

**Combatting Poverty and Vulnerability in Somalia through Social Protection (Phase II)**

Country: Somalia

**Program Title:** Combatting Poverty and Vulnerability in Somalia through Social Protection (Phase II)

**Joint Program Outcome(s):** (i) Capacity of federal and regional institutions to implement the social protection policy and programming is strengthened; (ii) Evidence on vulnerability to support the development of a national social protection system is improved.

Program Duration: 24 months

Anticipated start/end dates: 1 April 2020 – 31 July 2022

Fund Management Option (s): Pass through (Parallel, pooled, pass through, combination)

Managing or Administrative Agent: UNDP MPTF Office

Total estimated budget\*: USD 2,220,000

Out of which:

1. Funded Budget: USD 2,220,000
2. Unfunded Budget: 0

\*Total estimated budget includes both program costs and indirect support costs

Sources of funded budget:

- Donor (Italian Cooperation) USD 2,220,000

**Names and signatures of (sub) national counterparts and participating UN organizations**

Adequate signature space should be provided in order to accommodate name (person), title (head), organization name/seal of all participating UN organizations and national coordinating authorities, as well as date of signature.

This joint program document should be signed by the relevant coordinating authorities. By signing this joining program document, all signatories – national coordinating authorities and UN organizations – assume full responsibility to achieve results identified with each of them as shown in Table 1 and detailed in annual work plans. For regional and global joint programs, endorsement or signatories of participating countries (at least three, if there are more than three countries) are required.

UN Organizations	National Coordinating Authorities
<p>Ms. Angela Kearney</p> <p><i>Angela M. Kearney</i></p> 	<p>H.E. Abdiwahab Umal</p> <p><i>Abdiwahab Umal</i></p>  <p>Minister, Ministry of Social Affairs (Date &amp; Seal)</p>
 <p>Representative and Country Director, World Food Programme Somalia (Date &amp; Seal)</p>	<p>Mr. Adam Abdelmoula</p> <p>DocuSigned by: Jocelyn Mason RC/HC oic</p> <p>D13061182B4D4B9...</p> <p>Deputy Special Representative of the Secretary-General, Resident Coordinator (Date &amp; Seal)</p>

# Combating Poverty and Vulnerability in Somalia through Social Protection and Food Systems Phase II

## Executive Summary

The joint programme will support the Federal and Regional governments of Somalia with support from development partners to build the basis for a social protection system. The programme will strengthen the federal and regional government to build the foundational components of a social protection system, to address the root causes of poverty and vulnerability and with a view to be shock responsive.

In Somalia, social protection is defined 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. By addressing the root causes of poverty, risk, and vulnerability, social protection is expected to contribute to poverty reduction, social cohesion and inclusion, and economic growth as part of a cost-effective, sustainable, and comprehensive national system.*

Specifically, this joint program seeks to achieve the following program outcomes:

- (i) Strengthen the capacity of federal and regional institutions to implement the social protection policy and programming
- (ii) Provide support to Institutionalization of social protection

Outputs under this joint program include:

- Output 1.1.** Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and Regional Governments, to better understand vulnerability and to develop systems to manage data
- Output 1.2.** Strengthen the capacity of the Banadir Regional Administration (BRA) to administer safety nets
- Output 2.1.** Implement Communication and Advocacy strategy of the National Social Protection Policy
- Output 2.2.** Strengthen Government capacity to design and implement social protection schemes
- Output 2.3** Improve working conditions for FMS staff in charge of social protection

The joint program (JP) will be implemented from the date of formal SDRF approval through end March 2022. The implementation of the JP will closely interlink with, and build upon, the work undertaken within the Social Development Pillar Working Group (PWG). The JP will also directly contribute to the achievement of results within the fourth pillar of the National Development Plan (NDP-9 2020-2024): Improved Social Development.

In addition, the JP contributes towards Target 2 “Research to inform an integrated social protection information management system”, as well as capacity building and research on vulnerability. Additionally, the food systems component falls under the Infrastructure Chapter of the NDP within the section entitled “Transport: Road, Ports and Airports.”

Implementation of nationally-appropriate social protection systems also addresses Sustainable Development Goals (SDG) 1, 2, 3, 5, 8 and 10, and the proposed program will contribute directly to the achievement of these goals. The project is also expected to contribute to the goals of poverty reduction; zero hunger and malnutrition, inclusion and equal access to economic resources and basic services such as health and education; gender equality, resilience to shocks and disasters; and policy frameworks for pro-poor development strategies.

This expected program cost of EUR funded by the Italian Cooperation. Implementation will be jointly led by the Federal Government of Somalia including the Ministry of Labour and Social Affairs (MoLSA), the Ministry of Planning, Investment and Economic Development (MoPIED) and the Ministry of Humanitarian Affairs and Disaster Management (MOHADM), as well as regional administrations, the World Food Programme (WFP) and the United National Children’s Fund (UNICEF).

### Situation Analysis

In recent years, many low-income countries, including those affected by recurring disasters, have invested in national social protection programs. Policy makers increasingly view social protection as a core instrument for reducing poverty and managing risk, and a key complement to investments in human capital and economic growth. Providing assistance during crises through these systems enables national governments to take responsibility for meeting the needs of their citizens, providing a pathway for reduced reliance on humanitarian aid. A recent USAID-commissioned study<sup>1</sup> on *The Economics of Resilience* in Ethiopia, Kenya and Somalia found that safety net programming would have saved an estimated USD 3.5 billion in humanitarian aid costs over a 15-year period, when taking into account avoided losses and delayed humanitarian responses.

Somalia is one of the poorest countries in the world in terms of both monetary and multidimensional poverty, consistently placed in the bottom ten of all countries depending on the criteria used. GDP per capita is estimated at USD 435<sup>2</sup>. The availability of household data on poverty has recently improved with the High Frequency Survey of 2016, which indicates that 52% of the Somali population lives below the extreme poverty line of \$1.90<sup>3</sup> per day. These poverty rates are higher in rural (53%) than in urban areas (41% excluding Mogadishu). Poverty incidence is worst in the internally displaced persons (IDP) camps, where it is estimated to be 72%, and in Mogadishu (58%). However, urban areas have higher absolute numbers of extreme poor due to the consistent trend of urbanisation over the last 15 years – 61% of the poor are thought to now be concentrated in urban areas, particularly Mogadishu, compared to only 9% in rural areas. The remaining 32% live in the IDP camps.

Gender inequality in Somalia is the fourth highest in the world, with high levels of gender-based violence, harmful practices such as child marriage and female genital mutilation. School enrolment and educational attainment are low and access to education is skewed in favour of boys, who constitute 56 percent of children enrolled in primary school. From the numbers presented, it is evident that the country is demographically very young, with three-quarters of the population under 30 years of age. Only two out of ten children of primary school going age are currently enrolled in school. Two

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<sup>1</sup> USAID (2018), “Economics of Resilience to Drought. Summary”

<sup>2</sup> Federal Government of Somalia, “National Development Plan 2017 – 2019”

<sup>3</sup> Majoka, Naqvi, and Leydier, “Somalia - Social Protection.”

out of ten households are headed by women, with a further two in a thousand households headed by children (UNFPA PESS 2014). Women are generally under-represented in decision-making bodies, from community committees to the highest level of government. Between 70 and 80 percent of IDPs are women and children.<sup>4</sup>

In addition, Somalia has one of the largest concentrations of IDPs in the world, with estimates of up to 2.6 million IDPs in the country, including newly displaced and long-term IDPs, destitute pastoralists, and returnees. Though extreme poverty and deprivation is found throughout the country, poverty rates in Somaliland and Puntland, which have experienced less insecurity and greater political and socioeconomic stability compared to southern parts of Somalia, have lower poverty rates.

In Somalia, UN agencies and donors alike have reached consensus on the need to rethink aid approaches beyond emergency response. It is agreed that a change is needed around how aid is delivered. This is borne out of recognition that humanitarian crises are becoming more frequent, severe, complex and protracted, generating new risks and socio-economic losses and putting the humanitarian system under strain. Humanitarian assistance, by itself, is not sufficient to reduce vulnerability and need, or to spur investments in human capital development required for breaking the intergenerational cycle of poverty. Significant and sustained investments are necessary to address the underlying causes of crises in Somalia. In this context, there has been a growing focus on bringing together humanitarian, risk reducing, resilience building and developmental approaches to generate more predictable, organised, effective, efficient and flexible responses. The development and implementation of a social protection policy and framework can enable a stronger capacity to not only respond to Somalia's cyclical crises, but contribute to poverty reduction at all income levels and stages of development. Social protection also involves the national development of social policy and labour laws.

An effective form of social assistance, the government administered safety nets have shown<sup>5</sup> that globally an estimated 36 percent of the very poor escaped extreme poverty because of social safety nets, providing clear evidence that social safety net programs are making a substantial impact in the global fight against poverty. Furthermore, in developing and transitioning countries, 2.5 billion people are covered by safety net programs. Of these, 650 million people are from the poorest quintile. Yet, in low-income countries, only 1 in 5 of the poorest are covered by safety net programs. Data from the report<sup>6</sup> shows that safety nets—which include cash, in-kind transfers, social pensions, public works, and school feeding programs targeted to poor and vulnerable households—also lower inequality, and reduce the poverty gap by about 45 percent.

The joint UNICEF-WFP response to the pre-famine crisis looked beyond addressing short-term needs, playing as well a preventative role. Cash assistance increased households' access to services and supported ongoing efforts to develop a formal comprehensive safety net for Somalia. There is now clear evidence that social protection can potentially enable the extreme poor and vulnerable to better manage risks and generate a wide range of positive economic and social impacts. Governments at all income levels are increasingly investing in building shock-responsive social protection systems and programs.

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<sup>4</sup> WFP Somalia Interim Country Strategic Plan 2019 - 2021

<sup>5</sup> *State of Safety Nets 2018*, an annual study by the World Bank

<sup>6</sup> *State of Safety Nets, 2018*, World Bank.

## Background

In the first and on-going iteration of this JP, the objective is to support government capacity strengthening to build the foundations for successful future social protection programs in Somalia, while providing proof of concept for initial investments.

The ongoing Joint Programme Steering Committee made up of MoLSA, MoPIED and MoHADM, the Italian Cooperation and the heads of WFP and UNICEF is providing oversight, strategic direction and overall management of the policy process. Roles and responsibilities have been outlined and agreed. The Ministry of Labour and Social Affairs (MoLSA) is currently the mandated ministry for social protection, responsible for the management, coordination and implementation of the JP activities. MoHADM is a key partner in incorporating shock-responsive safety nets and the work of the ministry will assist in bringing together the humanitarian and development spheres. Similarly, MoPIED remains critical in coordinating the many ministries and the member states as well as other stakeholders involved in the process.

In addition to the JP Steering Committee, a government Technical Working Group has also been formed with membership from a wide range of ministries with a key role to play in social protection moving forward. The Technical Working Group is represented by technical focal points from fourteen government ministries, with regional member states also represented. The Group is steering the strategic leadership, technical support and quality assurance throughout the policy development process. Consultations for the development of the Social Protection Policy were concluded in October 2018. The policy is expected to be drafted by December 2019 and will serve as a key guiding document for all partners investing in social protection in Somalia.

A social protection desk review<sup>7</sup> has highlighted the fundamentals needed for successful social protection in Somalia. Key findings include.

- As the country heavily depends on foreign aid and diaspora remittances, it is clear that stable financial support (both revenues for federal and regional governments as well as budget allocation and prioritisation on the national agenda) is a pre-requisite for building and implementing a government-owned, shock-responsive social protection system.
- Future progress in developing the social protection system will also depend on technical capacity and human resource support to the federal and regional governments, as well as systems to formalize revenue collection and service delivery. Economic development will be key in protecting Somalis from shocks, which requires policies, regulations and legal frameworks for inclusive development of the economy; facilitation of private sector investment; formalized financial and banking systems; and formal instruments for insurance and credit, particularly for average Somalis.
- Social protection programs in several developing countries have highlighted key pre-conditions and circumstances that help support successful adoption of a social protection policy. Enabling environments should include high-level political commitment; strong administrative capacity; financial sustainability; community participation – transparency and accountability; strong relationships between ministries and external development partners; and early adoption of comprehensive management information systems.

Along with the policy and framework, the ongoing program includes a communications and dissemination strategy for the policy as well as a capacity assessment for federal and regional level governments by June 2019. With the development of the Social Protection (SP) policy and framework,

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<sup>7</sup> Samuel Hall, WFP, UNICEF, *Social Protection in Somalia. A Desk Literature Review*, July 2018.

the next phase will support roll out of the framework as well as strengthening evidence in Somalia to support the development of a national social protection system.

### Proposed Joint Program (JP)

Interventions proposed are included in WFP's Somalia Interim Country Strategic Plan (ICSP) and UNICEF's Country Program Document (CPD) 2018 – 2020 for Somalia. These are in line with Somalia's National Development Plan (NDP) and contribute to SDG #1 (poverty reduction), SDG #2 (achieving zero hunger) and SDG #17 (strengthen partnerships).

The ICSP aims to provide relief assistance and scale up recovery activities including safety nets and resilience initiatives. Specifically, funds pertaining to this contribution will be implemented under strategic outcome 2- Food-insecure people are better able to withstand shocks and stresses throughout the year and 5-National institutions have strengthened policies, capacities and systems for supporting food-insecure and nutritionally vulnerable populations. In Somalia, WFP has the opportunity to adopt an integrated approach, recognizing the interconnected nature of its efforts to improve food security and nutrition, creating a positive cycle with short and long-term benefits.

The CPD recognises the role of a strong, nationally-owned social protection systems in prevention and early recovery, as well as a means in support human capital improvements which are critical for medium- and long-term poverty reduction and economic growth. The CPD, which includes a specific social protection outcome, also supports the need for investments in capacity, as well as increased attention to urban populations, youth and integrated programmes which combine cash transfers with complementary investments<sup>8</sup>.

### Joint Program Description

The proposed JP will build the foundations for a social protection system in Somalia and follows on from the Joint Program *Combating Poverty and Vulnerability in Somalia through Social Protection*. Through stakeholder consultations, a Social Protection Policy is being drafted with the leadership of the Ministry of Labour and Social Affairs and with the support of the Ministry of Humanitarian Affairs and Disaster Management and the Ministry of Planning, Investment and Economic Development. Key components of the program also included a communications and dissemination strategy, a capacity assessment and strategies identified to target the most vulnerable.

Designing and implementing a social protection system requires a long-term investment from the government and the international community. However, even in an uncertain funding and implementing environment, there are clear steps that social protection partners can take to lay the groundwork for rolling out an effective social protection system. The foundational principles of social protection in Somalia will have been established and will provide the basis for developing a comprehensive and equitable social protection system and programs in future years. WFP and UNICEF are strategically placed to implement these activities together with the Government, as leads for the Resilience Pillar Sub Working Group on Social Protection, Food Security and Nutrition. Both agencies have dedicated social protection teams with relevant expertise.

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<sup>8</sup> This outcome states that "By 2020, more children receive assistance through pilot social-protection programmes designed to enable all children to fully participate in the social and economic development of the nation and reach their full potential."

## **Outcome 1. Strengthen the capacity of federal and regional institutions to implement Social Protection Policy and Programmes**

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

Following the development of the Social Protection Policy and Framework, the JP will support the Ministry of Labour and Social Affairs with structural and staffing support, in order to increase its ability to operationalize the Social Protection framework and to deliver a shock responsive safety net. This support will provide the Ministry with technical expertise in safety nets development and management, including strengthening the understanding of the vulnerabilities linked to chronic poverty. The ministry capacity will also be reinforced in the area of database development and management, thereby supporting the national ownership of systems that will form the basis of the social registry going forward. In addition, regions will be capacitated, in order to develop their technical knowledge of social protection terminology and system components, as well as their capacity to rollout the social protection framework regionally. Specifically, training-of-trainers will be conducted by firms specializing in training on Social Protection and Safety nets. Regional study tours, coordinated with other SP actors and led by MoLSA, will make available the experiences of other countries in Africa in developing social protection systems with focus on shock responsiveness, targeting of vulnerable populations, programming and social registries, as appropriate.

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

In 2018, WFP initiated a safety net programme targeting 100,000 urban poor and internally displaced beneficiaries in Mogadishu, with predictable transfers of USD35 in cash per month, to meet food and other basic needs. This safety net is undertaken in collaboration with the Banadir Regional Administration (BRA). The second output of the JP would support the BRA to develop their capacity to manage various aspects of the safety net program, including: registration and enrollment of beneficiaries in SCOPE, managing the cash transfers, and monitoring the results. Technical assistance support in the form of staffing as well as technical trainings will be provided under this program, enabling the regional authorities to administer the safety net transfers over a 12 month period for 1000 vulnerable HHs.

## **Outcome 2. Improve the evidence on vulnerability to support the development of a national social protection system**

*Output 2.1. Demonstrate clear evidence of impact on effective vulnerability targeting in programming*

Rigorous, independent evaluation is important for providing credible evidence on the impact of social protection interventions and building the case for national scale-up and investment. Under this output, UNICEF will work with MoLSA and UNICEF's Office of Research<sup>9</sup> to design and implement an evaluation of an innovative program which combines life-saving interventions with support for income stability. The program, implemented by a UNICEF cross-sectoral team including both emergency and

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<sup>9</sup> <https://www.unicef-irc.org/>

social protection specialists, transitions humanitarian cash transfers towards safety net programming through a life-cycle approach, targeting the critical years of early childhood. The program builds on existing global evidence demonstrating the importance of adequate infant nutrition in achieving broader development outcomes such as early childhood development, educational achievement, productivity and long-term health.

The program, which is funded by other resources, will entail an expanded registration approach at nutrition and health facilities to help identify and provide care for malnourished children, supplemented with complementary cash transfers targeted at the household level to households with children requiring treatment. The program design is built on the recognition that financial constraints are among the underlying causes of child malnutrition; and that without adequate financial support, families face barriers to completing a full treatment cycle for a malnourished child, or may share supplementary food or medicine amongst all the children in the household.

*Output 2.2. Understand and respond to seasonal variations in consumption and welfare in Somalia and its links to vulnerability*

A core principle of shock-responsive social protection is recognizing that household incomes and consumption are not static, and that household welfare is subject to variations due to, *inter alia*, variations in productivity or weather conditions, illness or death of household members, instability, and price fluctuations. In the Somalia context, with many households reliant on agriculture, seasonal variations in consumption are particularly common. Yet this not well researched or understood.

Considering the seasonality in Somalia induced by the *Deyr* and *Gu* rains, and the recurrence of external shocks, it is critical to have a comprehensive understanding on the impact of seasonal variations on expenditures and vulnerability. Seasonality assessment tools examine household consumption<sup>10</sup> patterns by season, and break patterns in key well-being indicators down by seasonal cycles. Key indicators entail not just food consumption and nutrition, but also mortality and morbidity, subjective well-being, school attendance, and labour market participation (including child labour). The resulting analysis does not compete with minimum expenditure basket, household economy approach, or other tools to identify transfer values, but instead looks to identify the difference in spending and welfare by season, to provide guidance on the amount of “top-up” that would be needed to restore an average households’ expenditures in an average year.

This should be analyzed in what is considered a ‘non-crisis’ year to provide a rationale for setting top-up values for a national social protection program. Benefit levels should be flexible, with the ability to increase in response to mild fluctuations in consumption that are not significant enough to lead to significant rates of humanitarian support, but nonetheless have a negative impact on the welfare of social protection beneficiaries.

**Outcome 3. Augment the capacity of the Port of Kismayo to enhance sustainable food systems.**

*Output 3.1. Enhance the capacity of the Port of Kismayo for efficient humanitarian operations and to stimulate local trade*

Building on a first Italian funded phase of the project, strengthening food systems is part of a comprehensive approach to improve local production, market access and the rehabilitation of major infrastructures to support the availability of nutritious food in Somali markets and build an equitable food system that is resilient to shocks. Under WFP’s Interim Country Strategic Plan 2019 – 2021, this

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<sup>10</sup> Consumption refers here not to food consumption, but is rather an alternate means to capture material well-being in a situation where most households do not receive an income through work.

strategic outcome includes building the port's staff and governance capacity, along with providing technical and operational support to improve the functionality of the port.

### Gender and Protection Mainstreaming

The programme will strive to be gender sensitive at minimum and gender transformative at best. At all stages of the process, from staffing and technical support to assessments, gender and protection will be mainstreamed into the design and into the implementation of the capacity building, safety nets and assessments. Special attention will be paid to the needs of women and men, boys and girls at their various stages of life and various states of ability or disability. Gender equality and women's empowerment principles will inform capacity strengthening assessments and activities, to ensure equal opportunities and participation of women and men. Additionally, the needs of vulnerable groups, including the elderly, people living with disabilities and are chronically ill will be taken into consideration in activities. Protection which deals with the safety, dignity and security of individuals will be part of the design and implementation, which entails mapping the related risks and preceding mitigating measures. Partnerships with other protection agencies will be leveraged for optimum outcomes.

### Results Framework

The purpose of this intervention is to develop core social protection systems and frameworks to guide future programming, in line with the social protection priorities of the Resilience Pillar Social Protection Sub-Working Group.<sup>11</sup> As such, the results framework describes two key outcome areas which are essential to operationalize the social protection policy and framework by 2020.

The intervention will be undertaken by the Ministry of Labour and Social Affairs, Ministry of Planning Investment and Economic Development, the Ministry of Humanitarian Affairs and Disaster Management WFP and UNICEF, with funds provided by the Italian Development Cooperation of the Government of Italy. Banadir authorities will also play an important role in the delivery of safety nets to the population of Mogadishu.

Social protection is a corporate priority of both WFP and UNICEF. Somalia is one of the countries selected in the Eastern and Southern Africa Region for a priority focus on social protection, and there is a dedicated social protection unit within the UNICEF Somalia Support Centre. The development of and support to strong national social protection systems is also a priority focus for WFP, with the building of nationally owned safety nets a key output under WFP's corporate outcomes (specifically SO3). A detailed results framework follows in Table 1.

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<sup>11</sup> Social Protection is among the activities in the Revenues and Services target of the ISF.

**Table 1. Results Framework**

<b>Outcome 1. Strengthen the capacity of federal and regional institutions to implement the Social Protection Policy and Framework</b>				
<b>Outputs</b>	<b>Baseline (2019)</b>	<b>Endline (2021)</b>	<b>Activities</b>	<b>Partners</b>
1.1. Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and the regional Governments to better understand vulnerability and to develop systems to manage data	Social Protection Policy and Framework Endorsed	Operationalized framework for years 1-3	Training opportunities provided to FGS and Regional States to improve technical knowledge of social protection  Human resources, equipment material and capacity support provided to MoLSA and Regional States	MoLSA, MoPIED, MoHADM, Regional States, UNICEF, WFP, Italian Development Cooperation
1.2. Strengthen the capacity of the Banadir Regional Administration (BRA) to administer safety nets.	Little capacity for BRA to manage safety nets program	BRA capacitated to manage safety net program	Intensive training given to Banadir Regional Authority in: SP and Safety nets through SCOPE (WFP’s transfer platform); in managing payments (financial management); and in monitoring and evaluation.  Technical assistance and support in the form of training opportunities and human resources.  Material support and equipment provided to BRA. Training on logging and managing inventory provided.  Regional authority trained and equipped to conduct a safety net pilot will transfer USD 34 dollars to 1000 vulnerable households over 12 months.	BRA, MoLSA, UNICEF, WFP
<b>Outcome 2. Improve the evidence on vulnerability to support the development of a national social protection system</b>				
<b>Outputs</b>	<b>Baseline (2019)</b>	<b>Endline (2021)</b>	<b>Activities</b>	<b>Partners</b>
2.1. <i>Demonstrate clear evidence of impact on effective vulnerability targeting in programming</i>	No rigorous external impact evaluation of a SP programme	Rigorous impact evaluation produced, and lessons disseminated and used by government and development partners	In partnership with external researchers and MoLSA, conduct a rigorous impact evaluation of a social protection pilot program.  Conduct comparative analysis of different design elements (e.g., benefit levels) to inform discussions on SP program design.  Provide a costed scale-up option for a gender and age sensitive safety net.	MoLSA, UNICEF Office of Research, WFP, External partners (e.g., evaluation firms)  Somali university or research institution
2.2 <i>Understand and respond to seasonal variations in consumption in Somalia and its links to vulnerability</i>	No information on the magnitude of seasonal fluctuations in incomes in an “average” year	Information on the impacts and magnitude of seasonal fluctuations in beneficiary incomes in an average year available and used for social protection program planning	Study on the impact of seasonality on household consumption  Workshop on understanding the role of seasonal variations in consumption, and lessons for setting social protection benefit levels	MoLSA, WFP,  World Bank  Somali university or research institution

Outcome 3. Augment the capacity of the Port of Kismayo to enhance sustainable food systems.				
Outputs	Baseline (2019)	Endline (2021)	Activities	Partners
<i>Output 3.1. Enhance the capacity of the Port of Kismayo for humanitarian operations and to stimulate local trade</i>	n/a	Kismayo port operational	Rehabilitation of the Kismayo Port Building capacity of Port Staff/Government Staff Technical and operational support to improve the functionality of the port	Ministry of Ports and Marine Transport and the Governor of Lower Juba, Port Authorities in Kismayo, Private Firm, WFP

## Management and Coordination Arrangements

The proposed intervention will be aligned with the Somalia Development and Reconstruction Facility (SDRF) governance structures and the rules governing the United Nations joint programming and the United Nations Multi-Partner Trust Fund (UNMPTF). It will be implemented by two government partners (MOLSA, BRA), in coordination with MOPIED and two United Nations agencies (WFP and UNICEF), in close consultation with state and local authorities and NGOs. UNDP will serve as the administrative agent/fund manager for the program. Specific management arrangements are detailed below.

As a relatively time-bound and straightforward intervention, the management and coordination arrangements for this program are detailed below:

### **Program Steering Committee (PSC)**

Membership: Ministry of Labor and Social Affairs (MoLSA); Ministry of Planning and Economic Investment and Development (MOPIED), Ministry of Humanitarian Affairs and Disaster Management (MOHADM); possibly regional authorities; WFP; UNICEF (Co-Chair); Italian Development Cooperation.

The PSC will provide oversight, strategic direction and overall management, through quarterly meetings and ad hoc communications. The steering committee will thus serve simultaneously as management and implementation agent. Specific duties of the PSC include:

- Provision of management, oversight and coordination functions
- Provision of adequate allocation of funds across all tasks
- Review and approval of work plans, progress reports, and related documents
- Review, quality assurance, and approval of all products developed
- Ensure alignment to Government and UN priorities as stated in the ISF, PWG8, the NDP and related documents
- Report to the SDRF Plenary and Executive as necessary

### **Participating UN Agencies**

Membership: WFP and UNICEF

The agencies will be responsible for the day-to-day management and technical guidance for the program. They will assume complete programmatic and financial accountability for the funds disbursed to them by the Administrative Agent and execute according to the program document and the Agencies' own regulations. To facilitate this, agencies are entitled to deduct indirect costs (up to 7 per cent) on contributions received according to their own rules and regulations.

The agencies will be responsible for the following tasks:

- Development of all program work plans, terms of reference (ToR), progress reports, audit reports and related documents
- Engagement of consultants and/or firms, as necessary, to implement program activities
- Timely reporting on program implementation in line with UNMPTF guidelines
- Reporting to PWG8 or its successors on a regular basis

### **Administrative Agent/Funds Manager**

UNDP will serve as the Administrative Agent and funds manager for this intervention. Given that the program is part of the Somalia UNMPTF, it will be implemented in line with the pass-through fund management modality as described under the United Nations Development Group Guidelines on UN Joint Programming. The UNDP MPTF office will undertake the following tasks:

- Receive and administer contributions from donors providing financial support to the program
- Disburse funds to each PUNO in accordance with instructions from the PSC and the budget as described in the program document
- Consolidate annual and final financial reports, based on submissions provided by the PUNOs, and provide these to donors as per the fund requirements
- Provide annual and final certified financial statements

As the Administrative Agent, UNDP MPTF office is entitled to deduct indirect costs (1 per cent) on contributions received according to the Somalia UNMPTF ToR.

In addition, the program will be implemented in line with the Compact/PSG Working Groups, which will provide regular policy guidance and monitoring and reporting.

### **Fund Management Arrangements**

This Joint Programme will follow the pass-through fund management modality according to the UNDG Guidelines on UN Joint Programming. The UNDP MPTF Office, serving as the Administrative Agent of the Somalia UN MPTF, as set out in the Memorandum of Understanding (MOU) for Somalia UN MPTF, will perform the following functions:

- (a) Receive contributions from donors that wish to provide financial support to the Joint Programme;
- (b) Administer such funds received, in accordance with this MOU;
- (c) Subject to availability of funds, disburse such funds to each of the Participating UN Organizations in accordance with instructions from the Programme Board taking into account the budget set out in the Joint Programme Document, as amended in writing from time to time by the Programme Board;
- (d) Consolidate financial reports, based on submissions provided to the Administrative Agent by each Participating UN Organization (PUNO), and provide these to each donor that has contributed to the Joint Programme Account, to the Programme Board, participating UN agencies, and the SDRF Steering Committee;
- (e) Provide final reporting, including notification that the Joint Programme has been operationally completed;
- (f) Disburse funds to any participating UN agency for any additional costs of the task that the Programme Board may decide to allocate in accordance with Joint Programme Document.

Each Participating UN Organization assumes complete programmatic and financial accountability for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the organization's own regulations. PUNOs will establish a separate ledger account for the recipient and administration of the funds disbursed to them by the

Administrative Agent. PUNOs are entitled to deduct their indirect costs (7%) on contributions received according to their own regulations and rules.

## Monitoring, Evaluation and Reporting

### **Monitoring**

The monitoring framework for this program will take into account the need to coordinate with existing social protection reporting structures (i.e., the Resilience Pillar Working Group Social Protection, Food Security and Nutrition Sub-Working Group, the Infrastructure Pillar Working Group, Transport and Communication Sub-Working Group or its successor arrangements) and ensure active engagement of federal member state representatives in all stages of the intervention. The monitoring arrangements are outlined in Annex 2.

### **Annual/Regular reviews**

The proposed program is expected to be fully implemented by the end of 2020. There will be biannual reviews will be undertaken in line with UNMPTF requirements, and reports on progress will be made by the PUNOs to the Program Steering Committee and Social Protection, Food Security and Nutrition Sub-Working Group under the Resilience Pillar Working Group.

### **Evaluation**

A final program evaluation will be undertaken at the end of the program to determine the progress against the two outcomes, and to review the effectiveness and sustainability of the program. The evaluation will focus on results, adequacy of the risk assessment, effectiveness of coordination and communication, as well as the impact and sustainability of the program. The program may also be included in the SDRF annual review process. The evaluation will be the product of a joint workshop convened by the co-chairs, led by the Steering Committee, and with broad representation from all relevant partners.

### **Reporting**

The proposed program will submit an annual narrative report, which will be consolidated by the PUNOs and shared with the Resilience Pillar Social Protection, Food Security and Nutrition Sub-Working Group membership for initial review and clearance. Following this review, the report will be shared with the PSC for final review and clearance. This report will be submitted in line with the UNMPTF reporting schedule, and will be based on the narrative reporting templates provided under the UNMPTF. The PUNOs will also share annual financial reports with the Administrative Agent in accordance with agency rules and UN harmonized budget categories.

In addition to the annual report, the PUNOs will provide quarterly narrative and financial reporting to the Administrative Agent in accordance with UNMPTF rules and regulations, using the templates provided.

Based on the outcomes of the joint workshop and final program evaluation, the PUNOs will submit a final report. This document will be provided no later than four months after the end of the program implementation period. Certified final financial statements and final financial reports will be submitted to the Administrative Agent by the PUNOs no later than six months after the end of the program.

In accordance with the UNMPTF agreement, the Administrative Agent shall prepare certified annual and final financial reports consisting of the reports submitted by WFP and UNICEF, and a report on the “Source and Use of Funds”. The Administrative Agent shall provide these consolidated reports to each donor that has contributed to the program account, to the Program Steering Committee, the PUNOs, and the SDRF Steering Committee in accordance with the timetable in the Standard Administrative Agreement. The reports shall use the UN approved harmonized budget categories: (1) Staff and other personnel costs, (2) Supplies, commodities, materials, (3) Equipment, vehicle and furniture, including depreciations, (4) Contractual services, (5) Travel, (6) Transfers and grants counterparts, (7) General operating and other direct costs, (8) Indirect support costs.

## Joint Programme Budget

WFP Costs				
Outcome 1	Activity	YEAR 1 (USD\$)	YEAR 2 (USD\$)	TOTAL (EUR) Y1 and Y2
	Safety Net	N/A	559,024	483,556
	Government Support	263,244	263,244	455,411
<b>Outcome 3</b>	Sustainable Food Systems	542,756	N/A	469,484
	Sub-total	806,600	822,268	1,408,451
	Indirect Support Costs	52,390	53,447	91,549
	<b>Total WFP</b>	<b>858,990</b>	<b>875,715</b>	<b>1,500,000</b>

UNICEF Costs				
Outcome 2	Activity	YEAR 1 (USD\$)	YEAR 2 (USD\$)	TOTAL (EUR) Y1 and Y2
	Evidence of impact on effective vulnerability targeting in programming.	175,000	152,919	283,650
	Understanding and respond to seasonal variations in consumption and welfare in Somalia	110,000	99,653	181,350
	Sub-total	285,000	252,572	465,000
	Indirect Support Costs	21,451	19,011	35,000
	<b>Total UNICEF</b>	<b>306,451</b>	<b>271,583</b>	<b>500,000</b>

**Annex 1: Joint Programme Work Plan and Budget**

<b>JP Outcome 1: Strengthening the capacity of federal and regional institutions to implement the social protection policy and programming</b>													
UN organization-specific Annual target	UN organization	Activities	TIME FRAME								Implementing Partner	PLANNED BUDGET	
			Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8		Source of Funds	Budget Description
<b>JP Output 1.1. Strengthen the capacity of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) and the regional Governments to better understand vulnerability and to develop systems to manage data</b>													
WFP SO4 UNICEF CPD6	WFP and UNICEF	Training opportunities provided to FGS and RMS to improve technical knowledge of social protection depending on the results of the capacity assessment in Part I									MOLSA/ Regional States	Italian Cooperation	WFP and UNICEF staff for technical oversight, Training provided by firms knowledgeable about implementing Social Protection systems. HR support, office equipment, meetings, travel and related operations costs provided.
		Human resources, equipment material and capacity support provided to MoLSA and RMS also in line with the results of the capacity assessment Part I									MOLSA/ Regional States	Italian Cooperation	
		Regional study tours to post conflict, shock prone and displaced population countries and other relevant countries in East Africa and other regions with well with functioning Social Protection Systems in place.									MOLSA/ Regional States	Italian Cooperation	

WFP SO4 UNICEF CPD6	WFP and UNICEF	Intensive training given to Banadir Regional Authority in SP and Safety nets SCOPE (WFP transfer platform); in managing payments (financial management); monitoring and evaluation.									BRA	Italian Cooperation	WFP and UNICEF staff for technical oversight, Technical staff for the BRA will be hired for managing of the safety net.  WFP staff will provide training on SCOPE processes, equipment and SOPs, as well as monitoring of results and the implementation of the safety net processes. Financial management, inventory registration and control and other trainings will also be provided to the BRA. UNICEF will also provide technical advice on the implementation of the safety net.		
		Technical assistance and support in the form of training opportunities and human resources.										BRA		Italian Cooperation	
		Material support and equipment provided to BRA. Training on logging and managing inventory provided.													Italian Cooperation
		The BRA will conduct a safety net pilot will transfer USD 35 dollars to 1000 vulnerable households over 12 months.												BRA	Italian Cooperation

**JP Outcome 2: Strengthening evidence on vulnerability to support the development of a national social protection system**

UN organization-Specific	UN organization	Activities	TIME FRAME					Implementing Partner	PLANNED BUDGET
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Annual targets			Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8		Source of Funds	Budget Description		
<b>JP Output 2.1: Demonstrate clear evidence of impact on effective vulnerability targeting in programming</b>															
WFP SO 4 UNICEF CPD6	UNICEF and WFP	In partnership with external researchers and MoLSA, conduct a rigorous impact evaluation of a social protection pilot program.										MOLSA/ Research Institute	Italian Cooperation	UNICEF and WFP staff for technical oversight, consultancy contact, data collection, training/workshop, technical support & analysis, travel	
		Conduct comparative analysis of different design elements (e.g. benefit levels) to inform discussions on SP program design.											MOLSA/ Research Institute	Italian Cooperation	UNICEF and WFP staff for technical oversight, consultancy contact, training/workshop, technical support & analysis, travel
		Provide a costed scale-up option for a gender and age sensitive safety net.											MOLSA/ Research Institute	Italian Cooperation	UNICEF and WFP staff for technical oversight, consultancy contact, workshops, technical support & analysis, travel
WFP SO 4 UNICEF CPD6	UNICEF and WFP	Study on the impact of seasonality on household consumption										MOLSA/ Research Institute/ World Bank	Italian Cooperation	UNICEF and WFP staff for technical oversight, consultancy contact, data collection, training, technical support & analysis, travel	
		Workshops on understanding the role of seasonal variations in consumption, and lessons											MOPIC, DMA	Italian Cooperation	UNICEF and WFP staff for technical oversight, workshop expenses,

		for setting social protection benefit levels.												travel, technical support
<b>JP Outcome 3. Augment sustainable food systems through the rehabilitation of port infrastructure</b>														
UN organization-Specific Annual targets	UN organization	Activities	TIME FRAME								Implementing Partner	PLANNED BUDGET		
			Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8		Source of Funds	Budget Description	
<b>JP Output 3.1. Enhance the capacity of the Port of Kismayo for humanitarian operations and to stimulate local trade</b>														
WFP SO3	WFP	Meeting with contractor and mobilization of site											Italian Cooperation & Other donor	WFP staff for technical oversight, travel and related operations costs.
		Clearing of wreckage											Italian Cooperation & Other donor	WFP staff for technical oversight, travel, contract with private firm, and related operations costs.
		Developing capacity of Port Staff/Government Staff											Italian Cooperation & Other Donor	WFP staff for technical oversight, training costs, travel, and related operations costs.
		Final coordination meetings/events, report drafting and hand-over											Italian Cooperation and Other Donors	WFP staff, travel, and related operations costs.
<b>Total Planned Budget</b>														
	<b>Total UNICEF USD</b>											<b>578,034</b>		
	<b>Total WFP USD</b>											<b>1,156,070</b>		

## Annex II. Joint Program Monitoring Framework (JPMF)

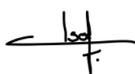
Expected Results (Outputs)	Indicators (with baselines from 2018)	Means of verification	Responsibilities	Risks & assumptions
<b>JP Output 1.1: Strengthen the capacity of Federal Government of Somalia (MOLSA) and the regional governments to implement the SP policy and framework</b>	Capacity Assessment from Phase I will be the baseline  Indicator: 80% pass post tests	Post-training tests	WFP	Risk: Change in leadership of Ministry causes disruption or delay of the programme.  Shocks, conflict or insecurity disrupts programme activities.  Regional or local authority is not able to perform actions.  Assumes active engagement and participation of Federal and Regional Governments.
<b>JP Output 1.2: Strengthen the capacity of the Banadir Regional Administration (BRA) to administer safety nets</b>	BRA capacity assessment from Phase I will be the baseline  Indicator: 80% pass post tests	Post training tests	WFP	Assumes Banadir will invest in learning  Risk: Shocks, conflict or insecurity disrupts programme activities.  Assumes active engagement and participation of Federal and Regional Governments.
<b>JP Output 2.1: Demonstrate clear evidence of impact on effective vulnerability targeting in programming</b>	No rigorous external impact evaluation of a SP programme	Review of reports	UNICEF and WFP	Risk: Change in leadership of Ministry causes disruption or delay in implementation.  Shocks, conflict or insecurity disrupts or limit access to pilot areas under evaluation and data collection.  Assumes active engagement and participation of Federal and Regional Governments.
<b>JP Output 2.2: Understand and respond to seasonal variations in consumption and welfare in Somalia and its links to vulnerability</b>	No information on the magnitude of seasonal fluctuations in incomes in an “average” year	Review of reports	UNICEF and WFP	Risk: Change in leadership of Ministry causes disruption or delay in implementation.  Difficulty identifying a consultant/firm to undertake the assignment.  Assumes active engagement and participation of Federal and Regional Governments.

<p><b>JP Output 3.1: Enhance the capacity of the Port of Kismayo for efficient humanitarian operations and stimulation of local trade</b></p>	<p>1 shipwreck removed</p> <p>Increase in berthing capacity of the port</p> <p>20 people</p>	<p>Bathymetric Survey</p> <p>Site visit</p> <p>Post training reports</p>	<p>WFP</p>	<p>Risks: Change in leadership of the Ministry of Planning Investment and Economic Development (MoPIED), the Ministry of Ports and Marine Transport (MoPMT) and the Governor of Lower Juba;</p> <p>Challenges with the Kismayo Port Authority to arrange special protection measures for the activity</p> <p>Contractor fails to complete a quality job in time</p>
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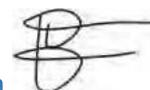
PTF	Cost	UNICEF	
Staff and other personal	199,290	99,929	99,361
Supplies and material	7,905	7,905	
Equipment, Vehicle, and Furniture including Depreciation			
Contractual service	75,114	75,114	
Travel	58,954	29,146	29,808
Transfers and Grants to Counterparts	1,442,954	204,276	1,238,678
General Operating and other Direct Costs	195,534		195,534
Total Direct Costs	99,780	99,780	<b>1,563,380</b>
Indirect Support Costs (max 7%)	140,470	38,850	101,620
TOTAL Costs	<b>2,220,000.00</b>	555,000.00	<b>1,665,000</b>

Chrystelle TSAFACK TEMAH

Delphine DECHAUX: Head of Programmes:



UNICEF Somalia



WFP Somalia

