social Protection System? - What is the role of MoLSA vis a vis the implementation of the SP schemes? - Since when it was created the Ministry – MOLSA – What happened to the Ministry of ...and Disasters? - Why was UNICEF chosen as the leading agency? - Why was it chosen a top – down strategy to develop the SPS? - Was there an 	<ul style="list-style-type: none"> Integration in national strategies and country program documents Re assessment after socio-economic impact of COVID – 19 on vulnerable groups Similar Projects and regional knowledge have been reviewed Realistic ToC and with clear differentiation between outputs, outcomes and impacts Activities have been identified to attain the expected outputs MoLSA is recognized as the institutional leader and with
EQ2. Are the activities and outputs of the programme consistent with the overall goal, objectives and intended impacts? How appropriate has the results framework been? Has the project a solid Theory of change to guide the project implementation?	In comparison with other programmes that identified several outcomes, the JP has adequately identified one single outcome, which is consistent with a limited timeframe of two years. It is also consistent with the fact that in suitable Theory of the Programme outcomes are influenced as well from other aspects which are not controlled by the Programme activities	<ul style="list-style-type: none"> - Interviews with PMU - Interviews with MoLSA and other MDA (Ministries, - Departments and Agencies) - Interviews, UNRCO 	<ul style="list-style-type: none"> - Why was UNICEF chosen as the leading agency? - Why was it chosen a top – down strategy to develop the SPS? - Was there an 	<ul style="list-style-type: none"> Activities have been identified to attain the expected outputs MoLSA is recognized as the institutional leader and with

EQ3. Have the Joint Programme partners been chosen adequately to lead and implement actions?	Partners were selected based on the previous experience of collaboration with the government and their expertise. Given the total amount of funding (XX) it was decided to avoid multiplicity of implementers		exercise/diagnosis to identify the gaps that trigger good performance at the level of MoLSA? - How was created the Directorate of Social Protection? What was the participation of other federal and non-federal entities?	improved capacities in COVID – 19 responses UNICEF, WFP and ILO have leading roles in Social Protection and Capacity Development in the country
ED EFFICIENCY				
EQ4. To what extent were human and financial resources allocated to the JP sufficient (in quantity and quality) to achieve expected outputs and contribute to the expected outcome?	The efficiency of resources allocated to the project was different for each case: very efficient in Somaliland where Training to Trainers has been put in place, and more limited in other FMS. Resources were not enough to train more staff at state and sub-state levels.	- Staff activity reports - Staff Terms of References - Interviews with PMU	- Are human and financial resources sufficient to create a national impact/ have national coverage? - Are the planned activities achievable to all participating organizations? Was the capacity of these considered during the planning?	HR hired and oriented to Joint Programme implementation HR with quality profiles and high standards for JP implementation Reorientation and Work from Home implemented during and after COVID – 19 Review performance against budget
EQ5. What are the factors affecting the pace and quality of implementation and how can these be mitigated? To what extent is the COVID-19 Pandemic influencing project results and effectiveness and how the project has addressed this influence and is ready to adapt to changes for at least some time from now-on?	Working from home activities and online training entails the risk of not attending the activities. The JP was highly efficient in supporting MoLSA strategically to coordinate the Government’s COVID-19 related social protection response by funding the position of a COVID-19 coordinator.	- Interviews with MoLSA staff (current staff and previously hired by the Joint Programme) - Interviews with Social Protection Secretariat at MoLSA - Activity reports	- What kind of factors facilitate/difficult the participation of FMS or regional/local staff? - How did the JP and the MoLSA coordinate a government COVID-19 related social protection response?"	
ED EFECTIVENESS				

<p>EQ6. Have the targeted outputs, outcomes, and strategic results of the Joint Programme been achieved?</p> <ul style="list-style-type: none"> - Resources - Technical Knowledge - Structure 	<p>Resources (human, equipment, and fiscal) show disparities and unbalances. In terms of integration of international standards into Somalia’s social protection approach, the social security inquiry was completed, and the social protection implementation framework was aligned with SDG indicators. A major in output in technical knowledge matter was capacity development through training (both face-to-face and virtual), study tours in the neighboring countries that have established SP system, and participation in international conferences and workshops on social.</p>	<ul style="list-style-type: none"> - Interviews with staff members - Interviews and focus group with staff members - Interviews with MoLSA, FSM and other Ministries and partners (WB, other UN Agencies, non-governmental organizations) 		<p>Directorate is functional with staff and equipment, including with female staff MoLSA and FMS are able to attract and retain well qualified staff MoLSA and FMS collaborate and coordinate with different ministries and among partners MoLSA and FMS staff participate in trainings, seminars and south – south learning events Rights- based approaches are implemented Evidence – based and inclusive national dialogue process is being implemented Policy documents have been developed and distributed Key factors hinder or boost the implementation of the joint programme Comparative strengths have been identified with relation to other Social Protection programs in the country</p>
<p>EQ7. What were the main factors (internal and external) influencing the achievement and non-achievement of the Joint Programme objectives and what challenges were faced in the programme?</p>	<p>One of the major issues is the lack of awareness of social protection by both the state and the community. other aspect raised during the field visits and interviews are the lack of sustainable funding for Human Resources at the FMS. On the other hand, the capacity building approach has proven to be an effective way to implement collaborative learning in social protection and in getting results at the level of FMS and FGS.</p>	<ul style="list-style-type: none"> - Interviews with trainees - MoLSA policy Framework and reports - Activity reports - Policy documents and interviews - Interviews with PMU and MoLSA - Interviews with MoLSA and other institutions (WB) - Documentary analysis - Interviews with staff and other SP specialists 	<ul style="list-style-type: none"> - How do the capacity asymmetries between FGS and FMS affect the implementation of social protection activities? How does it affect the implementation of the program? - How is the capacity building of individuals reflected at the organizational level? - How do the capacity-building activities impact local understanding of SP? - Are the outputs and outcomes of the program significant precedents for future SP initiatives? - To what extent does the political instability of Somalia impact the implementation of the program? 	
<p>EQ8. Are there any unintended results of the JP?</p>	<p>The project has contributed “to create the appetite” for SP in Somalia among different institutions at the FGS and FMS.</p>			
ED IMPACT				
<p>EQ9. How did the project positioned the MoLSA leadership to</p>	<p>In this regard, it can be considered that the impact of the JP is high for the</p>	<ul style="list-style-type: none"> - Interviews with MoLSA and other FSM 	<ul style="list-style-type: none"> - What is the role of non-governmental and international 	<p>New plans, Policy Frameworks and new Projects in</p>

leverage upcoming opportunities? Is this similar in the FMS?	achievements on changes in the budget in the case of Somaliland, the formulation of a SP policy (same case), and the improvements in coordination of SP schemes.	- Interviews, concept notes - Focus group - Documentary review	organizations on SP? - What is the impact of the JP on other ongoing SP projects? - How is the program-built capacity being used in SP projects? - How is the capacity and leadership of the FGS changing as a result of capacity building activities? Are these results similar in the FMS?	the Federal Government and FMS envisaged Legal framework improvements at the federal government and FMS Contribution to federal government and FMS prospects to create an independent social security scheme Changes in behaviour of federal and national authorities towards SP Increased coordination between FMS and Federal Government Proxy indicators Safety Nets WB Project
EQ10. How have the JPs facilitated systemic and catalytic change at the national level?	The programme has proven to have impact in State building by creating a sense of community. State building is not yet complete, it is now taking place, and this affects the SP because roles and responsibilities of institutions is not yet clear.			
EQ11. What is the government role in social transfers to households (impact on poverty), household that receive food assistance of livelihood support (impact on access to education) and the number of poor women who are provided with vouchers for antenatal care (impact on health)?	In the case of Somaliland, the non-governmental and international organizations have been leading the SP, especially cash and food transfers and provision of essential health services; however, this SP delivery was not structured. The JP has contributed to establish the conditions under which other projects are working and targeting direct beneficiaries in the population.			
ED GENDER, SDGs and PEOPLE WITH DISABILITIES				
EQ12. To what extent the programme contributed to the acceleration of progress towards achieving the Sustainable Development Goals?	Staff supported under the programme have been contributing to the identification of Baxnaano beneficiaries and to the implementation of the urban safety nets in Banadir, helping the acceleration towards SDG 1, especially target 1.3.	- WB indicators and other statistical sources, ILO - MoLSA and other governmental institutions at Federal and FSM	- How is the capacity-building of the program contributing to create progress towards achieving the SDGs? - How is the perception of gender inequalities and	SDG 1.3.1. Proportion of the population covered by social protection floors/systems, by sex, distinguishing children, unemployed

<p>EQ13. What were the intervention's long-term effects in terms of reducing/exacerbating gender inequalities and gender-based discrimination?</p>	<p>The evidence shows particularly that gender perspective was strongly integrated as an important part of the capacity building activities in the JP. These activities had important results in terms of sensitizing the FGS and FMS staff on gender equality issues and its importance in the framework of social protection. The JP applied a transformative approach recognizing that it is necessary to have an influence in shifting mentality and social norms in the staff responsible for SP policy. This is a valuable perspective since it is based on the understanding that a change in social norms is a long-term process.</p>	<p>level statistics - UNICEF Gender Review - UNICEF interviews with gender expert - African Disability Forum</p>	<p>gender-based discrimination changing as a result of the program implementation? - What is the role of social norms in facilitating/difficulting progress towards achieving SDGs? - How social awareness of SDGs impact its progress? - What's the role of community-based initiatives in social protection? How is the program contributing to generate/promote them?</p>	<p>persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable. Target 17.15 'Respect (for) each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development' Universal Health Coverage (SDG 3.8) Gender Equality (SDG 5.4) Decent Work and Economic Growth (SDG 8.5) Greater equality (SDG 10.4). Gender review</p>
<p>EQ14. To what extent the Joint programme effectively contributed to the socio-economic inclusion of persons with disabilities?</p>	<p>The UN JP has had an impact in policies for PWD. In Somaliland, it was reported that after receiving training and understanding the importance of State-led social policies, the Directorate at MESAF succeeded that 'disability scheme' is included in the national budget. The movement of PWD and association in Somalia has already started and this is crucial for policy advocacy and the visibility of PWD.</p>			<p>14. 1. Income security, coverage of health care, and disability-related costs across the life cycle.</p>
<p>ED SUSTAINABILITY</p>				
<p>EQ15. How has the project build capacities in different stakeholders for the results to continue?</p>	<p>The project has equipped government staff with the necessary skills to support the implementation of safety nets and other social protection programmes, as well as the development of SP in the FGS and SP policy in Somaliland- Sustainability now is ensured also by other SP Projects and the leadership of MoLSA. The capacity development strategy</p>	<p>- Interviews with MoLSA - Interviews with MoLSA and other governmental and non-governmental institutions, including also international partners WB - Focus group</p>	<p>- What will be the role of the staff that benefited from capacity building training for the results to continue? - Is there any staff retention strategy in place? - What actions have been taken to ensure institutional learning?</p>	<p>Exit strategy has been discussed and presented to MoLSA The capacity of the champion of the Social Protection system – MoLSA- exists to remain as the leader and implement the SP</p>

	will be sustainable if the Training of Trainers is undertaken at the level of the FMS.	- Interviews with staff and Social Protection Secretariat at MoLSA - Interviews with international partners - Vulnerability assessment recommendations	- Has any resource mobilization opportunities been identified?	Framework The experienced and qualified staff remains Interest in new projects exists Other SP programs are being implemented Vulnerability assessment recommendations are taken into account
EQ16. To what extent are the benefits of the programme likely to continue after donor funding has ceased?	The knowledge that staff members have acquired throughout the programme will remain and could be applied in other capacities (as project staff for instance) to continue providing support to the implementation of social protection programmes.			
EQ17. Is the role of the international cooperation, especially the UN agencies, being appropriate in the area of Social Protection? Will the COVID 19 pandemic make any significant challenge for SP?	The role of the international organization is clearly aligned with the SP and the contribution to shift from humanitarian to development schemes. FMS and all stakeholders acknowledge that emergency projects do not make a real impact by transforming the beneficiaries' lives. It is also widely accepted that capacities of the State now are still limited but there are different levels of capacities and there are conditions to take over on SP.			
ED COHERENCE				
EQ18. To what extent and in what ways has the UNCT contributed to achieving better synergies and knowledge sharing among the programmes of UN agencies?	Coordination between agencies is based on having common results frameworks, and eventually joint monitoring and evaluation measurement systems. This has not been the case in the JP as the programme itself has been defined to clearly separating roles and activities for each implementing agency.	- Interviews with knowledge management advisors - Minutes and reports of pledges and donor roundtables - Interviews with donors	- Were joined learning processes or actions developed in the framework of the joint program? - Have the main involved actors taken specific measures as a consequence of the joint program?	Regular meetings of the UN Social Protection Working Group in Somalia (6 times per year) Consultations and knowledge sharing activities

<p>EQ19. How did UNCT promote effective partnerships and strategic alliances around the main UNDAF outcome areas?</p>	<p>The Agencies have worked with a vision of strengthening in a permanent way the current partnerships in the framework of the JP.</p>	<p>- Interviews with MoLSA and other FGS officials - Progress and annual reports</p>	<p>- How has the program involved other relevant actors in the implementation process? - Have the PMU benefited from the program? How are this benefits relevant for the agencies work?</p>	<p>between UN agencies or with other countries on SP schemes and lessons learned identified</p>
<p>EQ20. How has the programme contributed to improve communication and coordination with the FGS on SP matters?</p>	<p>The implementing Agencies hired the staff for the social protection system leadership, and this required making decisions together and a fluent and permanent communication. Nevertheless, this occurred at an operational level, which is important, but coordination should be more strategic and have a long-term vision.</p>			<p>Participation in pledges and donor roundtables</p> <p>Increased coordination between FGS and the UN System on SP matters Lessons learned collectively identified</p>
<p>EQ21. To what extent the joint learning activities have allowed to identify or implement concrete actions or recommendations?</p>	<p>The Agencies must be prepared to continue giving the technical support needed by Somalia in future, and in this regard data collection is strategic, evaluating the impact of Safety Nets, guaranteeing the local financial resources to maintain and strengthen the technical teams, and establishing a public agenda on social protection aiming to achieve ownership and sustainability</p>			<p>Joint learning activities have been developed with FGS, NGOs, and donors Actions implemented or planned, or recommendations made, as a result of joint learning activities Learning and exchange visits in FMS</p>

