



**SOMALIA**

**Country mapping – large scale cash transfers for  
COVID-19 response**

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September 2020

## **ACKNOWLEDGEMENTS AND DISCLAIMER**

This report on the Federal Republic of Somalia was prepared by Mihai MAGHERU, independent consultant contracted by OCHA Geneva for this assignment, jointly with the country mappings for Cameroon and Haiti. The views expressed in this document are entirely those of the author and do not necessarily represent OCHA own views or policies.

The author would like to thank Louise GENTZEL (OCHA), as well as Sophie THOLSTRUP (CaLP) for their guidance and support throughout this assignment. Thanks also to CaLP team Georgios FRANTZIS, Julie LAWSON-MCDOWALL, Diksha RANA, Lynn YOSHIKAWA and Sapienza OJIAMBO for their valuable inputs and review.

The author also expresses his sincere appreciation to the members of Somalia country steering group for this assignment, Jolly SHAH and Cindy ISSAC (OCHA), Mary KARANJA (WFP) and Kaitlyn SCOTT (Concern Worldwide), who kindly facilitated access to all interviewees, supported the planning, and provided exquisite feedback and relevant documentation for Somalia in addition to their valuable insights.

Finally, sincere thanks to all the colleagues who kindly attended intense key informant interview sessions with wealth of availability in a significantly time-constraining context: Ahmed ABUKAR and Hassan ANSHUR (Federal Government of Somalia), Afrah AL-AHMADI and Ugo GENTILINI (World Bank), Chad ANDERSON (Save the Children), and Emily MKUNGO (USAID), including the members of Somalia country steering group for this assignment.

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## Key terminology (CaLP glossary of terms)

### **Cash and Voucher Assistance (CVA) (key term)**

*CVA refers to all programs where cash transfers or vouchers for goods or services are directly provided to recipients. In the context of humanitarian assistance, the term is used to refer to the provision of cash transfers or vouchers given to individuals, household, or community recipients, not to governments or other state actors. This excludes remittances and microfinance in humanitarian interventions (although microfinance and money transfer institutions may be used for the actual delivery of cash). The terms 'cash' or 'cash assistance' should be used when referring specifically to cash transfers only (i.e. 'cash' or 'cash assistance' should not be used to mean 'cash and voucher assistance'). This term has several synonyms, but Cash and Voucher Assistance is the recommended term*

### **Safety Nets (SN) or Social Safety Nets (SNN)**

*Safety nets target the poor or vulnerable and consist of non-contributory transfers, such as in-kind food, cash or vouchers. They can be provided conditionally or unconditionally. Safety nets are a sub-set of broader social protection systems.*

### **Social Assistance/Social Assistance Transfers**

*Repeated, unconditional, predictable transfers of cash, goods or services provided on a long-term basis to vulnerable or destitute households or specific individuals (e.g. the elderly, pregnant women), with the aim of allowing them to meet basic needs or build assets to protect themselves and increase resilience against shocks and vulnerable periods of the life cycle. Usually refers to government assistance provided in cash, but can also refer to in-kind assistance.*

### **Social Protection**

*Actions carried out by the state or privately, to address risk, vulnerability, and chronic poverty. Social protection refers to comprehensive systems including safety nets, social assistance, labour market policies, social insurance options (e.g. contributory pensions, health insurance), and basic social services (e.g. in education, health, and nutrition).*

## List of abbreviations

<b>AGD</b>	Age, Gender and Disability
<b>CaLP</b>	Cash Learning Partnership
<b>CDA</b>	Common Donor Approach
<b>CVA</b>	Cash and Voucher Assistance
<b>CWG</b>	Cash Working Group
<b>ERC</b>	Emergency Relief Coordinator
<b>HCT</b>	Humanitarian Country Team
<b>IDA</b>	International Development Association
<b>(I)NGO</b>	(International) Non-Governmental Organisations
<b>FGS</b>	Federal Government of Somalia
<b>FSP</b>	Financial Service Provider
<b>ILO</b>	International Labour Organisation
<b>IPC</b>	Integrated Food Security Phase Classification
<b>ITS</b>	Information Technology System
<b>IO</b>	Integrated Office of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia
<b>KII</b>	Key Informant Interview
<b>MEB</b>	Minimum Expenditure Basket
<b>MoHADM</b>	Ministry of Humanitarian Affairs and Disaster Management
<b>MoLSA</b>	Ministry of Labour and Social Affairs
<b>NSPC</b>	National Social Protection Coordinator
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>PiN</b>	People in need
<b>SPP</b>	Social Protection Policy (of the Federal Government of Somalia)
<b>SPSC</b>	Social Protection Steering Committee
<b>SPSG</b>	Social Protection Support Group
<b>SSN</b>	Social Safety Nets
<b>SSRSNHC</b>	Somalia Shock Responsive Safety Net for Human Capital Project
<b>TC</b>	Technical Committee
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WFP</b>	World Food Programme
<b>4W</b>	Who is doing What, Where and When

## Executive summary

**Background:** as COVID-19 impacts on health, livelihoods, and wellbeing of all people around the world, the UN Under Secretary General - Emergency Relief Coordinator called on international community for a recovery package of USD90Bn necessary to support 700 million extremely vulnerable people around the world. In light of the inherent benefits of using cash assistance in the response to COVID-19, there is a potential for a large proportion of this aid to be delivered through such assistance.

**Purpose and objectives:** this is a rapid country review aiming to identify the best ways to fast-delivery of these cash transfers by (i) prioritising reasonably actionable measures to channel the available aid towards the most in need, and (ii) identifying a better modus operandi for an articulated humanitarian and development action to support such measures.

**Methodology:** is based on extensive desk review, consultations with relevant groups of stakeholders from government (MoLSA), humanitarian coordination, World Bank, donors, UN agencies, (I)NGOs, and Cash Working Group (CWG), and thru intensive but quite broad debriefing and review process. Main limitations are determined by the very short length of the assignment (12 days) and the ongoing dynamics in each sector, with high potential for constant reconfiguration and requiring further investigation.

**Key findings and recommendations:** This rapid exploratory review finds that there is significant potential to scale up cash assistance to those in need in the context of Somalia. Cash assistance currently delivered through humanitarian channels reaches about 33% of the people in need (PiN) identified by the Humanitarian Response Plan (HRP) updated for 2020 whereas the cash assistance delivered through newly established social protection mechanisms (SSN) reaches 9.6% of the total population of Somalia which amounts about 23% HRP PiN.

COVID-19 pandemic overlaps with locust infestation and important floods adding a significant burden to an already very fragile population. The shock responsive component of the SP response to locust upsurge targets 100K households which, at an average of six persons per household would total 600K individuals or 4.8% of the total population.

Therefore, there is high potential for significant scale-up, depending not only on additional funding available but also on how the concrete operations on the ground would be effectively deployed. This is directly linked with the proposed action points and the corresponding adjustments the local stakeholders should bring at operational level.

**In the immediate term,** there is high potential for significant scale-up, depending on both the additional funding available and some adjustments the local stakeholders should bring at operational level. From the humanitarian perspective, this potential to reach with cash transfers is an additional 3.5M PiN, out of which about 1.3M or 37% are in IPC3 and 4, whereas through the SSN system 1.2M people could be reached with cash transfers as social protection measures while additional 600k could be reach as shock responsive SP to locust upsurge. Complementarities between the two systems would require further investigation.

Such efforts could be enabled through the implementation of some short term operational adjustments, requiring actions at four levels:

1. *Ensure appropriate targeting and effectively reach those in need, by a joint WFP and the World Bank coordination effort, including technical support from CWG to further supporting MoLSA in taking over the responsibilities in the new SSN. Resources available for this action.*
2. *Better link humanitarian and social protection cash assistance, with the Integrated Office (IO), MoLSA and the World Bank to coordinate the process, OCHA to provide strategic support, and the CWG and the new Social Protection Support Group (SPSG) and the Technical Committee (TC) to provide technical support. Resources are available for this action and the time span should also envision mid-term developments.*
3. *Guarantee proper reach of humanitarian cash assistance, with the CWG, jointly with SPSG and TC based on the above points, to advocate for funds and Donors Working Group (DWG) to provide financial support. Resources are partially available for this action.*
4. *Extensively rely on a solid and largely developed e-payment infrastructure, with a joint coordination between CWG (under the overall leadership of the HC and HCT), SPSG and TC.*

**In the medium term**, there is a potential to continue strengthening both mechanisms internally and cross-sectorally while advancing to reaching more PiN not reached in short term. Depending on the resources allocated, the country could be able to advance towards more comprehensive humanitarian and SSN coverage, while several structural adjustments will need to be operated too. In this phase it is estimated that more PiN who are currently invisible to either of the systems could also be reached with cash transfers, in a context without a National ID system and no Social Registry. The highest risk for the PiN is shifting from IPC3 to IPC4 or from IPC2 to IPC3. Such efforts rely on some medium term possible operational adjustments, requiring actions at three levels:

5. *Achieve consolidated lists of beneficiaries in and across the sectors, with the CWG (under the overall leadership of the HC and HCT), SPSG and TC to coordinate the process within and between humanitarian and social protection sectors, the World Bank to ensure development and investment, and involve all stakeholders. Resources are available for this action.*
6. *Reaching those who fall in-between the systems and fill-in the gaps, with CWG (under the overall leadership of the HC and HCT) and MoLSA to coordinate the process. Resources are necessary for this action.*
7. *Coordinate and management for scale-up (including at longer term), with all stakeholders to be involved, and a local-based decision to be taken regarding the stakeholder(s) to take the leading / coordination role. The newly Social Protection Steering Committee (SPSC) would also play a critical coordination role. Resources are available for this action.*

**In the longer term**, both mechanisms could continue to not only be strengthened internally and cross sectorally but could work together in a more consolidated manner, with the aim of complementing each other and envisioning a strategy for a potentially sustained Government-led response to those in need. This would require:

8. *Expanding the social transfers to all in need, with the World Bank and the DWG to support MoLSA expand the coverage, including ensuring interim operational support from UN agencies and (I)NGOs. A National ID system and Social Registry would be more developed too. Resources are partially available for this action.*

**Additionally,** the main strengths identified in the operational setting in Somalia, namely a strong CWG and a functional Technical Assistance Facility to support the Donor Working Group, are potentially two best practices to be exported in other countries, particularly in those covered by the current exploratory rapid review.

NB: the information reflected in the executive summary is structured in a synthetic manner allowing to easily access essential information whereas the report provides wealth of additional details, including on how to achieve each of the suggested recommendations.

The report also provides a summary of provisioned action points as a table, in section 4.2, which would constitute the basis of an operational plan to be developed by each country relying on a coordinated and effective system of responsibilities and accountability and based on solid information management systems. This will also require specific additional resources and strategic decision taken based on standard operationalisation processes



# I. Introduction

This first chapter introduces the assignment by presenting the rationale and objectives, setting out the background and outlining the methodology followed. The structure of the report is also presented as means to facilitate an easy access to the most relevant part of the report and set up the framework of expectations from this rapid exploratory analysis.

## I.1. Rationale of the assignment

As COVID-19 impacts on the health, livelihoods and wellbeing of people around the world, governments and societies are faced with tremendous challenges to (i) ensure (proper) health services capacity, (ii) establish lockdown measures to reduce suffering and death, and (ii) deploy (proper) safety nets for those in lockdown or indirectly affected.

In this context the UN Under Secretary General - Emergency Relief Coordinator (ERC) called on rich country governments and International Financial Institutions (IFIs) for a USD90Bn COVID-19 recovery package targeting 700M vulnerable people around the globe. The ERC – along with the UN Secretary General – called for much of delivery to be through cash transfers as the only way to ensure basic needs are met at scale while kick-starting economic recovery.

Therefore, the CaLP network, working with OCHA, convened a process to explore how such an economic recovery package could be delivered in the most vulnerable contexts through cash transfers, including to those out of the reach of social protection systems. In an initial paper they proposed to follow up with a detailed analysis for what response could look like – as a plan / suggested action points – on a country by country basis, recognizing that the channels, actors, and process would look quite different in every context.

Consequently, these country plans / suggested action points, at the core of this exploratory review, are to be developed by and with the key actors from each context, who have the best understanding of needs, capacities, and constraints.

## I.2. Objectives, methodology and limitations

In this respect, a rapid desk review, doubled by a consultative process, was carried out in Somalia<sup>1</sup> with the purpose to develop a ‘plan’, in close articulation with the Humanitarian Country Teams (HCT), the governments and development counterparts, to reach all those under the poverty line with cash transfers. This plan includes details on potential mix of mechanisms to use in order for every adult and child under the national poverty line<sup>2</sup> to receive a direct cash transfer, and its design responds to the following specific review objectives:

1. Review existing measures in place, both from humanitarian and development perspectives, and identify the main gaps in reaching the most in need.
2. Propose a plan of action / suggested action points in order to channel the available aid towards the most in need, particularly the invisible ones (not “seen” by systems).
3. Engage in broader consultations with all relevant counterparts, ensure feasibility, co-opt national governments, and avoid overlapping or duplication.

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<sup>1</sup> Officially the Federal Republic of Somalia.

<sup>2</sup> Including adapted thresholds in COVID-19 contexts.

The methodology adopted for this rapid review assignment includes the following elements:

- Desk review of relevant literature.
- Consultations with selected representatives from humanitarian coordination, government, donors, World Bank, UN agencies, (I)NGOs, and Cash Working Group (CWG) through Key Informant Interviews (KII).
- Debriefing and feedback with the participants to the review to present initial findings and results of the consultations and reach agreement on the final product.
- Preparation of a comprehensive report.

### Literature Review

The desk review started at an early stage (beginning July 2020) following an introductory call. An initial list of documentation was provided to the consultant. This was followed by documents shared by OCHA, CaLP and Somalia CWG and online research conducted by the consultant. A full list of the documents consulted is provided at the end of this report.

### KII

Within a period of two weeks (second half of July 2020) the consultant managed to conduct six KII with Somalia based respondents and one with the World Bank. A full list of stakeholders consulted, by type of stakeholder, can be found in Annex 1. The implementation schedule of KII is presented in Annex 2. This includes all three countries in the study, namely Cameroon, Haiti, and Somalia, as the interviews were carried out in parallel.

### Debriefing and feedback

With the CWG support, a review/feedback process regarding the draft report was organised. Additionally, other stakeholders, such as CaLP regional advisors were also consulted. The purpose of these debriefing/feedback sessions was to double-check findings, ensure recommendations buy-in at country level and also reach strategic advice and articulation. A full list of participants in this process is presented in Annex 3.

### Reporting

This report provides a rapid though quite comprehensive account of the outcome of country based plan development (desk review and consultation) including the debriefing and feedback processes through comments received on the report outline and the draft report.

### Limitations

This is a rapid exploratory review, in a context where 12 days per country were allocated in order to plan, deploy, analyse, and summarise the main findings. Therefore, a limited number of stakeholders were interviewed (one per each relevant group of interest), and the desk review was carried out at a fast pace too. The consultation processes were also less broad.

In addition, the status of operations, both in humanitarian and social protection areas, is quite uneven. This means that new emerging business models are about to be tested, while they are all requiring specific time for deployment, particularly the establishment of Social Safety Nets (SSN) programmes, Social Registries, and National Identity Papers programmes. Consequently, further investigation is required for a better understanding of their functioning and mainly of their (potential) interactions with the ongoing humanitarian operations.

### **I.3. Structure of the report**

**Chapter 2** sets out the context for the assignment with a discussion around the impact of the pandemic, all by contextualising the approach in Somalia: country context and vulnerable groups, humanitarian intervention, status of social protection with a focus on the Social Safety Nets (SSN) programme(s), coordination mechanisms in place for cash transfers, both within the humanitarian assistance and between the systems, and key challenges for reaching the most in need, and the invisible ones, with cash transfers. Therefore, this chapter should be considered as the current status of operations, resulting from a stocktaking approach of the ongoing way of doing business.

**Chapter 3** goes into the details of potential improvements in each area of interest, with in view the current implications of the COVID-19 epidemic. It provides information regarding a careful look at the population in need, with insights regarding the economic effects of the pandemic, an analysis of how to better articulate the targeting of the assistance, scenarios on potential broader and stronger cooperation between the humanitarian and development stakeholders, with a particular note on the role and positioning of the World Bank operations, followed by effective deployment of cash transfer measures to deliver results for the most in need, with suggestions on how to better reach those who might fall in-between the systems. Therefore, this chapter should be considered as the adjusted/improved status of operations, developed in an exploratory manner with the support of the key informants.

**Chapter 4** proposes a summary of findings for policy and advocacy purposes, followed by a consolidated plan of action / suggested action points, build upon the key takeaways from each analytical phase of the review. This plan of action / suggested action points reflects the current needs and does not look into potential mid- and long-term measures but offers the flexibility to add further adjustments, depending on the developments in each area of interest.

## 2. Country context and key challenges in cash transfers

The World Bank 2020 Global Economic Prospects<sup>3</sup> forecasts both the immediate and near-term outlook for the impact of the pandemic and the long-term damage it has dealt to prospects for growth. The baseline forecast envisions a 5.2% contraction in global GDP in 2020, using market exchange rate weights – the deepest global recession in decades, expected to leave lasting scars through lower investment, an erosion of human capital through lost work and schooling, and fragmentation of global trade and supply linkages.

Poverty projections suggest that the social and economic impacts of the crisis are likely to be quite significant. Estimates show that, when compared with pre-crisis forecasts, COVID-19 could push 71 million people into extreme poverty in 2020 under the baseline scenario and 100 million under the downside scenario. The impacts on the world's most vulnerable indicate an estimated 130 million additional people facing acute food insecurity by the end of 2020, and the projections of economic fallout indicate up to half a billion people pushed into poverty.

Decades of civil war and political fragmentation have made Somalia one of the poorest countries in Sub-Saharan Africa. Nearly seven of 10 Somalis live in poverty<sup>4</sup>, the sixth-highest rate in the region. Poverty is both widespread and deep, and unless appropriate policies are implemented, persistent poverty and vulnerability will impede future economic and social development. Following years of sustained effort to re-establish basic economic governance, Somalia may be on the verge of initiating a debt relief process through the Heavily Indebted Poor Country (HIPC) Initiative.

The 2020 Humanitarian Response Plan<sup>5</sup> (HRP) for Somalia targets 3 million people out of a total of 5.2 million people in need. The total number of people in need has increased by 19% (one million people), from 4.2 million in 2019 to 5.2 million in 2020, while people targeted for assistance has decreased by 12% (400,000 people), from 3.4 million people in 2019 to 3 million in 2020. Whilst the people in need increase was triggered by the deterioration of the situation, largely due to drought caused by late and erratic rains, enhanced protection risks and challenged humanitarian access in conflict-affected areas, the reduction in targets for 2020 is partly due to the change in the methodology used in targeting people for assistance, with more focus placed on prioritisation and targeting.

### 2.1. Key data about the population in need of assistance

In June 2020, the COVID-19 epidemic curve indicates that daily confirmed cases have declined but overall numbers have exceeded 3,000 with over 90 deaths. The pandemic has exacerbated<sup>6</sup> pre-existing vulnerabilities and impacted livelihoods especially among poor families and low-income earners. Remittances from abroad, a lifeline for about 40% of the population, have declined. Floods have since June affected over 93,000, in the northern regions, and also in the south, swarms of desert locusts are devouring pasture and crops. Humanitarian partners continue scaling-up responses to the triple threat of COVID-19, floods, and locusts.

<sup>3</sup> <https://www.worldbank.org/en/publication/global-economic-prospects>

<sup>4</sup> <https://blogs.worldbank.org/african/data-development-poverty-and-policy-somalia>

<sup>5</sup> [https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/somalia\\_2019\\_hrp\\_final.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/somalia_2019_hrp_final.pdf)

<sup>6</sup> <https://reliefweb.int/report/somalia/somalia-humanitarian-dashboard-june-2020-28-july-2020>

Recognizing the significant contextual shifts since the finalization of the 2020 Humanitarian Response Plan (HRP), the HCT in Somalia launched a rigorous HRP re-prioritization exercise<sup>7</sup> taking into account several factors impacting the vulnerabilities identified in the original needs assessments published in December 2019: the threat of COVID-19, the worst Desert Locust upsurge in decades, and seasonal floods. The figures are continuously evolving (see section 3.1)

Moreover, Somalia's capacities to prevent, detect and respond to any global health security threat scored six out of 100 as measured by the Health Emergency Preparedness Index in 2016. There are two healthcare workers per 100,000 people, compared to the global standard of 25 per 100,000. Disease outbreaks such as cholera – with a current outbreak ongoing since December 2017 – strain the country's health systems. Less than 20% of the limited health facilities have the required equipment and supplies to manage epidemics. In this context the current pandemic poses serious concern considering the high level of people vulnerability and high humanitarian need across Somalia.

April-June Gu' rains caused flooding affecting 1.3M million people, with 29 people killed and 505,000 displaced. Flooding contributed to increased acute watery diarrhoea (AWD)/cholera, while above average rains created a conducive environment for further locust breeding. Without sustained humanitarian assistance, 3.5 million people are projected to fall into Crisis or emergency food insecurity (IPC Phase 3 or higher), during the third quarter of the year.

## **2.2. Humanitarian response**

The 2020 Humanitarian Response Plan has been revised following the significant impact of the COVID-19 pandemic on the vulnerable population across Somalia. This revision is a joint initiative between key UN agencies, the Inter-Cluster Coordination Group (ICCG) and cluster partners, and is in line with all the other existing relevant COVID-19 plans and frameworks. HRP revision aims to fulfil two key objectives over the next six months: (i) Direct support to the Health Preparedness and Response component of the Federal Government of Somalia's Comprehensive Socio-Economic Impact and Response Plan for Covid-19, to contain the spread of the COVID-19 pandemic in Somalia, and (ii) Provide life-saving humanitarian assistance to the most vulnerable identified, ensuring the continuity of critical interventions of the 2020 Somalia HRP over the next six months.

In a context of 12.3M total population, 5.2M people in need, 2.6M displaced in need and 3.4M non-displaced in need, the cluster response to COVID-19 operated the following adjustments: (i) camp coordination and camp management – people in need (PiN) 2.4M, revised PiN 2.4M, people targeted 1.4M, revised targeted 1.4M, funding requirements USD34M, revised requirements USD32M, (ii) education – PiN 1.37M, revised PiN 1.1M, people targeted 400k, revised targeted 900k, funding requirements USD42M, revised requirements USD37M, (iii) enabling programmes – PiN 5.1M, revised PiN 5.1M, people targeted 3M, revised targeted 3M, funding requirements USD31M, revised requirements USD31M, (iv) food security – PiN 4.7M, revised PiN 3.5M, people targeted 3.2M, revised targeted 3.1M, funding requirements USD383.8M, revised requirements USD345.4M, (v) health – PiN 3.1M, revised PiN 3.1M, people targeted 2.5M, revised targeted 2.5M, funding requirements USD85M, revised

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<sup>7</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/20202607\\_HRP\\_REVISION.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/20202607_HRP_REVISION.pdf)

requirements USD103M, (vi) nutrition – PiN 2.7M, revised PiN 2.6M, people targeted 1.6M, revised targeted 1.6M, funding requirements USD165M, revised requirements USD142M, (vii) protection – PiN 3.2M, revised PiN 3.2M, people targeted 1.9M, revised targeted 3.1M, funding requirements USD83M, revised requirements USD79M, (viii) shelter – PiN 2.1M, revised PiN 2.1M, people targeted 1.4M, revised targeted 1.3M, funding requirements USD64M, revised requirements USD54M.

In terms of Cash Based Programming in Somalia, the CWG Somalia webpage<sup>8</sup> centralized for June 2020 the following information: 1,784,205 people assisted (sum of people receiving cash and voucher assistance (CVA) across all sectors, in the selected month), USD23,410,969 value transferred (sum of the USD value of the CVA transferred to people in the selected month), and 36 partners implementing cash based assistance. The CWG indicated the need of USD32M for multipurpose cash assistance for 2020, with revised requirements of USD29M.

### 2.3. Social protection

The Federal Government of Somalia (FGS) approved its first Social Protection Policy (SPP) in March 2019, in a commitment to establish a strong system of social protection, as reflected in the National Development Plan<sup>9</sup> (NDP) 2017–2019 and the Recovery and Resilience Framework<sup>10</sup>. According to the official document, the *National Social Protection Policy for Somalia*, describes the background, justification, vision, overall policy objectives, and implementing strategies for a gradual transition to a nationally owned social protection system in Somalia. It outlines priority actions for the FGS and its development partners for the five years beginning in 2019, followed by a second phase from 2023 to 2040.

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 Labour and Social Affairs (MoLSA) and the support of the Ministry of Humanitarian Affairs and Disaster Management (MoHADM) and the Ministry of Planning, Investment, and Economic Development (MoPIED).

The following policy objectives are considered: (i) Establish and strengthen systems and capacities of the government of Somalia and other stakeholders to design, implement, and monitor coordinated and effective social protection programmes, including social assistance, social care, labour market policies, and social insurance, (ii) Progressively expand access to social assistance, especially social transfers, which support the poorest and most vulnerable to improve their standard of living in line with a minimum social protection floor, contribute to human capital development, improve food and nutrition security, access productive livelihoods and basic needs, and build resilience to shocks, (iii) Build the foundations for social insurance within the formal sector — for example, for pensions, with a view to developing mechanisms for increasing participation of the informal and private sector, (iv) Combine income support with broader labour related policy measures that assist those populations with labour capacity to access employment and productive livelihoods, and (v) Extend access to and coverage of quality social care services for poor and vulnerable households and individuals.

<sup>8</sup> <https://data.humdata.org/visualization/somalia-cash-programing-v3/>

<sup>9</sup> <http://mop.gov.so/wp-content/uploads/2018/04/NDP-2017-2019-1.pdf>

<sup>10</sup> <http://mop.gov.so/wp-content/uploads/2018/04/Roadmap-towards-recovery-resilience-framework-3-January-2018.pdf>

To support Somalia operationalize key elements of its SPP and with favourable<sup>11</sup> institutional and policy environment, the World Bank rapidly deployed important operations starting with 2019: (i) 2019 Multi Donor Partner Trust Fund for Somalia helping the design of the of the 1st national cash transfer programme, the program is established with support from a USD65 million IDA grant to FGS. The project is supporting the FGS in the delivery of predictable cash transfers (CT) to initially 200,000 poor households, in partnership with WFP, and establishing CT delivery systems, including unified social registry, in partnership with UNICEF; (ii) in response to the locust infestation in 2020, IDA USD40 million project is triggering the shock responsiveness of the national cash transfer program to reach to locust-impacted households with emergency CTs. Another project is supporting the development of a functional ID national system, to be linked to the unified social registry to enable the establishment of a unique identifier of the database of the registry.

This first<sup>12</sup> Government cash transfers programme called Baxnaano, is intended to provide cash transfers to targeted poor and vulnerable households and establish the key building blocks of a national shock-responsive safety net system. The program is anticipated to target 200,000 poor and vulnerable households (approximately 1.2 million individuals or 9.6%) across the Federal Member States of Somalia and provide them with nutrition-linked cash transfer. It also targets 100,000 locust-affected households with emergency cash assistance to help them cope with the locust crisis and protect their food security and productive assets

## 2.4. Coordination mechanisms in place

The question of (better) coordination between or linking the humanitarian assistance with the social protection has been raised for some years. For instance CaLP<sup>13</sup> highlighted in 2018 and reiterated in 2020 a set of five perceived challenges in linking cash transfers programmes to national social protection systems: (i) lack of coordination between various actors involved, (ii) humanitarian practitioners lacking expertise in social protection, (iii) social protection systems not designed to respond to crisis situations, (iv) lack of support from governments / local bodies, and (v) social protection processes and staff lack capacity to support humanitarian response.

Whereas the breadth of the current rapid review didn't cover such complexity of issues, there is some evidence partially confirming such challenges (see sections 3.2 and 3.4). Should also be acknowledged that the social protection systems by mandate and design serve dual purpose of protecting against poverty and vulnerability and responding to shocks/crisis to help affected households and people cope during crisis but often in development contexts they are not yet developed in terms of shock-responsive social protection components. However, in the case of Somalia the remises for a shock-responsive social protection are already set in the World Bank operation – SSN programme, particularly through the locust infestation response.

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<sup>11</sup> Only a year before (2018), the World Bank assessment led by Naqvi M. et al., Task Team Leader for diagnostic work on Social Protection in Somalia, concluded in its paper [Social protection : stocktaking of evidence for a social protection policy and framework](#) that: *There is no formal and government led social protection program in Somalia. The government has identified social protection as its priority but the institutional capacity to implement such a program is limited. In the absence of a formal social protection system, households in Somalia rely on three sources to cope with shocks and vulnerabilities: remittances from family and friends; community based traditional safety nets and redistribution mechanism; and social protection interventions implemented by international organizations.*

<sup>12</sup> Social Protection and Jobs Responses to COVID-19: A Real-Time Review of Country Measures, July 2020, Gentilini. U et al.

<sup>13</sup> CaLP 2018, *The state of the World's cash report Cash transfer programming in humanitarian aid*, and similar findings confirming these challenges are also resumed in CaLP 2020, *The state of the World's cash report Cash transfer programming in humanitarian aid*,

In the COVID-19 context, identifying options for linking humanitarian assistance and social protection became even more important than in the past. For instance, SPACE<sup>14</sup> helpline provides governments and their implementing partners with support in thinking through how to maintain or adapt existing systems and programmes to meet rapidly growing needs.

Their paper on *Identifying practical options for linking humanitarian assistance and social protection in the COVID-19 response*<sup>15</sup> not only provides valuable insights regarding potential strategies for linking humanitarian assistance to social protection along the delivery chain but also inspired the current review, by raising critical questions at the level of policy, programme design, and administration and implementation regarding this coordination.

For the purpose of this research the CWG is at the core of the analysis, as it is both the best placed in terms of data management regarding the cash transfers and the proper vehicle in articulating the research implementation from theoretical approach to ground realities. Notwithstanding, the role of OCHA country office is also of tremendous importance in terms of overall humanitarian coordination but with no operational role, as per its mandate. Another concertation instance is the DWG but with no particular focus in the analysis.

According to the revised terms of reference (ToR) issued in March 2019, the Inter-Agency Cash Working Group was reactivated in February 2017 on the backdrop of the increase of agencies using cash based interventions to respond to the drought. Its main goal is to lead an effective inter-sectoral cash coordination mechanism. The CWG aims at improving the coordination of cash assistance, quality of implementation of cash assistance and Monitoring, Evaluation & Learning, as well as ensuring a systematic and evidence based cash and market programming for Humanitarian and longer term planning for the Somalia Response.

At operational level, the CWG is co-headed by WFP and Concern Worldwide. This structure is common among the three analysed countries and in the case of Somalia, the ToRs clearly specify how the co-lead is managed: *The UN Co-chair (currently WFP) supports on a full time basis dedicating 100% of their time to fulfilling this inter agency role and is the main lead in the CWG coordination together with the NGO Co-chair. [...] The NGO Co-chair on the other hand dedicates 20% of their time (1 day per week) and supports the CWG coordination.*

This aspect is important since in the other analysed contexts this task distribution is either less visible, although quite well articulated in practice, as in the case of Haiti, or is more imprecise, since the lead is ensured from a strictly voluntary perspective, as in the case of Cameroon. Overall, double lead is appreciated as a positive measure, with complementary responsibilities and knowledge, and the Somalia model could be considered not only a successful model but also with a great potential to inspire the work in other countries.

Under the overall guidance and responsibility of the ICCG, the main goal of the CWG is to lead an effective inter-sectoral cash coordination mechanism, by achieving the following objectives:

- Integrate and strengthen Cash and Market Coordination within the existing humanitarian coordination architecture in Somalia Cluster support
- Provide evidence on cash and market interventions feasibility and scalability.

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<sup>14</sup> SPACE is a joint initiative of DFID's Better Assistance in Crises (BASIC) and Gender Responsive Social Protection (GSP) programmes and GIZ, funded by UKAid and the German Federal Ministry for Economic Cooperation and Development (BMZ)

<sup>15</sup> [https://socialprotection.org/sites/default/files/publications\\_files/SPACE\\_-2.PDF](https://socialprotection.org/sites/default/files/publications_files/SPACE_-2.PDF)



- Provide technical guidance and support appropriate approaches, accountability and quality of cash and market programming in the response.
- Advocate for cash and market interventions where appropriate.
- Capacity building and learning.
- Monitoring and evaluation.

Regarding the nascent social protection system, in line with the provisions of the new SPP, MoLSA will be the coordinating agency and will oversee the implementation of the Social Protection Policy in Phase I, working in close collaboration with other ministries, development and humanitarian partners, and NGOs. MoLSA will appoint a National Social Protection Coordinator (NSPC) to provide political coordination and oversight of policy implementation. Initially, while capacities develop, the National Social Protection Secretariat function will be under the leadership of the National Social Protection Coordinator in MoLSA, with technical support from development partners.

Complementarily, the Social Protection Steering Committee (SPSC) will bring together all actors in the government and will be responsible for matters of strategic level-policy planning, coordination, and resource mobilisation/financing. In Phase I, the Steering Committee will be co-chaired by MoLSA, and its membership will comprise senior officials from key ministries at the federal level, focal points from FMS, the Office of the President, ambassadors, heads of UN agencies, and technical experts may support specific deliberations.

A Technical Committee (TC) will be established to ensure effective coordination of social protection programme activities. The committee's membership will comprise all those involved in the delivery of the transitional safety net programme. The Technical Committee will be co-chaired by MoLSA and the agency or service provider managing the programme. Membership will include the payment service provider, all contractors carrying out core functions, and other implementing agencies.

Building on the existing sub-working group of the Resilience pillar working group, a (SPSG) will be established and co-led by MoLSA and an international agency. This group will bring together all development partners with interest or expertise in designing and implementing social protection and safety nets in Somalia.

These structures above are about to be functional and will play a tremendously important role in the future coordination between H and SP sectors, both strategically and technically.

## **2.5. Key challenges in reaching the most in need with cash transfers**

The brief review presented above is far from being exhaustive as it is was imposed by its very nature. Nevertheless, the information allows for a clear contextualisation in terms of policy and institutional setting around the provision of cash transfers to those in need, with a succinct analysis of potential leverages to be considered in formulating the recommendations. It was built upon the available documentation and some key recommendations in the inception phase.

From this point forward, the review systematically considers the information resulted from the KII and a series of additional documents and reports tackling in detail the complexity of cash transfers delivery in the Somali context in general, including the new requirements determined by the COVID-19 pandemic.

The following questions were identified as critical in the process of ensuring effective and efficient cash-based transfers:

- What are the targeting instruments in place, and COVID-19 adapted and how this relates to the registration processes?
- What payment channels exist and what is the available infrastructure to ensure effective delivery of payments to the ultimate beneficiaries?
- How the amount of aid is established (size of transfers) and how the humanitarian and social protection sizes are aligned?

**2.5.1. Targeting and registration**

Targeting is a process<sup>16</sup>, not an event. It is a practical process of defining, identifying, and reaching intended recipients of assistance. Targeting considerations inform all steps of the project management cycle, starting at design, and continuing through implementation, monitoring and evaluation. Effective targeting also aims to create lasting benefits for the beneficiaries, through the promotion of community self-help structures and the creation of sustainable assets.

Consequently, targeting and registration are processes exposed to various challenges, and in the case of Somalia they are summarised as follows. The information relies on both personal opinions of the interviewees and counter-checked with evidence from the available documentation. However, the field research did not allow to collect exhaustive views and some details of information might be missing from the analysis.

Table 1: Baxnaano (MoLSA) information system to support targeting and registration

Baxnaano (Govt. of Somalia) - emerging <sup>17</sup>	
Strengths	Paths for development
<ul style="list-style-type: none"> <li>• Within each state<sup>18</sup>, targeting will be conducted in three stages: (a) selection of districts<sup>19</sup>, (b) selection of communities in targeted districts, (c) cash based targeting of households in selected communities - use specific eligibility criteria.</li> <li>• Key features of the targeting include: (a) using a “distress index” composed on nutrition, trends of shocks, etc. (b) criteria for geographical targeting, favouring rural districts is complementary to the humanitarian interventions (which focus more on urban areas because of their emphasis on IDPs), (c) criteria specific per household composition, with a strong gender focus (the programme targets women and households with children under five, and makes by design women to be the main recipients of the cash.</li> </ul>	<ul style="list-style-type: none"> <li>• Since the project is emerging, this section could not be considered for the review. However, the information in the next table could be useful during the piloting of the emerging system.</li> </ul> <p><i>NB: this table format was initially created for the Country mapping in Haiti, where a national targeting and registration mechanism coexist with others (such as WFP-SCOPE) for some years, hence this table-format was relevant. For the country mapping in Somalia, although the national mechanisms is only emerging, this table-format is still relevant since it proposes an analytical framework for potential future assessments.</i></p>

<sup>16</sup> Somalia Food Security Cluster 2018, *Community based targeting guidelines for Somalia*  
<sup>17</sup> MoLSA 2019, Somalia Shock Responsive Safety Net for Human Capital (SSRSNHC) Project; September 2019  
<sup>18</sup> <http://documents1.worldbank.org/curated/en/989731565575232490/pdf/Somalia-Shock-Responsive-Safety-Net-for-Human-Capital-Project.pdf> (World Bank - Project Appraisal Document / PAD / Report No: PAD3421)  
<sup>19</sup> Ibid., Based on the 2014 population data, the target districts will account for 18% children<5, 24% rural population, and 26% of all IDPs (even though the proposed targeting methodology is not explicitly focused on IDPs but will ensure their inclusion).

Table 2: SCOPE (WFP information system) to support targeting and registration<sup>20</sup>

SCOPE (WFP) and other	
Strengths	Paths for development
<ul style="list-style-type: none"> <li>• Use of a vulnerability index of 21 indicators.</li> <li>• 1.7M<sup>21</sup> individual beneficiaries of humanitarian assistance and 570k+ cash transfers</li> <li>• Age, gender, and disability disaggregation</li> <li>• Among the various organisations<sup>22</sup> providing cash assistance in Somalia, the Top3 (WFP, Save the Children and FAO) cover for over 70% of the beneficiaries. Save the Children (466k+) and FAO 202k+ use their own targeting and registration system, different from SCOPE.</li> </ul>	<ul style="list-style-type: none"> <li>• Might be relevant, at a later stage, to:               <ul style="list-style-type: none"> <li>○ Harmonise SCOPE index / other indexes with the nascent one; there are good grounds for this since the World Bank operation involved WFP;</li> <li>○ Ensure complementarity and data sharing protocols</li> <li>○ Ensure harmonisation with National ID system</li> <li>○ Ensure technical reliability of data when connecting with other third party data systems</li> </ul> </li> </ul>

The main priority for the future would be to strengthen the national SSN system by focusing on building a limited number of core SSN programs that are well targeted, easily scalable, and of a simple design that takes into account the current weak administrative and implementation capacity in the country; while continuing to support the expansion of the social registry, the improvement of delivery systems and the creation of a national ID system.

**2.5.2. Payment channels and infrastructure**

There are several payment options currently operating for cash transfers in Somalia: Cash-mobile (through the mobile phone), Cash-in hand, (physical cash notes), e-Cash (electronic card), Voucher–paper (vouchers for goods or services printed on paper), and e-Voucher (for goods or services through an electronic card). Another channel is Hawala<sup>23</sup>, or money transfer companies used humanitarian agencies to distribute cash.

Besides the excellent data management on the CWG web-platform, other information could also be considered. In 2017 Inter-Agency CWG commissioned an evaluation<sup>24</sup> of which some key recommendations regarding the payment channels and infrastructure included reconsidering the risks to reach more areas, possibly with mobile money by: (i) Expanding programmes to more areas while ensuring reasonable safety and accountability, and (ii) Organisations may need to adapt their policies and procedures to balance reach and accountability. The use of mobile money can assist in providing reach where network coverage exists, while e-cards provide stronger biometric identification. In addition, financial systems and infrastructures existed prior to the crisis, and Somalia’s remittance culture is far greater and more influential on financial systems and capacity than cash based assistance has been. Moreover, 88% of Somalis above the age of 16 years own at least one SIM card and 83% of SIM card owners use mobile money, according to the World Bank (2018, Op. Cit.). In this context, the Baxnaano programme uses mobile money while integrating a security measure of verification using biometrics (hybrid approach). It also proven to lead to increase access of beneficiaries to sim cards and potentially financial inclusion.

<sup>20</sup> The WFP’s Digital Platform for Beneficiary and Transfer Management (SCOPE) is relevant for the review because the entire SSRSNHC implementation in terms of Information Technology Solution (ITS) relies on WFP SCOPE platform and experience.  
<sup>21</sup> WFP Somalia Country Brief, May 2020, <https://docs.wfp.org/api/documents/WFP-0000117347/download/?ga=2.174985762.1250566218.1597140794-2065716112.1593678695>  
<sup>22</sup> <https://data.humdata.org/visualization/somalia-cash-programing-v3/#more-delivery-mechanism>  
<sup>23</sup> [https://www.calpnetwork.org/wp-content/uploads/2020/01/Adeso-Guidelines-on-Hawala-May-2012\\_Final.pdf](https://www.calpnetwork.org/wp-content/uploads/2020/01/Adeso-Guidelines-on-Hawala-May-2012_Final.pdf)  
<sup>24</sup> CWG 2017, *Evaluation of the 2017 Somalia Humanitarian Cash-Based Response*

### 2.5.3. Transfers size

The Food Security and Nutrition Analysis Unit<sup>25</sup> (FSNAU) developed a minimum expenditure basket (MEB), consisting of minimum quantities of essential and basic food and non-food items. The MEB represents minimum set of basic food items such as sorghum, vegetable oil and sugar, comprising 2,100 kilocalories/person/day basic energy requirement for a household of 6–7 and non-food items such as water, kerosene, firewood, soap, and cereal grinding costs.

The differences between the regions are quite striking, the value of the MEB, including food and non-food items may vary from a minimum of USD87 to a maximum of USD198, which is more than double. This is due to the increase in the Consumer Price Index (CPI). For example, in a given zone (Central) a year ago, it was 180 and it is currently 267 points, then the minimum cost of living is said to have increased by 48% in that zone. In other words, it costs 87 currency units more to purchase the same basket of goods and services in the current month compared to the same period the previous year. This means that on average, goods, and services in the MEB cost 1.48 times as much as they did for the same basket of goods and services a year ago.

A significant increase in the CPI is largely attributed to increases in cereal prices as they constitute the largest proportion (30%–60%) of the MEB. The analysis of food price index can help identify food insecure regions and suggest some form of prioritization of policy and program response. The CWG provides<sup>26</sup> quarterly transfer value recommendations (see table 3), based on Somalia's standard minimum expenditure basket (MEB), to humanitarian organisations implementing cash-based interventions in Somalia.

Table 3: transfer value changes (USD) as of July 2020

#### TRANSFER VALUES CHANGES (USD)

Region	Type of transfer	Current value	Previous value
Bakool	Multi	75 ▼	85
Bakool	Food	65 ▼	80
Bay	Multi	50 ▼	60
Bay	Food	35 ▼	40
Middle Juba	Multi	80 ▲	70
Middle Juba	Food	75 ▲	60
Sanaag	Multi	85 ▼	105
Sanaag	Food	60 ▼	70

Source: Cash and Markets Quarterly Dashboard

In view of further SSN development, recent scenarios resulting from Somali Cash Consortium study<sup>27</sup> could also be considered, as they aimed at designing a scalable cash-transfer-based safety net program for Somalia. CWG Market Analysis Workstream is coordinating with the Somali Cash Consortium to revise the MEB components and transfer value recommendations. Regarding the Baxnaano programme it is already established a benefit level set to USD20 per household per month, which is equivalent to USD240 per household per year. This benefit size is based on estimates and initial data on prices of the MEB. While the value of the MEB varies significantly by region and season, rough estimates at the basis of elaboration of the World Bank Project Appraisal Document indicated<sup>28</sup> that a USD20 benefit would have covered about 70% of the MEB, based on the December 2018 price data. Targeted beneficiaries will be covered by nutrition-linked cash transfers for 12 months.

<sup>25</sup> <https://www.fsnau.org/sectors/markets>

<sup>26</sup> Somalia cash and markets [quarterly dashboard](#) April–June 2020, produced on 11<sup>th</sup> of July 2020

<sup>27</sup> Somali Cash Consortium 2019, Lawrence M., Somali Safety Net Design – Designing a scalable safety net programme for Somalia using Household Economy Analysis (HEA),

<sup>28</sup> World Bank - Project Appraisal Document / PAD / Report No: PAD3421

### **3. Towards a better coordination and strategy among all actors providing cash assistance in the benefit of the most in need during and post COVID-19 context**

This review builds upon the Grand Bargain premise<sup>29</sup> that *using cash helps deliver greater choice and empowerment to affected people and strengthens local markets and acknowledges that often it remains underutilized. While it is not a panacea, and the context will ultimately define which tool to use, donors and aid organizations should routinely consider cash when evaluating response options and some donors may wish to scale up significantly. Cash cannot meet all needs: investment in public goods, including protection, education and health will still be needed. Delivering cash should, where possible and appropriate, use, link or align with local and national mechanisms such as social protection systems. It can have the greatest impact when delivered as a single multi-sector transfer, rather than broken into components for shelter, household goods etc. and may be complemented by in-kind assistance, specialized interventions, specific technical support, and vouchers. It should include new partnerships, be coordinated across aid organizations, and be delivered through common mechanisms. Preparedness, planning, and mapping measures are essential to ensuring that cash-based programming can be used to best effect.*

However, in practice, despite the continuous increase<sup>30</sup> in the use cash-based programming (*rapid growth of CVA continues, with a 100% increase from 2016 to 2019; alongside this, 91% of practitioners see increased donor support for CVA, and 85% believe it is now more systematically considered as a response tool*), one of the remaining challenges is the insufficient coordination to ensure proper effectiveness and efficiency. Global evidence<sup>31</sup> indicates that particularly with respect to commitment 3.5 of the Grand Bargain (ensure that coordination, delivery, and monitoring and evaluation mechanisms are put in place for cash transfers), the progress remained mixed, with a critical challenge in terms of operational coordination consisting in the lack of a global agreement with direct repercussions on country or crisis level of operations.

Consequently, this rapid analysis largely considers these findings and entirely acknowledges the limitations in addressing such systemic challenges. It also considers the Somali particularities as emerged from the desk review and, corroborated with the guidance from the interviewees, it identified a series of areas where progress is well-advanced, whereas in others consistent progress could be envisioned both in terms of reaching the most in need more effectively and consolidating the cooperation in the area of cash-based programming.

#### **3.1. Acknowledging the characteristics of the population in need**

After years of conflict and recurrent shocks, with debilitated villages and cities, many people in Somalia are struggling to meet their basic needs of housing, food and nutrition, water and sanitation and a means to earn their livelihoods. Over half of Somalis fall under the extreme poverty line of USD 1.90 a day. With over 2.6M in displacement, including newly displaced and long-term IDPs, drought-induced destitute pastoralists, and returnees, poverty incidence in IDP settlements reaching 72%.

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<sup>29</sup> <https://interagencystandingcommittee.org/increase-the-use-and-coordination-of-cash-based-programming>

<sup>30</sup> CaLP 2020, The state of the World's cash report Cash transfer programming in humanitarian aid

<sup>31</sup> Humanitarian Policy Group, Overseas Development Institute, 2020, Grand Bargain annual independent report 2020

According to the IPC<sup>32</sup>, despite above-average national cereal crop production and improved livestock production following a largely favourable Deyr (October-December) rainy season, up to 1.3 million people across Somalia were expected to face food consumption gaps or depletion of assets indicative of Crisis (IPC Phase 3) or worse outcomes through mid-2020. In addition, nearly 963 000 children under the age of five are likely to be acutely malnourished through December 2020. Sustained and large-scale humanitarian assistance is currently preventing more severe outcomes in many areas. Deterioration was expected in the food security situation between April and June 2020 in some areas where food and income sources were not expected to be sufficient to meet minimum kilocalorie requirements. The information for the third quarter is not yet available but, in the interviews, it resulted that no deterioration in food security was registered. The projections were out for some time and rose to 3.5 million. IPC data for the upcoming Gu seasons is currently under analysis. Thus far, Desert Locust damages to pasture is limited and localized to central regions, as average to above average rainfall regenerated pasture and browse in most areas. Similarly, Desert Locust damages to the 2019 Deyr harvest are localized and limited to late-planted crops (milking stage). The risk of Desert Locust damages to both pasture and crops remains high and critical throughout 2020 given the ever-expanding areas affected, continued hatching and formation of hoppers and swarms.

Poor urban and IDP households are among those most affected, as they depend on daily wages and rely directly or indirectly on remittances to fill critical gaps in income and food sources. Moreover, urban and remote IDP sites are high-risk, as overcrowded, dense living conditions create an environment conducive to COVID-19 transmission.

People in Somalia from both the host communities and displaced populations like migrants and internally displaced persons are all disproportionately experiencing the impacts of the pandemic due to their weakened social support structures, bleak socioeconomic prospects, unequal access to healthcare and basic social services, precarious housing, tenuous living and working conditions, vulnerability to misinformation and social stigma, risks of exploitation and abuse. This further leads to increased levels of uncertainty, distress, and instability of individuals, families, and communities.

There are limited provisions for and access to mental health and psychosocial support, to address emotional and social suffering and prevent long term burden on health, social and economic systems. There are underlying issues on social stigma brought about by misinformation and can potentially target vulnerable groups including migrants, displaced communities, people who were affected by COVID-19, especially those with increased protection risks.

All these categories of vulnerable people require a concerted approach aware of the increased case-load both from the humanitarian and development sides, with in mind not only to alleviate their suffering but also to potentially reduce the vulnerability in face of new sudden-onset emergencies, thus contributing to ensuring proper emergency preparedness.

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<sup>32</sup> <http://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1152379/?iso3=SOM>

### 3.2. Articulating the assistance for effective and efficient cash transfers

Whereas in other contexts an existing, longer term developed, national social protection system allowed for assessing the cooperation with the humanitarian sector, the situation in Somalia, with a newly emerging social protection sector, required several adaptations:

- The difficulties in managing the lists of beneficiaries between H and SP, usually found in contexts with weak social protection systems, are not assessable. Therefore, the focus was on the current strengths of the humanitarian CVS, such as a well-functioning CWG, whereas in the case of the nascent SSN, the focus was on the project objectives, since there is not yet available evidence to assess whether it is well functioning.
- The questions of potential overlaps, redundancies, and difficulties in assessing whom and how many people may fall in between the systems, was not assessable either.
- Another Somali specificity is a strong payment infrastructure and channels. They are compliant with security requirements and respond to population needs, including by adopting standardised values (transfers size) of the assistance that promote alleviating the critical suffering during the emergency. Moreover, the humanitarian CVA also envisions a possible exit from the poverty cycle of exclusion and deprivation and consequently has a great articulation potential with the nascent SSN.

Therefore, the paradigm of articulating the assistance to become more effective needed to find a different approach<sup>33</sup>, but maintained the conceptual analytical structure with functions and corresponding groups of stakeholders, and their specific roles, as per the table below. It also identified nuances regarding the well-working aspects mentioned above.

Table 4: core functions and distribution of stakeholders' roles per area of responsibility

Main function	Key role	Stakeholders
Social protection cash assistance	3.2.1. Effective implementation	Government (MoLSA and MoHADM)
	3.2.2. Support for consolidation / financing	World Bank
Humanitarian cash assistance	3.2.3. Provision	UN Agencies
	3.2.3. Provision	INGOs, NGOs
	3.2.4. Financing	Donors (DWG)
	3.2.5. Coordination	CWG
Humanitarian coordination	3.2.6. Coordination (inter-cluster)	OCHA

#### 3.2.1. National social protection system

The FGS's interest for social sectors and social policies is nascent and still looks into finding the proper alignment with ILO 2012 Social Protection Floors Recommendation<sup>34</sup> to the member States to build comprehensive social security systems and extending social security coverage by prioritizing the establishment of national floors of social protection accessible to all in need.

<sup>33</sup> In the case of Cameroon and Somalia a SWOT type illustration of main findings was feasible.  
<sup>34</sup> Recommendation SPF R202: [https://www.ilo.org/dyn/normlex/en/?p=NORMLEXPUB:12100:0::NO::P12100\\_INSTRUMENT\\_ID:3065524](https://www.ilo.org/dyn/normlex/en/?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3065524)

For the field research, the possibilities to connect with government counterparts were quite limited; however, even if it was not possible to connect with the representatives of MoLSA, the colleagues from MoHADM participated in an interview. Unfortunately, it was not possible to tackle various aspects regarding the SPP or the Baxnaano programme as they are led by MoLSA, but additional contextualisation of the challenges to develop a Social Safety Net could be linked with the broader collaboration environment between the FGS and the national and international humanitarian and development actors on the following coordinates:

- A potential high interest from governmental counterparts to be more involved in the whole process of delivering humanitarian cash transfers,
- A collaboration with the UN system requiring consolidation,
- The confidence in the non-governmental sector necessitating improvements.

### **3.2.2. World Bank support to strengthening national social protection system**

The World Bank's operations' focus is on helping the countries establish national social safety nets (SSN) programmes, all by looking into options for ensuring government owned and implemented programmes and providing technical assistance for the whole delivery process. The types of operations supported by the Bank in Somalia were described under chapter 2.3, laying the basis for potential opportunities to be considered when articulating the assistance for effective and efficient cash transfers:

- Establishment of a national cash transfer program led by FGS, that is scalable to respond to shocks, is paving the way for a national safety net system.
- An emerging strong partnership with the UN Agencies (WFP and UNICEF), in support of aligning development and humanitarian approaches with public policy.
- Establishment of cash transfers delivery systems (including with above) and complemented by a Social Registry and a National ID system, interconnected.
- Provision of technical assistance, technical tools, and technology.

### **3.2.3. Delivering cash transfers by UN Agencies, INGOs and NGOs**

Whereas a coordinated work seems the key characteristic of the collaboration between the three groups of stakeholders, the review didn't access sufficient evidence to confirm it. The issues of competition, sectoral approach and focus on own organisational interests, the lists of beneficiaries that are not interchanged, some questions about the targeting, or data security protocols, might be relevant aspects to be further investigated in this broad collaboration.

### **3.2.4. Financing the cash transfers – the donors**

Top 5 donors for humanitarian funding<sup>35</sup> in Somalia and the corresponding share of funding for 2020 include: United States of America – 40.6%, Germany 10,4%, European Commission – 10.0%, United Kingdom – 8.7%, and World Bank (to FGS) – 7.0% . The largest UN recipient agencies are World Food Programme (WFP) – 31.2%, Food & Agriculture Organization of the United Nations (FAO) – 10.2%, United Nations High Commissioner for refugees (UNHCR) – 6.9%, UNICEF – 6.1%, and International Organization for Migration (IOM) – 3.2%.

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<sup>35</sup> <https://fts.unocha.org/countries/206/summary/2020>



The review in Somalia revealed the willingness to work together both globally and nationally. Moreover, the DG-DEVCO (EU's DG for International Cooperation and Development) funded Technical Assistance Facility<sup>36</sup> (TAF) supports the Donor Working Group (DWG) and facilitates policy dialogue between donors and Somali institutions through long term assistance including consultants supporting its members (the Governments of Germany and Italy, and the World Bank, DFID, ECHO, and USAID) in better tailoring the cooperation with the FGS.

Another important initiative<sup>37</sup> is Somalia – Streamlining and Harmonising Emergency Cash Transfers Programming Toward a Safety Net Approach, an ECHO and DFID initiative piloting a third-party monitoring through the Call Centre to monitor the main cash partners (Somali Cash Consortium and WFP).

### **3.2.5. Coordinating the humanitarian cash transfers – the CWG**

The CWG for Somalia is a strong structure (as presented under chapter 2.4), with clear ToR, decision making and implementation processes and mechanisms, with a broad representation of all interested stakeholders, and with relevant and strong outcomes. In addition, 5 regional CWGs covering 18 regions were created last year and they can go into details that at national level is not possible. Further potential developments to be considered by the CWG include:

- Potentially be involved in the design and implementation of the new SSN,
- Strongly suggested to develop a case study apart to inspire the reorganisation or the development of other CWGs, particularly in the analysed countries.

Another important stakeholder are the consortia. Several currently operate in Somalia with about three that are the most important. Among them, for example, the Somali Cash Consortium, led by Concern Worldwide, delivers cash assistance to participants' mobile phones following crises and shocks. This allows Consortium teams to carry out fair and rigorous assessment processes to understand the shock and identify those most impacted by it, and improving the efficiency and effectiveness of humanitarian mobile money cash transfers.

### **3.2.6. Ensuring overall coordination of humanitarian aid – OCHA**

OCHA contributes to principled and effective humanitarian response in Somalia through coordination, advocacy, policy development, information management, and humanitarian financing tools and services. With a country head office in Mogadishu, OCHA Somalia operates through 8 sub-offices located across the entire country and a sub-office in Nairobi, Kenya.

Beyond this humanitarian-focused coordination role, OCHA is also well placed to facilitate further developments in the cooperation and collaboration paths in Somalia, within the following potential areas of interest:

- Within a challenging operating environment determined by the political instability, OCHA would play a critical role in advocating for further consolidation of humanitarian efforts, and identifying areas of possible transfer/handover of interventions to development stakeholders, building upon the current emerging partnerships such as between the World Bank and the UN Agencies.

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<sup>36</sup> <https://www.dai.com/our-work/projects/somalia-technical-assistance-facility>

<sup>37</sup> [https://ec.europa.eu/echo/sites/echo-site/files/eu\\_cash\\_compendium\\_2019.pdf](https://ec.europa.eu/echo/sites/echo-site/files/eu_cash_compendium_2019.pdf)

### 3.3. Promoting broad and strong cooperation between the actors

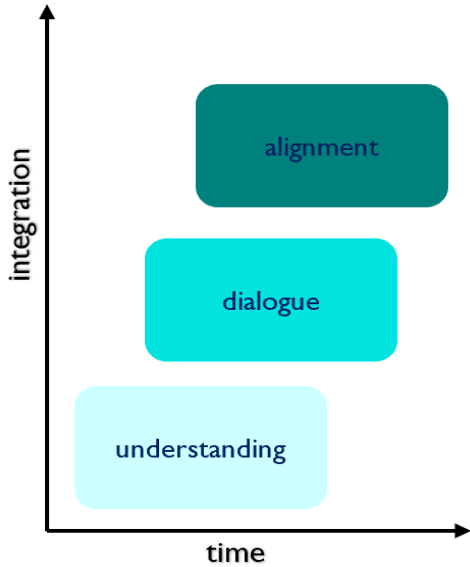
The previous section indicates few prospects for enhancing the articulation between the stakeholders as means to ensure consistent, effective, and efficient assistance for those in need, and with the ultimate goal to leave no one behind or not receiving support. Both intrinsic and extrinsic factors determine a series of challenges to ensure smoother articulation and on top of all the most important challenge is that the articulation largely depends on the (good) will of stakeholders to cooperate and join efforts to reach common goals.

Bringing together humanitarian and development work, namely better linking humanitarian assistance and social protection might be considered an ongoing dilemma, including in contexts with merely nascent social protection system. Nevertheless, despite the divide in terms of ‘business models’, the two approaches could (and should) find bridges for more articulated cooperation. Identifying practical options for linking humanitarian assistance and social protection in the COVID-19 response (SPACE, 2020 op. cit.) is one approach considered by this review and in the same time the realities of Somalia indicate that these practical options could genuinely contribute to preparing a future and so needed articulation between the humanitarian assistance – strongly developed, and the social protection – just about to grow.

Broader and stronger cooperation also requires better understanding, consolidated dialogue, and further adjustments to ensure effective alignment. In simple words, this requires sharing information and best practices as a first step of action. The initial understanding derived could then be enhanced through dialogue and entry points for linking up activities could be further explored. Based on the practical experiences a better alignment could be achieved between systems of the various stakeholders working on humanitarian cash and social protection.

This approach (see at the right Figure 1, inspired by BASIC – Better Assistance in Crises<sup>38</sup>) does not exclude the SPACE proposed framework (see at next page Figure 2) but simply capitalise better the information available through this rapid review.

Figure 1: Nexus integration process



Source: BASIC – Better Assistance in Crises

This review is also a great opportunity for the country actors to explore more the proposed practical options for humanitarian and social protection linkage along the delivery chain with the graphic illustration of theoretical example from a country context. Adapted from *Unbundled : A Framework for Connecting Safety Nets and Humanitarian Assistance in Refugee Settings*<sup>39</sup>, it proposes choices of system ‘strengths’ for both sectors, but considering they are only indicative and would vary significantly from country to country, hence requiring assessment to determine the extent to which these can be leveraged.

<sup>38</sup> BASIC 2019, *Mapping Linkages of Humanitarian Cash Transfers and Social Protection in Borno, Adamawa and Yobe (BAY) States, Nigeria*

<sup>39</sup> <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/970701569569181651/unbundled-a-framework-for-connecting-safety-nets-and-humanitarian-assistance-in-refugee-settings>

Figure 2: SPACE practical options (including source as per explanation above)

HUMANITARIAN/EMERGENCY				SOCIAL PROTECTION			
'WEAK'		'STRONG'		'WEAK'		'STRONG'	
<b>Policy</b>							
		X		\$	Financing		X
	X			⚖️	Legal & Policy Frameworks		X
		X		🏛️	Governance & Coordination		X
			X	👥	Capacity (cutting across all)	X	
<b>Programme design</b>							
			X	📊	Vulnerability Assessment	X	
		X		🎯	Targeting (eligibility setting)		X
			X	👤	Transfer Value, Frequency, modality		X
	X			📄	Conditionality		X
<b>Administration/Implementation</b>							
			X	📁	Information Systems		X
			X	📈	Price & Market Analysis	X	
			X	🗣️	Outreach & comms	X	
		X		📄	Registration and enrolment		X
		X		📄	Payments & Service Delivery		X
		X		🚫	Do No Harm, Protection, Accountability, Grievance		X
			X	👁️	Monitoring and Evaluation	X	

**3.4. Delivering results, particularly for the most in need**

Based on these theoretical models above and considering the available information from desk review and KII, this report could draft an “ideal” model of coordination and cooperation, as a potential scenario to be further investigated by the country stakeholders and potentially operationalised through a concrete action plan. Complementarily, the suggested action points for consolidating a plan of action under chapter 4 of the report are also an opportunity for the Somali stakeholders to look further into new prospects for development of the nexus integration process.

**3.4.1. Understanding**

Does the government have the capacity to manage the SSN programme? Does the World Bank only work with the governments and ignores the humanitarian actors? Do UN Agencies exclusively work in their own area of interest and avoid cross-cutting approaches? Are the (I)NGOs less involved in broader processes or have less voice than other providers (UN)? Do donors work separately and have no interest in articulating their focus? Is the CWG inclusive with the entire diversity of stakeholders and initiatives, particularly the consortia? Is OCHA solely considering the importance of humanitarian action and ignores the need to better connect with the development sector?

These questions – and many similar others – indicate the types of prejudice that might exist at the level of each of the seven groups of stakeholders considered for this analysis. Some of the preconceptions might be intricately linked to objective realities and others might just simply stand as the “subjective” approaches each stakeholder might have regarding the others. At the same time, they all indicate the need for an objective understating of “the situation of the other” and invite to further investigation allowing for a more accurate understating of “the others”, with inner strengths and weakness and considering the outer opportunities and threats.

### **Targeting and registration:**

A range of targeting mechanisms are employed to identify beneficiaries for the cash-based humanitarian programmes and the emerging social protection programme is about to extensively rely on current practices (mainly WFP) as means to ensure its own development. Despite a quite harmonised approach among the humanitarian stakeholders, new evidence<sup>40</sup> indicates some challenges that need to be considered in order to leverage the work done so far and feeding into systems that are longer term and used for multiple uses beyond the humanitarian and displacement contexts:

- Harmonize registration and enrolment methods and data collected,
- Further articulate the potential for data sharing and interoperability,
- Further articulate the potential for use of existing data in other ways: scalability for shock response,
- Improving data storage and security,
- At long term, the study identified the need to make biometric collection standard and the need to set up a single registry for Somalia (see below recommendation).

The lack of a social registry and of a national ID system are the heaviest burden of the new system, and the perspectives for further development could not be foreseen earlier than mid- or long-term timespan. With this challenges in mind, and also considering the difficulties added by the COVID-19 restrictions, the following suggestions for further development should be considered by every stakeholder, based on its area of responsibility and capacity:

- Taking into account any social protection considerations, potentially support the development of a National ID system, and join World Bank operation in this area. This is critical in a context<sup>41</sup> where Somalia has no foundational identification system capable of facilitating service delivery, underpinning voter lists, or enabling basic administrative functions such as compiling vital statistics. Without a National ID system, Somalis rely on a patchwork of documents to prove their identity, most of which are non-robust with coverage limited to specific municipalities, states, or program beneficiaries.
- Potentially support the development of a (biometrics-backed) Social Registry for Somalia, supporting the national entities that would own, populate, and administer such a registry, hence contributing to further development of the emerging social protection sector in particular. Jointly cooperate with the World Bank.
- Ensure proper coordination throughout the systems and among all stakeholders.

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<sup>40</sup> WFP 2018, Somalia Databases and Beneficiary Registries for Cash Transfer Programming – *An Overview of the Beneficiary Registration and Data Management Practices of NGOs, UN and Government in Somalia*

<sup>41</sup> World Bank. 2016. *ID4D Country Diagnostic: Somalia* (Toward a Somali Identification System)

### ***Payment channels and infrastructure***

Somalia implements a wealth of delivery mechanisms – cash mobile/ money, e-voucher, e-cash and voucher paper, Hawala, and rely on a strong infrastructure – with the support of the sub-national CWGs, the financial service provider (FSP) map has been updated and provides information on available FSPs and the type of delivery mechanism provided by each of the FSPs, including per region. New Baxnaano relies on these payment channels and infrastructure.

### ***Transfer size***

During the second quarter, the CWG released monthly updates to monitor atypical circumstances brought by the COVID-19 crisis. The assumption that the situation could have an abrupt upward pressure on the price of key commodities led the CWG to recommend that partners only implement transfer value changes where the MEB value has increased; but not where MEB values have decreased. As movement began normalizing and prices seem to be return to trend in June, the recommendations for implementing both increases and decreases have been issued (see section 2.5.3). Baxnaano focuses on USD20 transfer value.

### ***3.4.2. Dialogue and coordination***

Although limited in time and with the consideration of only few stakeholders, the review process (plan, collect, interview, analyse, consult, etc.) clearly indicated that dialogue and efforts for enhancing the coordination is ongoing in Somalia. Moreover, the type of work and approach developed at the level of the CWG confirm this tendency too. Probably one missing opportunity of the review, mainly determined by its very nature, was to be able to engage with a broader variety of stakeholders, particularly from the Governmental side (with focus on MoLSA) and with more numerous entities per each category of stakeholder.

However, it is important to mention on the Government side that the dialogue with the World Bank, as key governmental counterpart in developing the SSN programme, the Social Registry and the National ID system indicated a quite high interest from the FGS to advance the processes, despite the systemic challenges to be further addresses (see sections 2.3. and 3.2.1)

The following topics could be considered for strengthening the dialogue and coordination:

- Continue building upon the broad representation of stakeholders in the CWG and consolidate the dialogue through this unique instance, and with SPSC, SPSG and TC.
- Establish clear roles, responsibilities, and accountability mechanisms to reduce redundancies, avoid role duplication, and growing and nurturing the co-responsibility,
- Cultivate transparent and sustained dialogue around any cash-based intervention, between humanitarian and development sectors,
- Establish milestones and concrete actions for the coordination (an articulated work plan to track progress of key tasks aimed at greater coordination would be ideal),
- The coordination is bidimensional: it involves the stakeholders on a horizontal basis (i.e. the seven categories of stakeholders considered for the review) but needs to be thought vertically too – federal, regional and sub-regional, and, if possible, community,
- Institutional focus should be sought by all relevant humanitarian and development stakeholders; in other words, working jointly with same Governmental stakeholders, including aiming to strengthen their capacities is highly recommended.

### 3.4.3. Alignment

The theory of change for how humanitarian actors can link with, and contribute to, building emerging national systems needs more attention. Oxford Policy Management defines<sup>42</sup> alignment *as aligning elements of social protection (or disaster risk reduction) and humanitarian interventions with one another, for influencing future social protection system development and/or integration of the humanitarian caseload. While there are different ways that existing social protection systems can be used, and rationale for doing so, are clear and tangible, ‘alignment’ remains ill-defined. It has become a catch-all term for a range of activities that could contribute to system building, however, it is not always clear what is being aligned, or for what purpose.*

With these findings of the State of the World’s Cash report (2020 op. cit.), the current review intends to move further and proposes to look into some suggested action points that consider the COVID-19 context and anticipate potential scale-up scenarios. Such suggestions come from the country stakeholders and are “refined” with the last global findings, which is an analytical manner adopted throughout the entire report. These scenarios are, however, subjective and emerged in the particular COVID-19 context: for this reason, they would also require further in-depth analysis, and assessment of feasibility and potential testing.

The following emerged in the case of Somalia:

- OCHA is perceived not only as the main humanitarian coordinating actor but also as an important leveraging one. Its neutral positioning could build trust and help better engagement of all relevant stakeholders,
- MoLSA and MoHADM remain the critical governmental counterparts that need to articulate their interventions with all the humanitarian and development stakeholders, including by benefiting from their technical and financial support,
- The WORLD BANK is progressively engaging not only with the Government but also with the UN Agencies (UNICEF, WFP). This is an opportunity to develop extended partnerships and identify ways to coordinate and harmonise various organisational mandates. Moreover, the new engagements at operations level in Somalia invite to further analysis and understanding, hence a detailed documented case-study on the new business models and potential implications for scale-up could be highly relevant,
- Delivering cash transfers by UN AGENCIES and the (I)NGOs would need to consider not only the opportunities mentioned above but also to address those internal challenges, such as sharing information and data, or revision and adaptation of data security protocols, in order to increase their efficiency, whilst maintaining agreed beneficiary data protection measures in place.
- The CWG would play a critical role in coordinating the cash transfers, put forwards its strategic and technical strengths, while articulating with SPSC, SPSG and TC,
- The group of DONORS (DWG) could further envision ways in supporting the nexus integration process, as means to sustainably contribute to Somalia’s development: (a) effectiveness and efficiency maximized, (b) cash programmes planned on the basis of joint and impartial needs assessments and robust response analysis, (c) coherent system and common programming approaches, (d) cash programmes use, link to or aligned with local and national mechanisms such as SSN.

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<sup>42</sup> CaLP 2020, The state of the World’s cash report Cash transfer programming in humanitarian aid

## 4. Consolidated highlights / recommended course of action

This chapter summarises the main findings of the review by grouping them into two main categories, in line with the structure of the report: (i) the first category is ‘the current status of operations’ as reflected by chapter two, where the approach was rather of a stock-taking of the typical way of doing business and (ii) the second category is ‘the potentially adjusted status of operations’ as reflected by chapter three, where the approach investigated, with the support of the key informants, potential paths to follow in order to advance a more effective, efficient and consolidated cash transfers delivery, particularly in the COVID-19 context and beyond.

Since it was a rapid exploratory review, with all its inherent limitations, this chapter is designed with a learning by doing focus, aiming to underline potential lessons learnt, and also to propose new knowledge generation paths, including suggesting further investigations in some particular areas. Therefore, a ‘main findings → conclusions → recommendations’ structure seemed less appropriate, whereas an ‘action points → review and implement → further consolidation’ structure seems more suitable.

### 4.1. Summary of findings

The steering & advisory group (see Annex 4) for this assignment set up a review matrix that guided the research throughout all its phases. Structured in eight sections, this matrix provides the proper structure for systematising and synthesising the main findings, as follows:

1. Targeting criteria	
Current status:	Registration and targeting are strong in both H and SP Multi-dimensional poverty and deprivation, with significant share of population in IPC3 and IPC4, including additional risks of shifting to IPC4 for those in IPC3. The situation of population in IPC2 was evoked too, as they do not receive humanitarian aid COVID-19 did not affected the threshold determination The needs are higher in urban areas where COVID-19 hits harder
Adjusted status Opportunities	Harmonising all the indexes with focus on the national one (see Baxnaano targeting and registration), including complementariness with the shock responsive SP.
2. Beneficiary lists	
Current status:	Each organisation has its own list and the CWG centralise 3W data about In a context of enormous needs, the risks of overlapping are assessed as minimal, mainly because the extensive use of SCOPE The new SSN also consider the categories of beneficiaries usually not considered by SSN (IDP, refugees, undocumented persons) as means to develop its shock responsive side
Adjusted status Opportunities	Develop a National ID system Develop the national Social Registry Making compatible the existing registry systems with the new national Social Registry, in view of further transfer of data and information and consolidation of national system, with SPSG and TC involvement Engaging in joint data sharing protocols and assessing all data security implications, but fulfil legal and ethical implications too. Generating appropriate delivery monitoring: geographical coverage (maps) and categories of beneficiaries (improved age, gender, and disability – AGD – approach)

### 3. Reach of social transfers

Current status:	Somalia launched its first cash transfers programme Baxnaano, which costs USD65 million with IDA funding, reaching 200k households or 1.2M individuals Transfer value is estimated at 70% of MEB, however new data indicates it is 1/3 of HCVA
Adjusted status Opportunities	Effectively deploy Baxnaano Whenever relevant, revise and adjust transfer value in relation with MEB, by considering the high fluctuations in prices, and also the need to adapt to new indicators. Use recent evidence Continue improving shock responsive SP

### 4. Linkages between social protection and humanitarian CVA

Current status:	The cooperation between humanitarian and social protection stakeholders is nascent, the same as the social protection system CWG plays a critical role, together with SPSPG, and TC The new SPP is an opportunity for better linking
Adjusted status Opportunities	New Social Safety Net programme (MoLSA / World Bank) New Social Registry (MoLSA / World Bank) New National ID programme (FGS / World Bank) Partnerships with WFP and UNICEF could be further extended Developing Operational Plan of the SPP (national and regional levels) OCHA to support strategic level coordination of humanitarian assistance and engage with the <a href="#">Integrated Office</a> (IO) and the World Bank on alignment with social protection mechanisms

### 5. Reach of humanitarian CVA

Current status:	Humanitarian aid targets 3 million out of a total of 5.2 million people in need 1,784,205 people assisted receive CVA across all sectors, July 2020
Adjusted status Opportunities	Desert Locust upsurge and seasonal floods affects 1M people, including 436,000 people who were displaced and need further assistance, and are reflected in the revised PIN and reach data.

### 6. Remaining gaps

Current status:	It is difficult (multitude of approaches), and somehow impossible (very new social protection system in place), in the current context to respond to the question: Who are the people in need not currently reached through social transfers or humanitarian CVA? Particularly in the context of a rapid exploratory review. The focus should be on available data from the humanitarian sector but also corroborated with estimated data of Baxnaano, based on previous calculations.
Adjusted status Opportunities	A potential option would be to engage with a third party (consultancy firm?) to carefully collect all available data from all operators in Somalia and provide a clear picture of the current status of CVA, per geographical area and categories of population, including the distribution among the main groups of stakeholders, with estimates about those not covered. The case of Somalia seems easily feasible, since the work done by the CWG is very comprehensive and the Somalia Multi-Purpose Cash assistance (MPCA), Safety Nets and Shock Responsive Scaleup seems a good starting point. Anyhow, such a decision to engage with a third party very much depends on the strategic vision about this challenge.



## 7. Options for reaching those who fall in-between the systems

Current status:	Previous point clearly indicates the difficulty in assessing the needs (how many?) The positive side is that in terms of payment channels and infrastructure Somalia is well placed to ensure delivery
Adjusted status Opportunities	Continue the use of cash mobile, cash mobile money, e-voucher, e-cash, and voucher paper, and rely on a strong infrastructure, while assessing its further development

## 8. Coordination and management

Current status:	There are strong premises for a consistent coordination, despite the divergent (in the sense of subjective, organisation-oriented) interests of each stakeholder. OCHA, CWG and SPSG, SPSC and TC would play an important role in coordination and the experience from DWG and TAF are of tremendous importance in the process All other groups of stakeholders also have an important role to play
Adjusted status Opportunities	OCHA to play a leveraging role, based on its neutral positioning, MoLSA and MoHADM to articulate their interventions and jointly collaborate with all relevant humanitarian and development stakeholders WORLD BANK to continue engaging with UN Agencies (UNICEF, WFP). This is an opportunity to develop extended partnerships and identify ways to coordinate and harmonise various organisational mandates. UN AGENCIES and the (I)NGOs to address those internal challenges, such as sharing information and data, or revision and adaptation of data security protocols, in order to increase cash delivery efficiency, CWG to continue playing a critical role in coordinating the humanitarian cash transfers, by putting forwards its strategic and technical strengths. SPSG, and TC to be further consolidated, including with CWG support. The group of DONORS (DWG) to further envision ways in supporting the nexus integration process, as means to sustainably contribute to Somalia's development.

### 4.2. Suggested action points as a plan to reach all in need with CVA in the COVID-19 context and beyond

Probably the most critical question of the review is to identify the key issues affecting scaleup. The obvious answer would be that all eight points above are issues to be addressed. The table below summarises these points and proposes potential action points to address these challenges in a systemic manner. It includes essential information only, as the details are already presented in the report, and the following coding was adopted:

- **Timespan:** short-term = 3 months, mid-term = 6+ months, long-term = 1+ year,
- **Resources:** available = potentially available through ongoing operations but requires additional assessment, necessary = some information whether they are not currently available exist but is not assessed,
- **SPACE articulation:**  
Policy – P1 = financing, P2 = Legal & Policy Frameworks, P3 = Governance & Coordination, P4 = Capacity.  
Programme Design – PD1 = Vulnerability Assessment, PD2 = Targeting, PD3 = Transfer value, PD4 = Conditionality.  
Administration/Implementation – AI1 = Information systems, AI2 = Price & Market Analysis, AI3 = Outreach & Communications, AI4 = Registration and Enrolment, AI5 = Payments & Service Delivery, AI6 = Do not harm & Protection & Accountability & Grievance redress, AI7 = Monitoring & Evaluation . Selected items are considered the most relevant and urgent

Table 5: action points to reach all in need with CVA in the COVID-19 context and beyond

Key actions	Who's in charge	Timespan	Resources	Potential blockers	SPACE articulation
<b>1. Ensure appropriate targeting</b>	WFP and the World Bank, jointly with CWG to further support MoLSA	Short-term	Available	Low level of governmental involvement Low use of already existing evidence and studies Low level of data sharing	P1, P3 PD1, PD2, PD3, AI1, AI4, AI6,
<b>2. Achieve consolidated lists of beneficiaries</b>	SPSG, TC, jointly with CWG World Bank development and investment	Mid-term	Available	Delays in achieving functional ID system Delays in achieving functional Social registry, challenges on data protection, Fragile, uncoordinated M&E	P3  AI1, AI3, AI4, AI7
<b>3. Expand social transfers (SP)</b>	World Bank / DWG to support MoLSA expand coverage, and UN interim operational support	Long-term	Partially Available	Low technical and technological capacity at governmental level Not considering from the very beginning the need to include all groups	P1, P2, P3, P4 PD1, PD2, PD3, PD4
<b>4. Better link humanitarian and SP CVA</b>	IO, World Bank, MoLSA to coordinate, OCHA to provide strategic support and CWG/SPSG technical support	Short-term Mid-term	Available	Delays or failure in developing an operational plan for SPP Resistance from stakeholder to commit to broader revision processes	P3,  AI3,AI7
<b>5. Guarantee proper reach of humanitarian CVA</b>	CWG jointly with SPSG and TC	Short-term	Partially Available	Insufficient funding Potential redundancies (no scientific, objective evidence regarding the low risks of overlapping and duplications)	  AI1, AI4, AI6, AI7
<b>6. Reaching the invisible (filling the gaps)</b>	CWG and MoLSA and identify a third party (consultancy firm?)	Mid-term	Necessary	Fail to engage with a third party: collect all available data / all operators / provide a clear picture of the current status of CVA (full data disaggregation)	P1, P4  AI7
<b>7. Rely on payment infrastructure and approaches</b>	CWG and SPSG, and TC	Short-term	Available	Not fully expanding the current use of cash mobile, cash mobile money, e-voucher, e-cash and voucher paper, and corresponding infrastructure	P3,  AI4, AI5, AI7
<b>8. Coordination and management for scale-up</b>	All stakeholders, identify the leading and extensively involve SPSC	Mid-term	Available	The emergency situation / high demand for rapid response from each actor may lead to maintaining sectoral approaches and failing to seize the momentum	P2, P3, P4

### **4.3. What next in humanitarian and development COVID-19 action?**

Going back to the initial questions of the rapid review – *How to better channel the aid, scale-up and reach those in need in the COVID-19 context? and How to better coordinate between the humanitarian and development sectors?* – this rapid exploratory review finds that there is significant potential to scale up cash assistance to those in need in the context of Somalia and that systemic challenges should progressively be addressed in the immediate, medium and long term, in line with the suggested action points and considering the identified current status and the adjusted status and opportunities.

#### ***Channel the aid, scale-up and reach those in need:***

Cash assistance currently delivered through humanitarian channels reaches over 1.7M people in need, which is roughly 33% (PiN) identified by the Humanitarian Response Plan (HRP) updated for 2020 (i.e. 5.2M PiN)

Cash assistance currently delivered through social protection mechanisms (SSN) put in place through Baxnaano programme is planned to reach 200k households, which, at an average of six persons per household represents 1.2M individual, a rough 23% of PiN in HRP and 9.6% of the total Somali population. In addition, the shock responsive component of the SP response to locust upsurge targets 100K households which, at an average of six persons per household would total 600K individuals or 4.8% of the total population.

Therefore, there is high potential for significant scale-up, depending not only on additional funding available but also on how the concrete operations on the ground would be effectively deployed. This is directly linked with the proposed action points and the corresponding adjustments the local stakeholders should bring at operational level.

From the humanitarian perspective, there is potential to reach with cash transfers an additional 3.5M PiN, out of which about 1.3M or 37% are in IPC3 and 4, whereas through the SSN system 1.2M people would be reached with cash transfers as social protection measures while additional 600k would be reached as shock responsive SP to locust upsurge.

#### ***Better coordinate between humanitarian and development sectors:***

The table in section 4.2 summarises key provisioned action points but is far from being an action plan. This is to be developed by each country relying on a coordinated and effective system of responsibilities and accountability and based on solid information management systems. This will also require specific additional resources and strategic decision taken based on standard operationalisation processes. Whereas the deployment of cash transfers would progressively advance in line with the funds' availability and the available programmatic infrastructure, the stakeholders would also progressively implement the recommendations in terms of action points mentioned in the table above. In operationalising the plan, the stakeholders may consider the following recommendations:

- Whereas the FGS capacity is about to be built, both humanitarian and social protection systems have significant strengths. A potential scenario would be to pilot funds channelling through cash actors with existing cash programmes and systems that would rapidly be able to disburse funds, in a configuration to be agreed on at country level.
- OCHA oversees the humanitarian coordination and could also be the best placed in ensuring the linkages with development actors such as the World Bank, both as a global commitment and as an operational scenario in Somalia. They would coordinate with SPSC at FGS level. At a technical level this would require support from CWG who would jointly work with the nascent SPSC and TC.
- Depending on the resources allocated, the countries will be able to advance towards more comprehensive humanitarian and SSN coverage, while several structural adjustments will need to be operated too. In this phase it is estimated that more PiN but who are currently invisible to either of the systems could also be reach with cash transfers. This is very much influenced by the longer term development of the National ID system and the Social registry.
- One of Somalia's most significant strengths is the coverage and the use of various, mainly electronic payment channels (Cash-mobile, Cash-in hand, e-Cash, Voucher–paper and e-Voucher, and Hawala) and SIM use and mobile money use, that allow for effective, secure and efficient funds channelling. This is of tremendous support in quickly and efficiently disburse further available funds.

Moreover,

- In the particular case of the rapid exploratory review in the three countries, and considering the high quality functioning of the CWG, it is suggested to develop a case study on Somalia CWG experience to learn lessons and potentially inform processes in other countries.
- The Technical Assistance Facility supporting the Donor Working Group and facilitating policy dialogue between donors and Somali institutions in better tailoring the cooperation with the FGS is another key strength. In a similar manner with the CWG recommendations above, it could also serve as inspiration to other countries.

At the core of the articulated humanitarian & development approach should be the mid and long-term desideratum of strong and efficient national systems able to address the needs of their population. If we assume the aid channelling is successful at very short term as mentioned, then it could also serve as the premise for further consolidation of humanitarian & development nexus.

## Annex I – list of KII respondents

Key Informant Interviews Respondents	
Person	Organisation
Mr Ahmed ABUKAR Mr Hassan ANSHUR	MoHADM
Ms Afrah AL-AHMADI Mr Ugo GENTILINI	The World Bank
Mr Chad ANDERSON	Save the Children
Ms Emily MKUNGO	USAID
Ms Mary KARANJA	CWG (WFP)
Ms Kaitlyn SCOTT	CWG (Concern Worldwide)
Ms Cindy ISSAC	OCHA

## Annex 2 – implementation schedule for KII all countries

Country time zone				THU	FRI	MON	TUE	WED	THU	FRI	MON	TUE
Cameroon	Haiti	Somalia	BCN	16/07/2020	17/07/2020	20/07/2020	21/07/2020	22/07/2020	23/07/2020	24/07/2020	27/07/2020	28/07/2020
		10:00	9:00								Ahmed Abukar, Hassan Anshur, MoHADM, Somalia	
9:00		11:00	10:00							Issa Bitang, USAID, Cameroon		Gindy Isaac OCHA, Somalia
10:00		12:00	11:00							Kaitlyn Scott, Somali Cash Consortium, CWG Cochair	Mary Karanja, Somalia CWG/WFP	
11:00		13:00	12:00							Ngoepeyou Njomo PFS, Cameroon		Emily Mkungo USAID, Somalia
14:00	9:00	16:00	15:00		Judith Sonne, NRC, Cameroon,	Victoria Martinez, OCHA, Cameroon	Nathalie Brisson, Carine Roenen, Fonkoze, Haiti		Amayel Sow, UNHCR, Cameroon (written)	Giuseppe Scollo - ECHO, Haiti		
15:00	10:00	17:00	16:00	Joint call, World Bank HQ → Cameroon & Haiti	Chad Anderson, Save the Children, Somalia	Clément Rouquette, WFP HAITI, CWG			Pierre Ricot Odney, MAST (SP) Haiti		Christian Cricboom (OCHA) Haiti	Daniel Martin - IRC, Cameroon
16:00	11:00	18:00	17:00		Afrah Alawi Al-Ahmadi (WB) Somalia (linked to joint call)	Solomon Asea WFP (CWG) Cameroon			Cassendy Charles, MercyCorps, Haiti	Pascale François, UNDP, Haiti		

## Annex 3 – list of participants to review / feedback process

<b>Key Informant Interviews Respondents</b>	
<b>Person</b>	<b>Organisation</b>
Mr Ahmed ABUKAR Mr Hassan ANSHUR	MoHADM
Ms Afrah AL-AHMADI Mr Ugo GENTILINI	The World Bank
Mr Chad ANDERSON	Save the Children
Ms Emily MKUNGO	USAID
<b>Country based steering group members for he review</b>	
<b>Person</b>	<b>Organisation</b>
Ms Mary KARANJA	CWG (WFP)
Ms Kaitlyn SCOTT	CWG (Concern Worldwide)
Ms Jolly SHAH	OCHA
Ms Cindy ISSAC	OCHA
<b>CaLP and OCHA</b>	
<b>Person</b>	<b>Organisation</b>
Ms Louise GENTZEL	OCHA HQ
Ms Sapezie OJIAMBO	CaLP ES-Africa

## Annex 4 – members of steering and advisory group for the assignment

<b>CaLP and OCHA steering and advisory group</b>	
<b>Person</b>	<b>Organisation</b>
Mr Georgios FRANTZIS	CaLP MENA
Ms Louise GENTZEL	OCHA HQ
Ms Julie LAWSON-MCDOWALL	CaLP KM & RC
Ms Diksha RANA	CaLP MENA
Ms Sophie THOLSTRUP	CaLP HQ
Ms Lynn YOSHIKAWA	CaLP Americas



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