

THE FEDERAL GOVERNMENT OF SOMALIA



Ministry of Labour and Social Affairs

Somalia Social Protection Policy

FOREWORD

After years of conflict and recurrent shocks, with debilitated villages and cities, Somalia's people 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 \$1.90 a day. With over 2.65 million in displacement -including newly displaced and long-term IDPs, drought-induced destitute pastoralists, and returnees, poverty incidence in IDP settlements reach up to 72 percent.

The Federal Government of Somalia defines social protection as “government-led policies and programs, which address predictable needs throughout the life cycle in order to protect all groups, and particularly the poor and vulnerable, against shocks, help them to manage risks, and provide them with opportunities to overcome poverty, vulnerability, and exclusion”.

The development of Somalia's first Social Protection Policy and eventually the framework is a political milestone for Somalia that begins weaving the fabric for the social contract between the government and the people of Somalia. The policy cuts across sectors, and is ambitious in its view of the future to match the expectations of the Somali people.

The Government will implement the Social Protection Policy through a sustainable and comprehensive national system. The policy envisions strengthening all components of a social protection system, including linking with the development of a single registry and the long awaited national IDs. It advocates for beginning with transitional safety nets then transitioning to the social protection floor as and when the evidence base is built. Moreover, the policy promotes labour market policies and interventions that lay the foundations for human capital development. Enlisting the private sector to develop products that increase the participation of the informal sector and transfer risk from the poorest households. As the policy is multi-ministry, multi-agency and multi-sectoral, it will rely on careful collaboration across a host of actors to achieve the maximum impact.

Consultations included stakeholders across the regions of Somalia, within communities, with donors, UN, NGOs, and the private sector. Special thanks goes to those who contributed to the development of the policy, especially the Italian Cooperation, who had the vision to support such an effort early on when few thought it possible that Somalia could have SP much less a policy. To the United Nations Children's Fund and World Food Programme, who working with the think tank Samuel Hall and Gabrielle Smith, provided technical support to the policy development process. I would like to thank Ms. Fardosa Abdullahi, Social Protection Advisor, who worked tirelessly on the process as well as my colleagues in the Ministry of Labour and Social Affairs, the Ministry of Humanitarian Affairs and Disaster Management and the Ministry of Planning, Investment and Economic Development for their support throughout the process. We look forward to working together to reduce poverty and vulnerability, improve social cohesion and inclusion.

ACRONYMS

ALMP	Active Labour Market Programme
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
FGS	Federal Government of Somalia
FMS	Federal Member States
FSNAU	Food Security and Nutrition Analysis Unit
IDP	Internally Displaced Person
ILO	International Labour Organisation
IOM	International Organisation for Migration
IPC	Integrated Food Security Phase Classification
LIPW	Labour Intensive Public Works
MoHADM	Ministry of Humanitarian Affairs and Disaster Management
MoLSA	Ministry of Labour and Social Affairs
MoPIED	Ministry of Planning, Investment, and Economic Development
NDP	National Development Plan
NGO	Non-Governmental Organisation
NYP	National Youth Policy
OCHA	UN Office for the Coordination of Humanitarian Affairs
ReDSS	Regional Durable Solutions Secretariat
SODMA	Somalia Disaster Management Agency
SPF	Social Protection Floor
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USD	United States Dollars
WASH	Water, Sanitation, and Hygiene
WHO	World Health Organisation

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1. INTRODUCTION

1.1. Preamble

This is an important and opportune time to pursue the development of a social protection system in Somalia. The capacity of the Federal Government of Somalia (FGS) is steadily increasing, and it is committed to the establishment of a strong system of social protection, as reflected in the National Development Plan (NDP) 2017–2019, Recovery and Resilience Framework. In addition, the FGS established a social protection sub-working group as part of the New Deal/Peace and State-Building Goals process. The institutional framework for social protection in Somalia has also evolved, with the assignment of a ministerial lead for social protection at the federal level under the Ministry of 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).

Somalia must address the critical challenge of poverty and vulnerability in the country, where three-quarters of the population face daily deprivations and widespread chronic undernutrition. A comprehensive social protection system can impact many of the multi-dimensional aspects of poverty seen in Somalia. Doing so is essential to continue Somalia's transition toward greater stability, economic prosperity, resilience, and human development. Social protection delivered by the government, with development partners, will complement the country's diverse informal, traditional, and community-based social protection mechanisms.

Somalia's social protection system will focus on mitigating vulnerability, better aligning humanitarian and developmental objectives, and reducing reliance on short-term humanitarian aid. Achieving these goals is essential considering the frequency of disasters affecting the country, and will help Somalis to cope more effectively with disasters and pursue poverty reduction. Since 2012, a number of initiatives and studies have also assessed the feasibility of moving toward a nationally owned and coherent social protection system.¹ The resulting evidence base is the foundation for the development of the National Social Protection Policy for Somalia.

Inevitably in a fragile context such as Somalia, several remaining barriers prevent the country's vulnerable populations from accessing the assistance they need. Challenges include the low technical, institutional, and financial capacity of government actors, limited short-term funding streams, issues of perceived trust in and accountability of international aid, marginalisation, insecurity, and lack of access in large parts of South and Central Somalia. Overcoming them requires a long-term approach. The new National Social Protection Policy will help the FGS ensure fiscal and political space for the social protection agenda, develop a clear and realistic vision for social protection, guide implementation, and link social protection with other policy actions to achieve comprehensive outcomes. It provides a framework for delivering social protection coherently, effectively, and efficiently. Social protection will thus be delivered in a way that is holistic and properly targeted, but also realistic and incremental, considering the scale of these challenges.

1.2. About This Document

This 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.

Section 2 outlines the need for social protection in Somalia, including a summary of the poverty and vulnerability context in the country, the importance of social protection to reducing poverty and vulnerability, developing human capacity, building resilience, and ensuring equality. Section 2 also describes experiences with cash-based social transfers in Somalia and prioritises vulnerable groups for social protection interventions.

Section 3 is an overview of the institutional and programmatic context for social protection in Somalia.

Section 4 describes the vision and objectives of the policy and the policy priorities in Phase I (2019–2023), which focuses on system and capacity strengthening, and Phase II (to 2040). The vision and objectives align with the government’s National Development Plan 2017–2018. The policy will be reviewed at the end of Phase I and actions for Phase II further elaborated, in accordance with the evolving context, evidence, and experiences from Phase I and new data.

Section 5 details the systems and coordination structures required to implement the policy.

2. BACKGROUND AND RATIONALE

2.1 Poverty and Vulnerability in Somalia

The United Nations Population Fund estimated Somalia's 2014 population at 12.3 million and its growth at 1 percent per year. Around 42 percent live in urban areas, 26 percent are nomadic, and 23 percent live in rural areas² — with a high rate of urbanisation due to factors most often related to natural disasters and conflict. Approximately 2.65 million internally displaced persons (IDPs) live in or near urban areas.³ According to the Drought Impact Needs Assessment, 49 percent of the population lives in rural areas despite rapid urbanisation due to significant forced migrations caused by protracted conflicts, insecurity, and cyclical natural disasters. Current urbanisation is estimated at around 33 to 40 percent, and the country is urbanising rapidly at about 4 percent nationally.⁴ In this environment, malnutrition in particular affects mothers, infants, and the young (15–24 years) and remains high, as evidenced by approximately 15 percent of acute malnutrition combined with a high prevalence of micronutrient deficiencies, and suboptimal breastfeeding. The 2009 National Micronutrient Survey found iron deficiency among women of childbearing age at 42 percent and among children under 5 years of age at 59 percent. Significantly higher rates (74 percent) were observed among children under 2 years of age.⁵

The NDP and recent research on poverty and vulnerability in Somalia highlight the complex and multi-faceted development challenges that the country faces. Poverty and vulnerability are interrelated characteristics. As anywhere, poverty and vulnerability in Somalia have both economic and social dimensions that are influenced by access to capital assets, services, institutions, and social networks. Somalia has extremely high levels of both poverty and vulnerability. Characteristics and causes of poverty in Somalia include poor health, low education levels, insecurity and political disempowerment, lack of access to land and income-generating opportunities, socio-economic marginalisation, exposure to a range of climatic and economic shocks, and ongoing conflict.⁶ Poverty is both chronic and transitory, as highlighted in Annex 2.

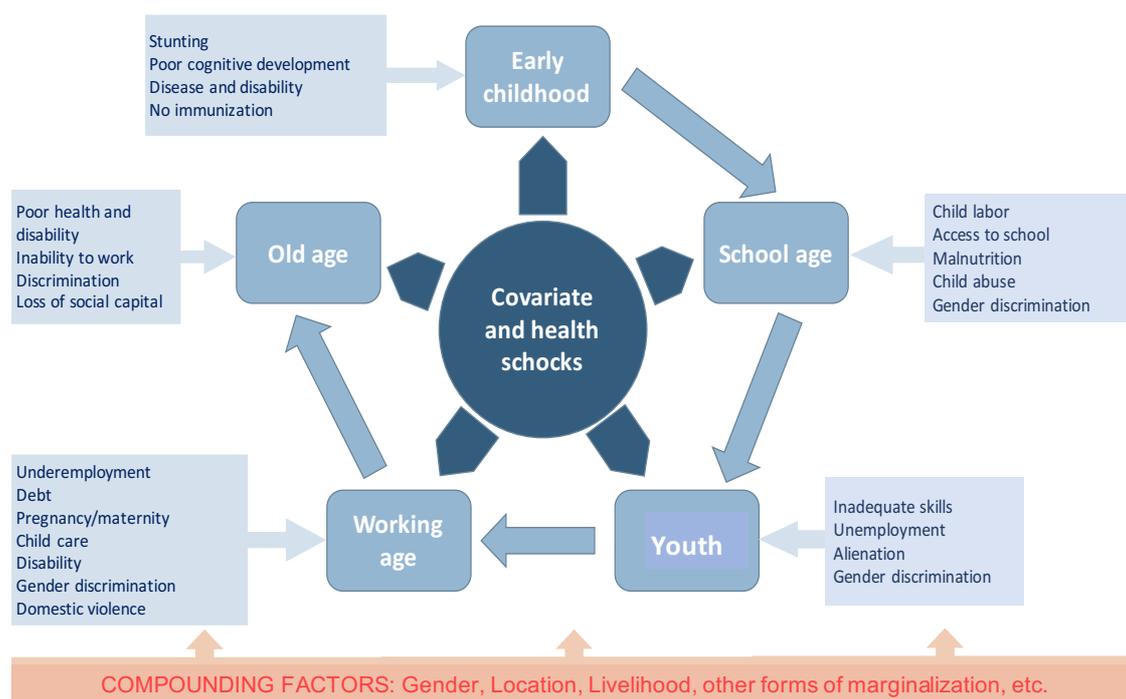
Poverty in Somalia

Somalia is considered to be one of the poorest countries in the world, consistently ranked in the bottom 10 depending on the criteria used.⁷ Gross domestic product per capita is estimated at US\$435.⁸ Household data on poverty has recently improved: The High Frequency Survey of 2016 indicates that 52 percent of the Somali population lives below the extreme poverty line of US\$1.9 per day.⁹ These poverty rates are higher in rural (53 percent) than urban areas (41 percent excluding Mogadishu). Poverty incidence is highest in IDP settlements (72 percent) and Mogadishu (58 percent). Urban areas have higher absolute numbers of the extreme poor due to the consistent trend of urbanisation in the last 15 years — 61 percent of the poor are now thought to be concentrated in urban areas, particularly Mogadishu, compared to 9 percent in rural areas. The remaining 32 percent live in IDP settlements.¹⁰ Somalia has one of the largest concentrations of IDPs in the world, including newly displaced and long-term IDPs, drought-induced destitute pastoralists, and returnees.¹¹ Poverty rates vary substantially amongst regions, with Puntland (which experienced less insecurity and more political and socioeconomic stability compared to the south of the country) having lower poverty rates than regions such as Jubaland, Southwest, Hirshabelle, and the Galmudug States. The NDP and recent research on poverty and vulnerability in Somalia highlight the multiple dimensions of poverty in the country, and interactions between poverty and vulnerability. *Poverty* refers to levels of income and well-being, while *vulnerability* relates to exposure to risk¹² — both covariate and idiosyncratic — and capacity to manage such risk. Annex 2 is a rapid overview of the key dimensions of political and socio-economic poverty and vulnerability in the Somali context.

Vulnerability in Somalia

The extent of need in Somalia — both chronic and seasonal, where over half the population lives in extreme poverty and large sections remain vulnerable to falling into extreme poverty¹³ — is such that a majority of Somalis can be said to be in need of social protection. Poverty cuts across all major social and population livelihood groups, with prevalence and vulnerability to hazards varying according to livelihood and geography. However, while poverty is pervasive across Somali society, and causes and consequences may differ, particular demographic groups are commonly acknowledged to be more vulnerable to poverty and to the impacts of crises on account of their exposure to particular idiosyncratic risks. Many of these correspond to particular stages of the lifecycle. Figure 2.1 depicts these lifecycle vulnerabilities in the Somali context.

Figure 2.1 How Risk and Vulnerability Manifest Across the Lifecycle in Somalia (Source: Smith, 2014)



Children: The High Frequency Survey shows that Somalia has a very young population, with approximately 50 percent below the age of 15 years. This population group is one of the poorest and the most vulnerable, based on several indicators. Children under 5 years and those between 5 and 15 years are most likely to be poor, with poverty rates of 56 percent and 59 percent, respectively.¹⁴ Children are vulnerable because they depend on others for their basic needs, are disproportionately exposed to health-related shocks, and face difficulties in accessing their rights to education. Almost 47 percent of children from 6 to 17 years old are not enrolled in school, a critical issue for intergenerational transmission of poverty given that incidence of poverty is significantly higher among households whose heads have no education. Low school enrolment rates are apparent throughout the country, and girls' enrolment rates are significantly lower:

- **Girls'** participation in education is consistently lower than that of boys. According to the 2017 UNICEF Somalia Education Baseline Survey, 43 percent of children enrolled in primary schools were girls, while made up 56 percent.¹⁵ Nationally in 2015, the primary school Net Attendance Ratio was estimated at some 21 percent for girls and 30 percent for boys.¹⁶ The last countrywide survey, from 2006, found only 25 percent of women aged 15 to 24 years to be literate.¹⁷ The low availability of sanitation facilities, lack of female teachers (less than 15 percent of primary-school teachers),

safety and security concerns, after-effects of female genital mutilation, and social norms that favour boys' education are cited as factors that inhibit parents from enrolling their daughters in school.¹⁸

- **Boys** are at risk of recruitment by armed groups. Since mid-2017, child recruitment has become more aggressive, with elders, teachers in Islamic religious schools, and communities in rural areas ordered to provide thousands of children as young as 8 years old or face attack.¹⁹ In 2017, a report from the UN Security Council estimated that more than 6,100 children (96 percent of them boys) were recruited between 1 April 2010 and 31 July 2016 and that approximately 50 percent of armed groups' fighting strength was made up of children, with some as young as 9 years being sent to the front.²⁰

These data demonstrate how vulnerability can compound across the lifecycle: Unaddressed vulnerabilities early in life can exacerbate vulnerabilities faced later in life. Children are also some of the most vulnerable to waterborne diseases, measles, and malaria.²¹ Of children, orphans and street children are known to be amongst the poorest and most vulnerable.²² Failure to ensure minimum income security for households with children, particularly in contexts such as Somalia, has irreversible consequences for their cognitive development, resulting in decreased capacity of the future labour force and, therefore, reduced opportunities for Somalia to benefit from the 21st century globalised economy. Therefore, it is important that all social protection schemes be child-sensitive.²³

- **Persons with disabilities:** Poverty rates are higher amongst persons with disabilities,²⁴ who face major constraints in pursuing an adequate livelihood due to mobility restrictions, distance to or nonexistence of services, lack of access to assistive devices, and exposure to chronic illnesses. The Preamble of the 2006 UN Convention on the Rights of Persons with Disabilities, signed by Somalia but not yet ratified, recognises that disability is an evolving concept that must be contextualised.²⁵ This is particularly relevant to Somalia, which has a long history of violence and high prevalence of mental health issues and post-traumatic stress disorders). Although long-term physical disabilities are sometimes more obvious, it is essential also to assess less visible mental, intellectual, or sensory impairments that limit effective participation in Somali society and create dependence on relatives or wider society for survival.²⁶
- **Elderly:** Age increases susceptibility to small yet debilitating shocks, such as age-related and chronic illnesses; the growing frailty of older people reduces their ability to work, which can throw households into poverty. Older people are at greater risk of health epidemics including waterborne diseases and malaria²⁷ and less able to deal with the impacts of covariate shocks.
- **Women:** Societal norms confer low social status to women and constrain access to productive resources (loans, land, inputs), jobs, and social services (education, health, contraceptive knowledge). For example, 55 percent of women lack access to education, compared to 40 percent of men.²⁸ Limited access to services means the majority of women are illiterate, and maternal mortality rates are amongst the highest in the world;²⁹ women also are one of the groups at greatest risk of epidemic diseases.³⁰ Women in rural areas have been identified as one of the groups most vulnerable to climate change impacts in Somalia due to unequal access to material and natural resources.³¹ Nearly all (96 percent) of survivors of gender-based violence in Somalia are women and girls,³² and 98 percent of women have undergone a form of female genital mutilation. Beyond the psychological effects and immediate risks of death, long-term consequences of female genital mutilation include complications during childbirth, anaemia, the formation of cysts and abscesses, sexual dysfunction, and increased risk of HIV.³³ Likewise, the Somali labour market reveals a large gender gap, as evidenced by an exceptionally low ratio of female to male participation rate in the labour force (25 percent to 75 percent, respectively).³⁴ The low labour force participation of women is in contrast to

their growing role in the local economy, as they continue to bear heavy responsibility for children's and wider family well-being and are increasingly engaged in household productive activities, especially in urban areas.

In a context where so many people can be considered vulnerable due to poverty, it is important to recognise that the demographic groups mentioned above are consistently identified as 'most vulnerable' and deserving of assistance by communities themselves, regardless of geography or livelihood group.³⁵ Other groups of interest include:

- **Youth:** Somalia's large youth population could be an asset for the country's economic, political, and social development: The Population Estimation Survey for Somalia carried out between October 2013 and March 2014 found that 46 percent of the Somali population was below the age of 15 and 81 percent was below the age of 35.* Among youth between 15 and 30 years of age,³⁷ the poverty rate is 43 percent.³⁸ However, a great challenge in Somalia is the difficulties this group face in participating in political and economic spheres. Two-thirds of young people are unemployed despite receiving a better education than their parents' generation; although educational opportunities and skills training are improving, these are insufficient for the labour market, and political participation is weak. These factors are considered major risks which influence future conflict, since the major structural drivers underlying youth engagement in violent conflict in Somalia are high youth unemployment and lack of livelihood opportunities.³⁹
- **Larger households and those with more dependents:** Poverty incidence is highly correlated with household size in Somalia, where a poor household has 7.23 members on average compared to 5.57 members in non-poor households. Poor households also have a higher dependency ratio, further illustrating the importance of social protection measures for children, the elderly, and the disabled for household poverty and well-being.
- **Migrants and displaced people:** Somali migration patterns are complex, with 32,747 refugees and asylum seekers (mainly from Ethiopia and Yemen), 123,400 refugee returnees from Kenya since December 2014, and 2,648,000 IDPs.⁴⁰ In 2017, more than one-third of the people who were in crisis and emergency were internally displaced.⁴¹ IDP households are consistently identified as among the poorest and most vulnerable, with considerably higher poverty rates in IDP settlements and generally larger household sizes.⁴² In 2017, more than one-third of people who were in crisis and experiencing emergencies were internally displaced.⁴³ The majority of IDPs are women and children under 18 years,⁴⁴ who face greater protection risk (including for gender-based violence and trafficking in persons). Among these, nomadic pastoralists who have lost all their livestock present a particular challenge in terms of return, local integration, or settlement elsewhere.⁴⁵
- **Other marginalised groups:** While predominant groups in Somalia benefit from strong social solidarity, marginalised groups — such as nomadic and pastoralist communities — lack the social networks which act as safety nets for other groups. Vulnerabilities often extend beyond economic crises, including lack of access to certain livelihood opportunities as well as lack of political power and protection. These systemic exclusionary and discriminatory practices against marginalised groups contribute to high levels of acute humanitarian need among chronically vulnerable groups.⁴⁶

2.2 The Importance of Social Protection

2.2.1 What is Social Protection?

A social protection system is an on-budget social service which provides basic social security (including income security) to all, with a focus on addressing vulnerabilities and risks throughout the lifecycle.

The system also plays a complementary crosscutting role by ensuring the poorest and most vulnerable can access services such as health care, welfare, and education.

Social protection is widely recognised as contributing to poverty reduction, human development, equitable growth, and resilience by specifically focusing on a) protection, ensuring a minimum level of consumption support to the poor and vulnerable; b) prevention, providing security against decreases in consumption for vulnerable people at times of shock; and c) promotion, increasing chances for greater productivity and higher incomes. By addressing risks and vulnerabilities faced by socially excluded groups, social protection can also d) transform relationships in society.⁴⁷

The FGS defines social protection as *'government-led policies and programmes which address predictable needs throughout the life cycle in order to protect all groups, and particularly the poor and vulnerable, against shocks, help them to manage risks, and provide them with opportunities to overcome poverty, vulnerability, and exclusion'*.⁴⁸

By helping to address the root causes of poverty, risk, and vulnerability, social protection is expected to impact risk mitigation at the individual and household levels and contribute to poverty reduction, social cohesion, and inclusion. The FGS will implement the Social Protection Policy through a sustainable and comprehensive national system.

2.2.2 The Need for Social Protection in Somalia

The extent of poverty and vulnerability in Somalia, along with the frequency of droughts and other natural and man-made shocks, demands sustainable, long-term approaches as well as new ways of addressing the effects of shocks. Social protection policies and programmes are needed to tackle some of the root causes and to reduce poverty and vulnerability experienced in Somalia.

There is increasing analysis of and evidence that social protection, over the long term, will be more cost-effective than reliance on repeated, cyclical, short-term humanitarian interventions to support resilience-building that helps to avoid crises.⁴⁹ Social protection can contribute to strengthening the resilience building effort, whilst also providing a mechanism for flexing and scaling effectively to meet additional needs during crisis periods.

The process of state-building that has been underway in Somalia since 2012 has created the opportunity for a transition to longer-term policymaking and programming centred on resilience. The FGS and its partners are unanimous in stating the need for more predictable assistance to those in need and in promoting the development of a social protection floor, and safety nets as a core component of a resilience and development strategy in Somalia.⁵⁰ A national social protection system will also serve as a means to reduce the fragmentation of international aid in Somalia.⁵¹

The extent of need in Somalia — both chronic and seasonal, where over half of the population lives in extreme poverty and large segments remain vulnerable to falling into extreme poverty⁵² — is such that a majority of Somalis could be said to be in need of social protection. This was evident from the impact of the 2016–2017 drought, where the number of people in a state of emergency (Integrated Food Security Phase Classification, or IPC, Phase 4) increased more than tenfold from 83,000 to 866,000 people in just 10 months, until half of the population required humanitarian assistance — including 3.3 million requiring urgent life-saving assistance. However, ***particular demographic groups are commonly acknowledged to be more vulnerable to poverty⁵³ and to the impacts of crises on account of their exposure to particular idiosyncratic risks.*** Many of these correspond to particular stages of the lifecycle.

2.2.3 Requirements of a Social Protection System in Somalia

To elaborate an equitable, transparent, inclusive, pragmatic, contextually relevant, decentralised, accountable, and sustainable social protection system in Somalia, the following principles are required:

A nationally owned and led system: Social protection is government-owned and -led and is informed by national policies and institutions, although other actors will play supporting and implementing roles. In Somalia, the FGS and Federal Member States (FMS) will require extensive support from a range of development and humanitarian partners, civil society, and the private sector in the short to medium term, while capacities are developed.

A balanced focus on chronic and seasonal, economic and social vulnerabilities: Poverty in Somalia is dynamic; people can move in and out of poverty. At the same time, some households remain chronically poor. Households facing multiple vulnerabilities, and that are socially marginalised, are likely to be most deprived. Social protection should provide a predictable level of assistance to the chronically vulnerable and those suffering from long-term destitution, as well as supporting households that are at risk seasonally and on a recurrent basis. Social protection must seek to address social as well as economic vulnerabilities. This includes awareness of inequities in society and the marginalisation, lack of autonomy, and burden of labour of particular groups (such as women) and at a minimum should do no harm.

A broad vision but incremental implementation: Addressing the broad spectrum of chronic poverty and vulnerability through a range of schemes that collectively enable everyone to maintain an adequate standard of living should be the long-term aim of social protection. However, this goal must be couched in the reality of Somalia's still-emerging political and governance systems and financial and technical capabilities. In the short to medium term, a small number of interventions must be prioritised. United Nations Social Protection Floor initiative was introduced in acknowledgement of the need for comprehensive coverage across the lifecycle, as well as country capacities. This initiative promotes a lifecycle approach to social protection by ensuring basic income transfers for key vulnerable groups, whilst supporting access to essential health care as a crosscutting requirement for all groups.⁵⁴ In this regard, the definition of a specific social protection floor tailored to the Somali context and building on existing social transfer initiatives may be a realistic objective in the short to medium term. The establishment of a basic income floor for all provides a platform for a system to which other secondary instruments, such as social insurance, may be added to increase levels of provision.

An approach primarily founded on non-contributory instruments, particularly indirect social transfers — such as user fee exemptions, fee waivers, and subsidies, to facilitate access to basic social services such as health, education, and water by poorest households — in the immediate future: The economy of Somalia is characterised by high levels of informality and low rates of economic transformation, coupled with high population growth. Developing formal, contributory social protection schemes, while important for the future, would thus only cover a small percentage of the population in need. The main focus for the **initial development** of social protection systems globally, and especially in developing economies, therefore tends to be non-contributory instruments,⁵⁵ as these can more effectively include the poorest. Social transfer programmes — mostly but not entirely limited to cash-based — are a key building block for emerging social protection systems globally, being relatively more straightforward to establish and impacting on all multi-dimensional areas of poverty. They can achieve all functions of social protection, including overcoming inequities (although of course they are most successful when integrated with policies that address other aspects of economic and social vulnerability). In the short to medium term, social transfer programmes are acknowledged to be the most feasible and appropriate instrument to design and implement in the Somali context.⁵⁶ Indeed, even

large-scale social transfer programmes can take years, if not decades, to develop.⁵⁷ In line with the other priority of the UN social protection floor initiative, they can be complemented progressively through measures that reduce the costs of accessing basic services (health and education for vulnerable groups), as these services continue to develop. In the medium to longer term, the social protection system will then develop further, establishing a comprehensive range of instruments, including social insurance to provide both horizontal and vertical coverage.⁵⁸ As depicted in Figure 2.2, to ensure sustainability, the approach to social transfer design must also account for and complement Somalia's community-based traditional social protection and solidarity.

Cross-regional inclusive and cohesive interventions: Prioritising a small number of interventions in a context of such widespread needs will be challenging. The initial social protection programmes must be able to cut across regions, geographies, and livelihood groups for consistency and ease of programming and for perceived legitimacy by communities. Whilst the nature of poverty and covariate risks can vary amongst regions and livelihood groups, the vulnerability of demographic groups to idiosyncratic risks is common to all, and communities understand vulnerability as it relates to these groups.

Flexible and scalable funding mechanisms: Somalia will continue to face multiple hazards, to which large portions of the population are vulnerable, and which will require temporary humanitarian assistance. The country's social protection system must seek to address lifecycle vulnerabilities whilst also taking into account the prevalence of covariate shocks, and must integrate additional preventive measures that can be scaled up as needed through flexible funding mechanisms.

Integration with other priority agendas (resilience, durable solutions): Poverty in Somalia is complex and multi-dimensional; it differs according to various political, social, and regional contexts. No single action can realise poverty reduction, and social protection cannot address all risk factors or all structural causes of vulnerability. Social protection, as one component of a poverty reduction strategy, must be conceived alongside other complementary policy interventions. In this regard, alignment with and bridges between this policy and other strategies — such as the durable solutions or resilience agendas — are essential.

Long-term objectives with predictable and secured funding: Building a comprehensive social protection system requires long-term funding, objectives, time horizons, and programming. In a fragile context such as Somalia, this will require a fundamental departure from the short-term cycles of humanitarian assistance and strong international engagement for the foreseeable future.

Figure 2.2 Requirements of a Sustainable and Efficient Social Protection System in Somalia



3. INSTITUTIONAL, LEGAL, AND POLICY CONTEXT FOR SOCIAL PROTECTION

3.1 Current Institutional Context for Social Protection in Somalia

The FGS has made significant progress in governance, security, and institutional development within the last five years, making the vision of a government-owned social protection system an achievable goal for policymakers. The main providers of assistance to the poor and vulnerable and those affected by disaster have been international actors working in partnership with national non-governmental organizations (NGOs) and, to a lesser extent, the private sector. (Households in Somalia also rely on informal social protection, including remittances from family and friends through traditional safety nets.) Several recent reviews note that this assistance has been provided primarily in the form of cash and food transfers. Other forms of support (for example labour market interventions, development of social care services) are much less developed and of a smaller scale, ad hoc, and at the project level.⁵⁹ These experiences provide a solid foundation on which to build institutional expertise in designing and implementing cash transfers at scale, related operational systems, and coordination mechanisms to support the FGS and FMS in realising a vision for social protection.

3.1.1 Social Protection Within Government

Effective delivery of social protection requires strong leadership at the FGS, FMS, and local levels. The FGS must provide the implementation framework, resources, and effective coordination. FMS need governance and institutional capacity to manage policy implementation in their regions. FMS are likely also to assume some implementation roles. It will be important to establish consensus and clarify the precise roles of federal, member state, and local levels of government to enable effective implementation of the policy.

Institutions and structures for government-owned social protection are becoming established in Somalia. MoLSA will lead the social protection portfolio of the FGS in close coordination with MoHADM and MoPIED. At the FMS level, the designation of social protection has advanced in Puntland, where it is a priority under the social services sector of the strategic development plan, and falls under the mandate of the Ministry of Women and Social Affairs. This was further demonstrated by the establishment of the Puntland Agency for Social Welfare in 2009 to support the social care and social protection needs of orphans and vulnerable children.⁶⁰

Relevant coordination mechanisms at the federal and member state level have been established and will be useful for coordinating the inputs from government and non-governmental stakeholders needed for implementation of the Social Protection Policy.

- **Technical Working Group:** The MoLSA facilitated the creation of the intergovernmental technical group, comprising representatives from the FGS, the FMS, and Banadir region to support the development of the Social Protection Policy. It is envisioned that this group will continue to work on social protection by supporting the development of the social protection system.

Institutional capacity is a key challenge in implementing social protection programmes in Somalia at all levels of government. The MoLSA will invest in human resources and will build technical skills to design systems for social protection programming. At the FMS level, only extremely limited and ad hoc social transfers in cash and food are provided for small numbers of vulnerable and/or destitute people.

3.1.2 Assistance Delivered by International and National Partners

In Somalia, numerous humanitarian cash transfer and medium-term safety net programmes are currently implemented by international organisations in partnership with national NGOs and local administrations. The programmes include conditional and unconditional cash transfers as well as public works. The World Bank estimates that these ongoing initiatives have so far reached around 1.8 million individuals.⁶¹ The World Food Programme, with the FGS, also implements a well-established school feeding programme covering over 20 percent of primary schools across the country. In the FMS, school feeding is conducted in partnership with the Ministry of Education. The interventions are limited from a social protection perspective: They are short-term and project-based, operate without predictable long-term finances, provide only low coverage of the population (relative to the proportion considered poor or in need of support), and often do not involve the FGS and FMS.⁶² However, they provide institutional grounding — knowledge, expertise, design features, operational systems, and coordination mechanisms — that can form the foundation for future social protection programming. Lessons learned from these experiences can inform policy priorities and institutional and coordination mechanisms for the Social Protection Policy.

International organisations provide assistance through a network of cooperating partners, including national and local NGOs. Cash transfer programming has also become prevalent, although there is a need for better coordination amongst cash actors and for harmonisation of systems and approaches to cash transfers to avoid risks such as duplication of services, fraud, and diversion.⁶³

3.1.3 Regulatory Frameworks for Private Sector Involvement in Social Protection Delivery

Financial service providers are critical partners in the design, scaling, and implementation of the administrative process for delivering income transfers under the Social Protection Policy. With the consolidation of the role of the Central Bank of Somalia, oversight of the financial sector, and the development of financial systems within Somalia, the private sector will be able to fill gaps in the provision of regulated financial services, including banking and related products.

Service providers include, among others, telecommunications companies, which have expanded to fill the void in money transfer services due to the lack of a strong banking sector. Investment in network coverage over vast areas of the country has paved the way for high cell phone penetration.⁶⁴ Advancing the use of digital payment systems in Somalia generally, and within the government specifically, can improve the efficiency of aid, enhance the security of payments, and advance financial services for all Somalis. These financial service providers are thus critical partners in supporting (among other possible solutions) the design and implementation of the administrative process for delivery of income transfers under the Social Protection Policy. At the same time, challenges include implementing improvements to the regulatory environment and controls on money laundering and diversion of funds.⁶⁵ The FGS is working with development partners to address these issues.

Under the Communications Act of 2017, telecommunications firms must register all SIM cards with users' biometric information, producing a set of data that can support the future establishment of a single registry system.⁶⁶ Various actors amongst the humanitarian partners and regional governments also use registration and payment systems that collect biometric data. The FGS currently works with the World Bank and the telecommunications sector to support the development of a system that will serve as a national identification with multiple functions and that is linked to a range of benefits and services to Somali citizens.

3.1.4 Traditional Social Protection in Somalia

Traditional safety net structures are integral to Somali society and have protected the poor and vulnerable against continuous shocks. Religious contributions such as *zakat* and *sadaqah* are important supplements to poor households, especially in urban areas: Poverty incidence in households receiving remittances is 35 percent, compared to 56 percent in non-recipient households.⁶⁷ Remittances are often sent from the diaspora and channelled through familial networks. Contributions are governed by cultural norms and distributed through local institutions or social networks.

These traditional safety nets, based along familial or social groupings, have formed an important coping mechanism at times of crisis. However, this policy recognises that they do not work equally well for all as certain communities and vulnerable households from marginalised groups can be excluded. A formal and institutionalised social protection system that complements and align with the values and premises of traditional assistance is therefore likely to be well understood by communities but at the same time take into consideration the potential of excluding marginalised groups and put in place corrective measures.

3.2 Legal Mandates for Social Protection in Somalia

3.2.1 Domestic Arrangements

This policy document draws its authority from prevailing legislation and conventions. The African Union's Social Policy Framework for member states sets out commitments to build a social protection floor that provides a minimum level of support to protect against shocks throughout the lifecycle, including during childhood, unemployment, disability, and old age.⁶⁸

The Somalia Constitution⁶⁹ enshrines the right of all persons to access their economic and social rights, including social protection and the protection of particular vulnerable groups. The Constitution acknowledges the role of the government in realising the following:

- **Article 27 — Economic and Social Rights**

(1) *Every person has the right to clean potable water.*

(2) *Every person has the right to health care, and no one may be denied emergency health care for any reason, including lack of economic capability.*

(3) *Every person has the right to full social security.*

(4) *Every person has the right to protect, pursue, and achieve the fulfilment of the rights recognised in this Article, in accordance with the law, and without interference from the state or any other party.*

(5) *It shall be ensured that women, the aged, the disabled, and minorities who have long suffered discrimination get the necessary support to realise their socio-economic rights.*

- **Article 28 — Family Care**

(2) *Mother and child care is a legal duty of the State.*

- **Article 29 — Children**

(2) *Every child has the right to be protected from mistreatment, neglect, abuse, or degradation.*

(3) *No child may perform work or provide services that are not suitable for the child's age or create a risk to the child's health or development in any way.*

- **Article 30 — Education**

(1) *Education is a basic right for all Somali citizens.*

Moreover, the draft Persons with Disability Rights Bill outlines the government bodies responsible for the protection of disabled persons — especially the National Disabled Commission, which includes members from the Ministry of Women and Human Rights Affairs, MoLSA, and representatives from associations of the disabled community in Somalia. Furthermore, the draft bill outlines the special rights of disabled people; issues of accessibility and mobility; health care and rehabilitation; and participation in cultural life, sports, and entertainment.

3.2.2 Conventions and International Commitments

Somalia has signed and ratified international conventions relevant to social protection, including a) the International Covenant on Economic, Social, and Cultural Rights, b) the Worst Forms of Child Labour Convention, c) the Convention on the Rights of Persons with Disability, d) the International Covenant on Civil and Political Rights, e) the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (which is increasingly used in grave cases of sexual violence), and f) the African Charter on Human and People’s Rights. Somalia is also a signatory to g) the Convention on the Rights of the Child and h) the African Charter on the Rights and Welfare of the Child.

At the heart of these conventions are the entitlements set out in the Universal Declaration of Human Rights (1948). Internationally, the declaration recognises social protection as a fundamental human right for all citizens of the world:

- *Article 22: ‘Everyone, as a member of society, has a right to social security and is entitled to realisation through national effort and international co-operation and in accordance with the organisation and resources of each State, of the economic, social and cultural rights indispensable for his dignity and the free development of his personality’.*
- *Article 23.3: ‘Everyone who works has the right to just and favorable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection’.*
- *Article 25: ‘Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control. Motherhood and childhood are entitled to special care and assistance’.*

Somalia is not a party to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) but the conventions mentioned above can be applied along with tools such as the FGS National Action Plan on Conflict-Related Sexual Violence and the National Action Plans on Children in Armed Conflict (which also touch on issues related to gender-based violence).

Some International Labour Conventions have particular relevance to social protection in the Somali context: Freedom of Association and Right to Organise (87), Right to Organise and Collective Bargaining (98), and Worst Forms of Child Labour (182).

Somalia has endorsed the Sustainable Development Goals, which include commitments to establishing more predictable social protection by 2040:

- *Sustainable Development Goal 1.3 ‘Implement nationally appropriate social protection systems and measures for all, including floors, and by 2040 achieve substantial coverage of the poor and the vulnerable’.*

Finally, it is important to mention two important African Union frameworks of reference:

- The 2009 Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), which includes important provisions on housing, land, and property rights (Article 4, specifically 4.4 and 4.5), non-discrimination (Article 9, specifically 9.1a, 9.1e, 9.2a, and 9.2f), access to basic services (9.2b, 9.2c), local integration or relocation (Article 11), compensation (Article 12), and registration and personal documentation (Article 13).
- The 2013 Social Policy Framework for member states sets out commitments to build a social protection floor of programmes that provides a minimum level of support to protect against shocks throughout the lifecycle including in childhood, unemployment, disability and old age⁷⁰.

3.3 National Policy Linkages

Social protection is most effective when it is integrated into a comprehensive national development framework, because it is integral to broader government strategies and complements a number of sectoral policies. In this regard, a social protection policy and system in Somalia can be efficient only with clearly established boundaries and with linkages to employment, gender, education, and other relevant national policies.

3.3.1 Social Protection in the National Development Plan

The FGS has articulated a new short- to medium-term economic growth and development strategy, the NDP 2017–2019. The overall vision of the NDP is to ‘*Enhance peace and stability, economic prosperity and national cohesion*’ such that ‘*...the most marginalised can become productive members of society and the economy and the most vulnerable can live with dignity and safety*’.⁷¹ The NDP builds on the New Deal Compact and stipulates Somalia’s strategic direction, development priorities, and proposed implementation mechanisms to accelerate socio-economic transformation and achieve objectives related to poverty alleviation, economic revival, and societal transformation in a socially just and gender-equitable manner. The NDP is compliant with the Sustainable Development Goals.⁷²

The NDP recognises that economic and social development and social cohesion can only be achieved if a greater proportion of the population enjoy the right to access a minimum standard of living and minimum level of services, thus sharing in the growth of the economy and experiencing a better quality of life and shared resilience. The NDP represents a guiding framework that incorporates social care (services), resilience, social protection, and safety net programming.

Resilience: The resilience pillar explicitly seeks to reduce the current humanitarian caseload, including for food and nutrition security and access to basic social services in the face of shocks, and to contribute to the social and economic inclusion of the poorest in Somali society, including displaced and returning populations and the extremely poor in rural and peri-urban areas.

Durable solutions: *Achieving durable solutions* is a key government priority, reflected under the resilience pillar of the NDP and mainstreamed across sectors. In 2016, The FGS launched a Durable Solutions Initiative with the Deputy Special Representative of the Secretary General/Resident Coordinator/Humanitarian Coordinator as a collective approach to durable solutions. The momentum has continued with the 2017 Intergovernmental Authority on Development summit and the Nairobi

Action Plan for Durable Solutions for Somali IDPs, refugees, and returnees. Partners in Somalia are working with communities and authorities to define a common framework for collective outcomes involving displacement-affected communities. Concurrently, international intergovernmental organisations have been sustaining efforts to ensure that all tiers of governance (federal, national, and municipal) support options for local integration or reintegration in an inclusive and sustainable fashion. The Regional Durable Solutions Secretariat (ReDSS) has been promoting a learning agenda on solutions; in recent months, ReDSS and the United Nations in Somalia have been supporting actors in advancing a coherent durable solutions agenda through a common framework for collective outcomes.⁷³

Social and human development: The NDP recognises that economic and social development and social cohesion can be achieved only if a greater proportion of the population accesses their rights to minimum standards of living and minimum level of services (social protection floors), thus sharing in the growth of the economy and experiencing a better quality of life and actual resilience. In particular, strong links are recognised with the social and human development pillar, which aims to progressively accelerate universal access to and utilisation of basic social services — and, in particular, increase the quality of nutrition, health, education, and water services whilst simultaneously investing in people. Social protection, as a key pillar of decent work, is also a key strategy for achieving labour and employment priorities. In the Somali context, measures may include developing and implementing a wages and remuneration policy and an appropriate minimum wage system, strengthening social security provisions for the working population, and establishing a system of cash transfers for the most vulnerable.

Consolidating peace, inclusive politics, security, and rule of law: The NDP recognises the imperative of maintaining peace and security as a precondition to achieving economic growth and is committed to addressing the root causes of conflict and increasing social, economic, and legal justice. Social protection will support these efforts by addressing constraints which threaten to jeopardise future stability. It will also address the unmet needs of large number of vulnerable youth for skills development and increased employment opportunity. Strong social protection can provide tangible evidence of the dividends of peace, transferred from the government to those who have been marginalised from development, and supporting them to fulfil their basic human rights.

Economic growth: A social protection system complements FGS priority actions to stabilise incomes, consumption, and assets and protects human capital development. Well-functioning social protection systems are proven to act as automatic macroeconomic stabilisers in times of shocks and economic downturns, and they can stimulate development through investment in infrastructure, increased agricultural production, and improvement of livelihoods and ability to access gainful employment.

Building effective and efficient institutions: To execute a long-term agenda for stability and equitable wealth creation, efficient and streamlined administration is required at the federal, regional, and local levels. The social protection system will complement efforts to build regional and sub-national capacities for service delivery by fostering innovation in system administration. Furthermore, social protection programmes add most value when delivered as part of a holistic set of policies and programmes that contribute to broader access to services, credit and savings, and employment creation. The social protection system as a crosscutting area of policy will develop institutional linkages across government, to be integrated as part of a broader public service delivery package.

3.3.2 Coordination Across National Policies

A number of Somalia's sector-specific policies and strategies highlight the importance of social protection to the development of the country. This coordinated and crosscutting policy document therefore contributes to the following goals:

- **Somali Health Policy (2014):** The goal of the policy is to provide a *'people-centred essential package of health services with efficient, equitable, culturally acceptable and universal access to promotive, preventive, curative and rehabilitative services that produce the desired health outcomes in terms of reduced morbidity, mortality and improved quality of life and wellbeing'*. Among the priority policy directions, three key objectives should be highlighted: a) strengthening reproductive, maternal, neonatal, and child health and nutrition; b) preventing and controlling the spread of priority targeted communicable diseases to reduce their burden of morbidity, mortality, and disability (with a focus on acute watery diarrhoea, cholera, other enteric diseases, acute respiratory diseases, tuberculosis, malaria, HIV/AIDS, hepatitis B and C, and others); and c) moving toward universal health coverage by increasing government budgetary allocations for health, *'while mobilising the participation and financial contributions to different health interventions from regions, local governments and grass root communities, supported by transparent collective oversight and monitoring of the resources'*. The 2014 policy also recommends the introduction of financial support to transport children for vaccination and pregnant women for antenatal visits (voucher-based systems) and public-private partnerships with incentives that aim to harness the contribution of private-for-profit and private-not-for-profit capabilities.
- **National Nutrition Strategy (2011–2013) and National Micronutrient Deficiency Control Strategy (2014–2016):** The goal of the first and second Strategic Plans for 2011–2016 was to *'improve micronutrient status among children and women of reproductive age in Somalia'*, with a focus on children under 5 years (0–59 months). Special emphasis was placed on children under 2 years of age and pregnant and lactating women, since micronutrient deficiency is malnutrition's most serious effect, and lasting damage occurs during pregnancy and the first two years of life. The implementation component of the 2014–2016 strategy provides an additional framework for strengthening the implementation and coordination of existing micronutrient-related activities and outlines ways to increase coverage of vulnerable populations with the interventions. This is complemented by the 2019 draft Multi-Sectoral Nutrition Strategy, which outlines the next phase of action.
- **National Disaster Management Policy 2017:** This policy provides a legislative framework for embedding disaster management within appropriate government structures and for strengthening capacities for effective disaster preparedness, response, mitigation, prevention, and recovery at the federal, member state, and *waax* and *tabeela* (section and village) levels to protect lives and livelihoods, property, the environment, and the economy. A policy priority under the objective of disaster mitigation and response is to build household, community, and institutional resilience to acute shocks — those risks and vulnerabilities directly associated with natural hazards and non-climatic shocks — while priority under the objective of recovery is given to preventing the erosion and speeding the recovery of livelihoods. Developing strong social protection is recognised as critical to achieving this in order to help households cope with shocks and withstand the negative impacts of disasters. Key intervention strategies under the policy include establishing Disaster Management Information and Coordination Centres at the national and regional levels, conducting hazard mapping, establishing early warning systems at the federal and regional levels, and repairing

or constructing infrastructure to mitigate the impacts of hazards. All of these will complement the design and implementation of flexible and shock-responsive cash transfers.

- **Framework for Disaster Management 2016–2018:** The goal of the Somali Disaster Management Agency’s Framework for Disaster Management is to *‘build capacity of communities and local /regional authorities to manage disasters in their areas, protect lives and livelihoods of the vulnerable and reduce their exposure and vulnerability to [hazards]’*. The framework comprises six strategic objectives. Objective 5 focuses on *‘developing capacity at federal and regional levels for timely and effective disaster preparedness and response, significantly reduc[ing] the number of deaths, extent of damage and economic loss and the number of people affected by disasters’*. Under this objective, a priority action outlined for the Somalia Disaster Management Agency (SODMA) and the United Nations Department of Humanitarian Affairs is to undertake evidence-based advocacy for a social protection system — to establish a national social protection programme targeting the most vulnerable, elderly, women, and children by 2018 and to build research-based advocacy capacity within SODMA related to social protection and early action.
- **Draft National Gender Policy 2018:** The Draft National Gender Policy establishes a *‘framework to guide the process of developing legislations, policy formulations, implementation and programmes that will promote equal rights and opportunities for women and men in all spheres of life’*. The policy outlines four priority areas for gender-based interventions: economic empowerment, health, education, and political participation.
- **Draft National Policy on Refugee-Returnees and IDPs 2018:** The objective of this policy is to *‘ensure that all IDPs and returning Somali refugees enjoy the full equality and obtain the same rights that the National Constitution, all other laws of Somalia, as well as international humanitarian and human rights’ laws gives them as all other citizens’*. The policy acknowledges the responsibility of FGS and FMS in creating durable solutions for IDPs (including returning refugees). One condition laid out in the policy is that actors in Somalia ensure the re-establishment of livelihoods and alternative livelihood options, and the implementation of social welfare schemes. The policy commits specifically to *‘establishing safety nets for minimal social protection in areas where communities are or will be permanently or seasonally at risk to natural shocks upon return’*. Finally, the draft policy looks at reintegrating IDPs into the areas they have settled, with the option to return or resettle for those who wish to.
- **National Youth Policy 2017:** The National Youth Policy has adopted a series of objectives to empower the young people of Somalia and ensure participation and collaborative interventions on youth issues, including specific focus on a) education and skills development, b) employment creation and economic development, c) healthy lifestyles for boys and girls, d) protection-related issues, and e) inclusion of marginalised youth and promotion of non-discriminatory principles and attitudes (gender equity, support to youth with disabilities, IDPs, etc.). The policy acknowledges the importance of effective collaboration and coordination amongst all youth development stakeholders to ensure youth have access to equitable opportunities for the development of their full social, economic, and political potential.
- **Draft National Employment Policy (2019):** Somalia faces a host of employment challenges, as *‘the destruction of the education system and the absence of a significant vocational and technical training system has resulted in a substantial skills deficit among the youth in Somalia’*. A second important issue is the absence of reliable and accurate data on the state of the labour market. *‘Compounding these issues are rapid urbanisation (driven by a combination of rural distress, climate change, conflict and restructuring of the economy) and periodic droughts and other effects*

of climate change'. Given Somalia's volatile and challenging context, the National Employment Policy develops a pragmatic agenda, which also considers the tight public budget and low revenues. The three key objectives of the policy are a) improved employment governance; b) job creation through promotion of micro, small, and medium enterprises; and c) development of key sectors. Crosscutting issues are also identified, with a focus on vulnerable groups such as youth; women; child soldiers; IDPs; nomadic people; and people living with physical, mental, intellectual, and sensory impairments.

4. SOCIAL PROTECTION POLICY

4.1 Orientation

This policy draws on the social and development priorities, strategies, and programmes set out by the FGS and on evidence and lessons learned from international, regional, and national experience. It is coordinated with its development and humanitarian partners. The FGS recognises that:

- There is a need to transition from current reliance on fragmented and short-term humanitarian aid to more regular, predictable, and long-term assistance.
- There is a need for a comprehensive mapping of social protection provisions to identify the successful initiatives on which social protection coverage extension can be based, and also to assess coverage gaps along the social protection floor (SPF) lifecycle approach.
- Building such a comprehensive and sustainable social protection system requires a long-term perspective and must proceed incrementally as national capacities grow; not everyone can be supported simultaneously, and instruments and programmes must be prioritised.
- Social transfers, primarily in the form of cash, are highly appropriate in the context of Somalia. They can reach the extreme poor, can impact on multiple dimensions of poverty, and are a feasible starting point for developing a nationally owned social protection system given previous experience.
- Social protection has the strongest outcomes when it is delivered alongside other sectoral policies and programmes that simultaneously address other aspects of multi-dimensional poverty and vulnerability. These remain at an early stage of development in Somalia. As basic services are strengthened, social protection can complement services through social transfers and other instruments that facilitate access to services for the poorest. Building capacities and systems at all levels within government is essential in order for the FGS and FMS to manage aspects of social transfer programme design and implementation in the future.
- Agencies and organisations currently involved in delivering humanitarian assistance and resilience programmes (including cash transfer programmes) and their associated systems and processes, expertise, and coordination mechanisms, will be vital in supporting the design and implementation of a cohesive national social protection programme or programmes.
- During the transition to nationally owned social protection, humanitarian and development assistance programmes through international and national partners will continue to be necessary and must be better coordinated and aligned to this policy.
- Lifecycle risks are common to all parts of Somalia and in all communities. Such risks can exacerbate exposure to and the impact of natural disasters, conflict, insecurity, and displacement. The vulnerability of women, children, the elderly, the disabled, and marginalised groups are of particular note.
- Assistance must be administered in such a way as to build confidence in nationhood and support for good governance. This is best achieved if the government is perceived as providing fairly for its citizens. To achieve this, assistance must be transparent. Eligibility for social protection must be easy for citizens to understand and must not create or exacerbate social tensions. In Somalia, where poverty is pervasive, communities understand vulnerability as it relates to

socially marginalised groups in the population, whilst strong cultural notions of social solidarity must be incorporated. There is also a high correlation between these groups and poverty.

- In contexts where the majority of people consider themselves poor and in need of assistance, poverty targeting is likely to be inaccurate and perceived as unfair.

Involving the community in aspects of targeting can build links and foster cohesion, but any engagement must be strongly facilitated in order to reduce barriers for vulnerable and marginalised groups.

- Labour-intensive public works (LIPW) are not the only — or, indeed, the most cost-effective — policy options for reaching and benefiting families of working age and with labour capacity.

This policy will:

- Set a long-term vision for more predictable, institutionalised, nationally owned social protection for Somalia.
- Build on existing strengths while remaining grounded in the present-day reality of Somalia's fragility in socio-economic, political, and environmental spheres.
- Define short- and medium- to long-term priorities for programming and institutional strengthening, to gradually establish an inclusive social protection system that brings the poorest and most vulnerable households into the development process in the longer term without compromising support provided in the short to medium term.
- Provide the basis for a system which supports the needs of all people (especially the poorest and most vulnerable groups) throughout the lifecycle, based initially on predictable cash transfers.
- Present guidance for ensuring coordination and monitoring of social protection programmes.
- Furnish guidelines for mobilising resources for financing the social protection system.
- Define an institutional framework for coordination of social protection interventions in Somalia, in line with existing and evolving institutional capacities and governance.

The policy applies to all institutions of the FGS and FMS, local authorities, and organisations outside the government system that are involved in its implementation. The policy requires those organisations to progressively align their actions to its policy orientation, guiding principles, vision, goals, and objectives.

4.2 Guiding Principles

This policy is founded on the following guiding principles, by which all relevant institutions should abide. These align with those principles underpinning the NDP.

National ownership and leadership: The government bears primary responsibility for provision of social protection to Somali citizens. Strong government leadership at all levels (federal, member state, district, and *waax* and *tabeela* (section and village) will be promoted and supported. In line with the compact, all existing and emerging FMS administrations will participate equally in implementing the national policy. Other actors will support the government to implement aspects of the policy, under the oversight of the government.

A comprehensive, flexible system: the social protection system will take a comprehensive protective, preventive, promotional, and transformational approach. Its ultimate aim will be to provide comprehensive coverage to address predictable needs across the lifecycle in line with a social protection floor, while also addressing covariate risks.

Rights- and responsibilities-based: The people of Somalia hold inalienable rights to social security, survival, protection, and participation. Social protection will promote the progressive realisation of human rights as articulated in Somalia's Constitution and other relevant national and international legal instruments and conventions.

Equity and social inclusion: Social protection will address social as well as economic vulnerabilities, protecting and including those who are marginalised or discriminated against on account of geography, religion, social groupings, gender, age, livelihood, or disability. Interventions will be neutral and non-discriminatory.

Complementarity: All activities will be firmly anchored in the macroeconomic framework and priorities and objectives for development, poverty reduction, humanitarian assistance, and disaster risk reduction in Somalia. Programmes will reinforce and complement the work streams implemented under other national sector policies, as well as traditional forms of community support.

Integration and coordination: The social protection system will be designed to ensure the integration of social protection programmes and wider interventions and services to efficiently address multi-faceted vulnerabilities. Social protection interventions will be delivered in a timely, harmonised, reliable manner, with clearly assigned roles and responsibilities and ways of working amongst all stakeholders. Government agencies and partners involved in social protection will commit to a common set of operational, financial management, monitoring, and reporting processes that are consistent with national, regional, and international guidelines and indicators.

Needs- and evidence-based: Social protection programmes will be developed based on analysis of evidence that clarifies who needs what type of assistance and on national and international evidence of what does and does not work.

Partnership: Sound and sustained partnerships will be developed amongst diverse actors, including with organisations that represent the highest and best interests of the vulnerable — particularly those that advocate for the rights of children, women, IDPs, and marginalised groups. Organisations will include international donors and agencies, national and international NGOs, associations, and the private sector.

Participation: Intended beneficiaries will be consulted and involved; they will participate in the design, planning, and implementation of social protection interventions.

Capacity building: Ensuring the government's role in leading and implementing social protection requires capacity building in human and technical resources, institutions, and operational systems.

Accountability and transparency: Social protection programmes will be transparent, incorporating accurate and timely dissemination of information; public announcements of any system abuses; disclosure of contract terms and unit costs of agencies selected to administer social protection interventions; robust monitoring and evaluation of the outcomes and impacts of social protection programmes, including value for money; and transparency in targeting approaches with mechanisms for redress.

Sustainable, long-term funding: Government and development partners will be committed to reliable funding, using appropriate mechanisms that provide predictable and institutionalised funding to social protection and are sustainable over the long term.

4.3 Vision, Goals, and Objectives

Long-Term Vision (2040)

The Social Protection Policy is oriented toward an ambitious long-term vision, from a perspective of 17 years:

By 2040, Somalia will have progressively established a functional social protection system which delivers predictable assistance through the lifecycle, according to a consensus across Somali society identifying the most vulnerable. The social protection system will reduce deprivation and inequality, help people meet their short-term needs and invest in their food security, health, education, and livelihoods, increasing the resilience of the population in the face of shocks and helping to maintain the gains they make. It will contribute to equitable and inclusive economic growth and poverty reduction. It will reduce the current reliance on unpredictable humanitarian financing to address cyclical crises. A government-led and -planned approach will be supported by a range of international and national stakeholders, designed according to best practices and available technology and financed consistently and sustainably.

The social protection system will be **protective**, providing essential support to and shielding those who live in poverty from the worst consequences of *that* condition. It will be **preventive**, putting in place mechanisms to prevent people from falling into poverty as a result of shocks. It will be **promotive** in that it will support poor people's investment in their own and their families' future; for those who are fit for productive work, it will provide a means to escape poverty and reduce reliance on external support. The social protection system will also be **transformative** by including traditionally marginalised groups and reinforcing social cohesion.

The social protection system will provide long-term, predictable support to the most vulnerable demographic groups, enabling them to effectively manage shocks and risks experienced throughout the lifecycle. It will pay special attention to the needs of particular vulnerable categories of the population, including children, women, youth, the elderly, persons with disabilities, IDPs and returnees, marginalised groups, and people of working age who are without employment or who face chronic and seasonal difficulties in accessing productive livelihoods. It will support flexible and rapid scale-up to enable effective, community-wide responses to shocks and provision of seasonal or short-term emergency assistance where needed.

Policy Goal

To progressively build a comprehensive and coherent social protection system that combats poverty and vulnerability in Somalia while contributing to economic growth, peace and security, human development, and equity through programmes which improve food security and nutrition, support access to basic social services, enhance livelihoods and assets, reduce negative coping, and protect at-risk populations from recurrent shocks.

Policy Objectives

The social protection system that will be developed from 2019 to 2040 will comprise a range of instruments including social assistance, social insurance, active labour market policies, and social care services. In the long term, integrated programming will provide a range of support across the spectrum of well-being or wealth groups. In line with the fragility of Somalia, where systems of governance and technical and financial capacities will take time to develop, in the short to medium term the policy will prioritise development of social transfers. The operational processes, systems, institutions, and capacities upon which these programmes are based will also be systematically developed.

1. 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.
2. 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.
3. 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.
4. Combine income support with broader labour related policy measures that assist those populations with labour capacity to access employment and productive livelihoods.
5. Extend access to and coverage of quality social care services for poor and vulnerable households and individuals.

4.4 Policy Priorities

The social protection system comprises a range of instruments including social assistance, social insurance, active labour market policies and social care services. In the long term, integrated programming will provide a range of support across the spectrum of well-being or wealth groups. In line with the fragility of Somalia, it will take time to develop governance systems and technical and financial capacities. Therefore, in the short to medium term, the policy will prioritise developing social transfers. The operational processes, systems, institutions, and capacities upon which these programmes are based will also be developed systematically.

This policy will be rolled out in a phased approach, beginning with a pilot phase to achieve successes that build political and citizen support, derive lessons learned for adjustments, build capacity, and make funds available. This document outlines the policy priorities for **Phase I (until 2024)**. These are considered immediate priorities, based on an assessment of what can be considered feasible in the short to medium term and serving as necessary precursors to more ambitious longer-term actions. This policy also summarises anticipated priorities for **Phase II (five to 20 years)** — the longer-term requirements for building a more inclusive social protection system.

Policy Objective 1: 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

The efficiency and effectiveness of social protection programmes depends on common, coherent, and robust operational systems, administrative processes, and institutions. This is a key precursor to moving from an ad hoc and fragmented project-based approach toward more predictable and harmonised national programmes. An important priority is the development and strengthening of a range of government structures, capacities, and processes in line with the policy focus on social transfers in the short to medium term. Over the long term, actions will support the establishment of a cohesive initial social protection floor programme with the capacity to scale up during times of shock.

Priorities for Policy Objective 1 (until 2024)

1. Strengthen the capacity of institutions, systems, and human resources to manage social assistance and social care.
2. Develop and test innovative operational systems for beneficiary registration, payment delivery, information management, and accountability to ensure efficient and effective access for some of the most vulnerable to a transitional safety net and to build a foundation for social protection delivery.
3. Develop a robust monitoring and evaluation system that ensures effective management of social protection (social transfer) programmes for the most vulnerable households, people, and groups and that informs policy decisions for Phase II.
4. Establish a functioning interagency coordination mechanism for implementing the Social Protection Policy led by MoLSA and involving FMS and local authorities, UN agencies, development partners, national and international NGOs, and civil society.
5. Conduct studies and collect evidence on the vulnerability of the population and the impact of social transfer programmes to inform programming priorities under this policy in Phase II.
6. Commence the development of a social registry and necessary integration with other databases for social protection programmes.

Longer-Term Actions (to 2040)

- Subject to decisions of the FGS regarding the development of a single registry in Somalia, support development of the registry, and any necessary integration with existing database, to develop a fully integrated registry of the beneficiaries of social protection programmes and a repository of data on non-beneficiaries that can inform future programming.
- Take stock of learnings, and consolidate and modify institutional arrangements, coordination mechanisms, financing arrangements, data management, and monitoring and evaluation systems into a unified, robust, nationally owned system for coordinated and cost-effective delivery of multiple social transfer programmes.
- Subject to the results of mapping and piloting activities in Phase I (under Policy Objectives 3, 4, and 5) develop delivery systems and administrative processes for the progressive expansion of social protection schemes that are adopted or scaled up in Phase II (for example, social insurance schemes, social care services, measures to promote employment, and others).

- Subject to the results of mapping and piloting activities in Phase I (under Policy Objectives 4 and 5), build the requisite capacity of state and non-state actors to effectively set up and implement relevant active labour market programmes (ALMP) and social care services.
- Enact legislation which provides a legal mandate to departments within the FGS and FMS to provide social protection to citizens.
- Map and expand fiscal space for sustainable long-term funding of a range of social protection interventions.
- Once developed, establish institutional coordination mechanisms between social protection operational systems and a national early warning system for rapid and predictable mobilisation of shock response through social protection mechanisms.

Registration and enrolment systems: Access to social protection programmes for poor and vulnerable groups in Somalia should be as straightforward as possible. Registration and enrolment procedures for a transitional safety net programme will be developed, involving non-governmental partners in design and implementation, in the interim while government capacities are emerging. This will capitalise on the capabilities and learning of humanitarian actors in developing registration systems for cash assistance to date, whilst ensuring that any systems put in place will be owned by government and meet its requirements. These processes will minimise the responsibilities expected of applicants or prospective beneficiaries and keep processes simple. Ideally, all requisite information will be collected during a single registration meeting and will be easy to verify. Most households in Somalia lack formal identification, and there is no foundational identification system in place. Going forward, the FGS will prioritise the establishment of a national identification system, learning from and building on humanitarian partners' experience with registration. In the event that this process is still under development whilst the transitional safety net is being developed, alternative, contextually appropriate mechanisms to verify eligibility will be used, including through the involvement of local elders. In this case, a standard centralised identification application will be created for use during enrolment in the transitional safety net programme. Development of the centralised identification system will consider the merits and constraints of working with biometric data⁷⁴ and will adhere to international best practices for data protection. Lessons derived from this system can inform the development of an emergent national identification system in future years.⁷⁵

Data registry and management information system: Data management is critical to a social protection programme's operation. Data provided by applicants during registration is used and, ideally, updated periodically. Besides informing selection for social transfer programmes, these personal data are used (often in combination with additional information) for payment and benefit distribution, case management, and monitoring; they are also essential for planning and budgeting. Increasingly, data management processes are digitised. Data are held in secure computer databases, or registries, with protocols for data access, sharing, and transmission, along with accountable records of all data entry and changes. The programme's registry forms the central component which underpins all software applications in the programme's management information system. The system's modules can include processing and updating applicant and beneficiary data, complaint resolution, payroll reconciliation, monitoring, and sensitisation.

Sophisticated systems based on a single registry manage and cross-reference data from separate programmes for greater coordination, coverage, and programme management. These processes assume that that data accuracy can be assured and maintained through regular updates. Such systems can help

improve integration of social protection services (and other government services) depending on what other databases the registry links to (such as e-government portals).

Somalia currently has no commonly used data management system or single registry on cash transfer programmes; rather, implementing partners develop and operate beneficiary databases independently. This limits data sharing and often involves costly, repetitive exercises.

As a critical priority, a central electronic registry for management of data will be developed with the involvement of all relevant parties in the FGS. The central registry will underpin the transitional safety net and enable establishment of linkages amongst beneficiary databases on broader programmes operated by government and non-governmental actors. Such linkages will facilitate cross-referencing and harmonisation of assistance amongst all stakeholders. In the short term, an independent third party may manage development in close partnership with the FGS. The product will be handed over to national management as institutions and capacities develop and as institutional mandates and responsibilities are agreed to. Requisite technical expertise within the private sector will be engaged as needed. Where relevant, the system will be informed by independent registries that are currently used in Somalia. It will include, at a minimum, basic demographic data, common identification data for use across programmes (according to the steps taken to establish registration systems), along with details of the benefits and services received. Data will be disaggregated by sex and age.

The data registry and management information system will be used on the transitional safety net programme and associated emergency scale-up and will underpin all administrative processes on these programmes. The programme's implementing agencies will be responsible for data entry and updating in accordance with minimum standards. The registry will be centrally managed; access will be restricted to partners according to their roles to ensure security and to protect both data and people in line with international standards.

In the medium to longer term, and subject to the direction of the FGS in developing a single registry in Somalia, the data repository will be integrated with data management systems from other government- and partner-led social protection and emergency initiatives as these develop. Integration will build a common map that describes who is receiving what, and where, thereby improving the coverage and impact of social protection resources and supporting the integration of social protection programmes with other sectoral services and activities. The accumulated data will be the foundation of other administrative processes for payment, complaints response, and monitoring. They will allow for more rapid response to shocks — for example, enabling increased payments to registered households for a specified period.

Payment systems: Social protection payment systems tend to be centrally procured and are managed by organisations that specialise in payment services. Thus, payroll functions are independent of governmental or other agencies involved in wider programme implementation. In the immediate term, the emerging social protection system in Somalia will build on evidence from payment processes used on assistance programmes to date. Providers of these services have partnered with private sector actors providing technological solutions (transfer services). Relevant service providers will be selected through an invitation to tender process; the FGS will subcontract payroll functions to service providers that demonstrate an advantage to leverage efficiency gains, ensure safety and security, and improve accountability. Selection will be on the basis of coverage, accessibility, accountability, security, timeliness, potential for flexibility and scalability, cost-effectiveness, ability to combat risks of money laundering and diversion, contribution to building a single registry, and future financial inclusion. The subcontractor will align with government efforts to improve the regulatory environment for and scale of digital financial services, as well as the initiative to establish a government payment system through

a public-private partnership, which is in the pilot phase. While government capacity grows, it is expected that payment functions will be overseen by implementing partners with the close government involvement, transitioning to government oversight in the medium term. Progress and lessons learned from the government payment system, along with lessons learned from delivering payments under the transitional safety net programme, will inform the development of a national payment for social protection in the medium to longer term.

Monitoring: A core focus of any evaluation is to determine how well it helps people weather crises and stresses that might otherwise result in destitution. To inform long-term institutionalisation of operational systems and programming priorities under this policy in Phase II, it will be necessary to collect evidence on the efficiency, effectiveness, and impact of the transitional safety net programme and any associated scaling up. Systems and procedures for real-time process, outcome, and impact monitoring, as well as market monitoring, will be designed and tested in Phase I. All implementing partners will be involved in programme monitoring to some degree, along with an independent third-party monitor. A pilot will test the concept of third-party monitoring to improve accuracy and accountability of programming in areas of restricted access. Digital technology will be leveraged to collect data in remote and inaccessible areas. Monitoring data will feed into and support active case management and record updates.

Accountability mechanisms: Accountability mechanisms are central to efficiency and maintaining public support for programmes. The transitional safety net programme will introduce processes for improving transparency and reducing inclusion and exclusion errors. This will include designing and implementing a communications strategy to ensure communities fully understand eligibility criteria and know who is providing the programme, its objectives, registration and payments processes, and the value of transfer they can expect. They will also know how to raise queries and grievances. The communications strategy will consider account barriers and constraints due to such factors as literacy, language, gender, disability, and location. It can also be a means of sensitising and tailoring messaging to households enrolled in the programme. The FGS and implementation partners will develop a system for receiving and managing queries and grievances related to the programme; implementation agencies will put this system in practice, with oversight from programme monitoring agencies. Experience will inform the institutionalisation of common mechanisms for all social protection programmes in the medium to longer term. As with other aspects of the operational systems, mobile technology will be integral to these mechanisms.

Standard operating procedures: The FGS will lead and control the preparation of operational manuals detailing the processes and institutional arrangements for each administrative function, along with the roles and responsibilities of all stakeholders, to ensure full interoperability. These manuals will be updated for subsequent social protection programmes, reflecting differences amongst programmes as well as the evolution of institutions and capacities.

Capacity building and institutions: There will be considerable investment in building capacity and leadership in social protection at all levels across government and implementing partners. Those partners will manage many day-to-day activities in the short to medium term as governance capacities at various levels develop. Phase I will prioritise training and capacity building in technical and administrative aspects of social transfer provision for all relevant stakeholders, as well as resourcing of ministries and support to a National Secretariat in coordination and oversight.

Policy Objective 2: Progressively expand access to social assistance, especially cash-based social transfers that support poor vulnerable people — including children, the disabled, and the elderly — to improve their standard of living in line with a minimum social protection floor, invest in their futures and those of their families, and build resilience to shocks.

Poverty and vulnerability in Somalia are widespread and multi-dimensional, requiring a comprehensive social protection system that meets the varied needs of vulnerable groups across the country. However, it is not feasible to establish such a system in the short to medium term. To begin to address needs in a more predictable way, the **policy priority is incremental development and expansion of social assistance in the form of cash-based social transfers**. By 2040, Somalia will have gradually established a targeted package of essential social transfers for the chronically vulnerable that will grow progressively as resources allow. This targeted assistance will reduce the burden of food insecurity and malnutrition, ultimately reduce poverty, and help mitigate the impact of future disasters.

Priorities for Policy Objective 2 (until 2024): *The Somalia Transitional Safety Net as a Building Block*

- 1 Design and pilot a regular, predictable income transfer programme to provide a transitional safety net categorically targeted to individuals and groups which are chronically vulnerable and at high risk for food insecurity or malnourishment, to support basic needs.
- 2 Design and pilot instruments that can be scaled up rapidly to provide timely assistance for populations that vulnerable to seasonal food shortages and droughts.
- 3 Conduct research and modelling to inform the design and targeting of interventions in Phase II.
- 4 Design and test policy options for social assistance supporting those with labour capacity (particularly young people) to compare the cost-effectiveness of LIPW and alternative schemes.

Longer-Term Actions (to 2040): Toward a Social Protection Floor in Somalia

- Establish a system of nationally owned and managed social transfer programmes that best meet the specific needs of the extremely poor and vulnerable, subject to evidence of effectiveness.
- Institutionalise an appropriate mechanism for meeting temporary spikes in the needs of the population during seasonal lean periods and natural disasters.
- Expand locally procured school feeding as a national social transfer programme, subject to research findings that confirm its effectiveness.
- In line with the actions of government and development partners, strengthen the supply side of basic service provision, and compare and test indirect measures to reduce barriers to access to basic services for poor households, such as user-fee exemptions.

Establishing Long-Term Social Transfers

In Phase I, the FGS, in close partnership with donors and partners, will develop and pilot two or three cash-based social transfer programmes. This work will begin the transition from small-scale, project-based assistance toward coherent national longer-term and predictable programmes. This transitional safety net programme takes account of current restrictions in technical and administrative capacity, beginning with a small number of programmes implemented by partners that build on the humanitarian, resilience, and durable solutions experience and programming in Somalia. The transitional safety net programme, under government oversight, will begin to address FGS responsibilities toward some of the

country's most vulnerable people. The programme will be a testing ground for operationalising and improving basic systems for registration, payment delivery, data management, communication, grievance handling, and monitoring. It will also provide the operational structures upon which to begin testing a seasonal safety net which can better deal with covariate (climatic) shocks.

This policy is based on recognition of facts, including a) that particular demographic groups can be identified as more vulnerable to poverty; b) poverty targeting in Somalia will be fraught with difficulty and risk undermining social cohesion; and c) lifecycle risks and vulnerabilities are common to all FMS, livelihood groups, IDPs, and rural and urban communities. Therefore, the FGS proposes to follow a lifecycle approach to developing social transfers. This means that a common and overarching social protection programme can be designed for all areas of Somalia. This approach has the benefit of standardising design features and systems at the federal level whilst retaining the potential for ownership and implementation relatively independently by authorities in FMS. Through the transitional safety net programme, the FGS will be able to pilot and test the appropriateness of **categorical targeting of such lifecycle schemes, based on visible demographic indicators including age and disability**. As discussed under Policy Objective 1, given the challenges in reaching some of those targeted, or of verifying even simple criteria such as age in the context of Somalia, implementation is likely to require the engagement of community members to support these processes. Any such involvement must be closely overseen and follow clear procedures to ensure consistency and transparency. The FGS will pilot community engagement in a minimum of seven locations across all FMS (subject to assessments of access, security, and stability). To pilot the seasonal safety net, communities will be targeted geographically, prioritising districts where extreme poverty, vulnerability to food insecurity, and malnutrition are greatest according to IPC classification; where malnutrition rates are high; and where regular and predictable seasonal spikes in food insecurity and malnutrition occur.⁷⁶

The **transitional safety net programme will operate for an initial period of three years**, during which time the FGS and partners will determine the most appropriate design to reach chronically vulnerable households, in the longer term.⁷⁷ In Phase II, the FGS and partners will move toward establishing an integrated system of social transfers, with separate programmes designed to respond to specific causes of vulnerability through the lifecycle.

It is anticipated that the transitional safety net programme will initially be replaced with a child grant, with a focus on a gradual increase in provision of predictable cash transfers for families with children under 5 years, potentially complemented by introduction of an old age grant in future years.⁷⁸ Establishing such clearly defined, long-term, predictable programmes will begin to provide a safety net for highly vulnerable individuals while contributing to the broader well-being and resilience of their constituent households.

The FGS recognises that social assistance supporting the vulnerable population of productive age — especially youth and women — is also important. Although public works schemes can actively include these groups, evidence to date suggests that such schemes are more successful in meeting seasonal transitory needs than addressing the longer-term structural vulnerabilities which these groups face. The FGS also recognises that institutional social transfers to the chronically vulnerable, including children and the elderly, can also indirectly support adults of working age: These individuals are part of a household unit, and sources of income contribute to collective well-being. In Phase I, the FGS and partners will invest in learning, collating, and reviewing evidence from projects implemented by partners of what does and does not work. The findings will inform the design in Phase II of appropriate social protection for young people, the unemployed, and those with vulnerable livelihoods.

Temporary Support During Covariate Shocks

Solid evidence and analysis from Somalia and elsewhere reveals that support for long-term resilience building and early preventive action at the onset of a disaster is more cost-effective than traditional humanitarian response.⁷⁹ In Phase I, designs for a temporary seasonal safety net will be tested with the goal of preventing greater poverty, food insecurity, and malnutrition caused by shocks. Testing will take the most prevalent shock, drought, as the starting point, given its predictability relative to other natural disasters and the challenges of implementation inside conflict zones. A temporary safety net, set up as part of a preparedness plan and linked to early warning, is needed in Somalia to provide a) increased support to those enrolled in long-term assistance programmes during lean periods and b) consumption support to additional seasonally vulnerable households, as a preventive measure. In severe crises, it may be necessary to provide humanitarian assistance to entire communities. Such a safety net should be implemented to respond to immediate needs without concern about whether this is the best use of the funding, scaling up at early signs of crisis to protect consumption, assets, and human development gains; providing assistance; and scaling down again after the crisis period has passed.

Evidence will inform the design of institutionalised seasonal ‘shock response’ mechanisms as a component of the national social protection system, providing temporary multi-sectoral support to meet the basic needs of food-insecure households. Such support may be integral to longer-term programmes, standalone interventions, or a combination. ‘Shock response’ mechanisms will include establishing rules, indicators, benefit levels and duration, implementation procedures, and finances. These will be linked to an early warning system to ensure timely deployment of safety nets and prevent depletion of assets and a decline in health indicators. The FGS will determine whether such mechanisms will be retargeted geographically each season or established more permanently in districts which trend data find are predictably vulnerable to food insecurity and malnutrition.⁸⁰

The FGS accepts that, whatever the design, such a mechanism cannot include all those in need of cash assistance in the event of a crisis — particularly one of significant scale and severity. The need for additional humanitarian response will remain, although the scale of the response will be reduced. The FGS and partners will develop coordination mechanisms to ensure that any humanitarian response complements the national response through shock-responsive social protection as far as possible. These social transfers will also be coordinated with other activities related to nutrition; water, sanitation, and hygiene (WASH); health; and social care to provide an integrated, multi-sectoral response for greater nutrition outcomes and to reduce morbidity and mortality among the most vulnerable.

In the longer term, consideration will be given to ways to adapt these mechanisms to better support needs arising from conflict. It is estimated that the annual cost of meeting the needs of 20 percent of the Somali population on a regular, predictable basis through such long-term and seasonal programmes is comparable to current humanitarian spending.⁸¹

School feeding that procures local produce continues to be relevant to the Somalia context as a complementary measure to household transfers. This type of programme improves children’s school attendance and food security; the scheme currently supported by development partners has significant coverage and can be an important intervention for achieving this policy objective. Subject to evidence of its effectiveness, this programme will be transitioned to a national programme with management support from partners while FGS capacities develop. Infrastructure for school canteens will be developed, prioritising those areas with high vulnerability to food insecurity.

Policy Objective 3: Build the foundations for social insurance for the formal sector, in partnership with private sector actors, with a view to developing mechanisms for increasing the participation of the informal sector.

Priorities for Policy Objective 3 (until 2024)

- 1 The FGS and development partners initiate or continue capacity building and reforms in public financial management, establishing the foundation for discussion around and planning for social insurance provision.

Longer-Term Actions (to 2040)

- Research the feasibility of establishing compulsory insurance schemes for health and old age, initially focusing on public and formal sector employees.
- Based on the findings, develop a road map and strategy for realising these schemes in the medium to long term.
- Research the feasibility of indexed insurance products to protect livelihoods from climatic risks.

As the social protection system in Somalia develops over time, a broader range of instruments will become appropriate. Social insurance schemes provide additional protection against lifecycle risks based on contributions, striking a balance between social transfer schemes funded by donors and public expenditures. The youth bulge in Somalia's population means that such schemes as health insurance and contributory pensions must be considered in the long term as vital elements in light of the consequent demographic ageing. Given the high level of informality in the economy, such schemes would necessarily reach only a small percentage of the population, at least initially. In Phase II, the FGS will seek support from development partners to assess the feasibility of social insurance schemes and seek to create a strategy for moving forward with their foundational development. This will involve comprehensive mapping of any existing provisions to identify successful initiatives on which to build, as well as critical coverage gaps to address.

Potential achievements of social transfers are limited within the context of severe climatic shocks, in terms of large-scale asset depletion. The best approach to address the loss of assets on such a large scale could be compensation payments. Index-based insurance products are emerging as an insurance mechanism that protects against the effects of drought in neighbouring pastoral countries (however, evidence of their effectiveness is inconclusive). Most schemes around the world are privately provided, although increasing state engagement in some countries means they are taking on more characteristics of social insurance. The FGS and development partners will undertake a scoping study of the costs and benefits of such schemes and will assess the feasibility of developing indexed insurance products for Somalia.

Policy Objective 4: Combine income support with broader policy measures that assist those households and individuals with labour capacity to access employment and productive livelihoods.

Priorities for Policy Objective 4 (until 2024)

- 1 Design and test ALMP approaches to support the poor and vulnerable with labour capacity to access employment and income generation opportunities and to improve productivity, with a focus on youth, to build the evidence base for Phase II.

- 2 Develop a graduated skills and capacity building agenda to create and strengthen the employability of low- and semi-skilled people, with a focus on the most vulnerable groups, contributing to large-scale employment schemes and programmes.

Longer-Term Actions (to 2040)

- Move forward with a multi-sectoral strategy for improving the productive engagement of those with labour capacity — and especially the unemployed, young people, and women — in the labour market, coordinating inputs from social protection with those of labour and productive sectors, the private sector, small entrepreneurs, and the financial sector.
- Formalise and facilitate financial inclusion of the informal sector through savings accounts, mobile banking, and micro loans, including for the self-employed and producers in rural areas.
- Develop and implement a wages and remuneration policy and an appropriate minimum wage system.
- Develop and reinforce standards in vocational training and accreditation services.

Major contributors to the poverty of those of working age are lack of employment and limited livelihoods opportunities. Therefore, the Social Protection Policy and the Employment Policy, both developed by the MoLSA, are to be harmonised, as access to decent employment provides a route out of poverty and vulnerability for those with labour capacity — including the unemployed, young people, and women.

Developing and testing ALMP approaches: As mentioned under Policy Objective 2, social protection programmes in which participants contribute their labour (particularly labour-intensive public works programmes) are common for this demographic group. The FGS understands the value of such schemes in addressing transient poverty and food insecurity due to seasonal or climatic conditions, as well as the potential positive effects of engaging young people in a structured work environment. In terms of job creation, flagship labour-intensive and employment creation programmes like the Rural Road Development Programmes, the Low-Cost Housing Projects, the Cobblestone Project, and others have high employment potential. Nevertheless, the FGS recognises that evidence of the effectiveness of such schemes in addressing longer-term vulnerability and graduating from poverty (that is, addressing the underlying causes of lack of employment and limited livelihoods) is more limited.

Promoting graduated and sustainable approaches through capacity and skills development: The FGS further recognises that some alternative social protection approaches may make similar or greater contributions to Policy Objective 4 and ensure the sustainability of the direct and indirect impacts of large-scale employment programmes. For example, public works programmes can prioritise skills building programmes as a remunerated component of the work; in urban areas, combining income transfers with wider interventions (such as training and skills development and access to financial services) can support income generation or engagement in the labour market; and rural livelihoods may benefit from income transfers, technical assistance, and inputs which enable beneficiaries to invest in their land and livestock and improve livelihood practices. The following actions are recommended:

- **Scale up skills and capacity development initiatives in Somalia** to positively impact local youth. Existing employment intensive programmes such as the Joint Programme on Local Governance can not only create jobs but also train enough contractors and supervisors to meet the demand of the open market, in turn indirectly creating additional jobs while improving quality standards.

- **Draw on a broad spectrum of skills from various implementers in the public and private sectors** to ensure effective implementation of large- and medium-scale employment schemes. The development, strengthening, and institutionalisation of systems required for budgeting, planning, designing, procurement, contract management, implementation, supervision, quality control, maintenance, and operation of employment intensive works will also be needed.
- **Prioritise the development of services outside of social protection** — such as financial services, savings, and vocational training — as national development priorities of sectors outside of social protection. Actions under this Social Protection Policy will not duplicate, but must work in conjunction, with other emerging sectoral policies.

Generating evidence of what works and learn from pilots: In Phase I the FGS and development partners will invest in generating evidence of what does and does not work in order to inform policy and programme development in Phase II. Implementing this policy priority may be delegated to international partners, which alongside national partners will continue to implement a range of initiatives within their resilience programming and under the Somalia Development and Reconstruction Facility.⁸² This includes medium-term LIPW and conditional and unconditional transfers linked to livelihood promotion activities in urban and rural areas. When entities are providing training and skills development and other livelihood services in areas where the transitional safety net programme is implemented, the FGS and partners will encourage linkages to these services for adult members of households enrolled in the programme. There will also be investment in detailed assessments of the labour market. The outcomes of these studies will influence further decisions about the costs and benefits of investing separately and specifically in a system of social transfers targeting young people, linked to supporting labour market interventions and services developed under this policy, and/or wider government policy.

Developing and implementing a wages and remuneration policy and an appropriate minimum wage system are critical. Given the lack of development of Somalia’s formal sector and the prioritisation of social transfer instruments, developing workplace protection policies is a longer-term priority. Defining a minimum wage is a policy development area that has the potential to benefit those in the informal sector, including those participating in public work schemes.

Policy Objective 5: Extend access to social care services for poor and vulnerable households and individuals.

Priorities for Policy Objective 5 (until 2024)

1. FGS and technical and operational partners undertake preparatory activities with a view to building foundational social care policies and service delivery in Phase II.
2. FGS and partners focus on an accredited capacity building approach for social workers in the housing, health, nutrition, water, sanitation, hygiene, education, child protection, and other key services sectors. This will ensure the availability of an appropriate number of social workers with the correct knowledge, skills, attitudes, and training who are equitably deployed; fairly remunerated; and well managed, supervised, and monitored.

Longer-Term Actions (to 2040)

- FGS and partners develop a multi-sectoral framework (providing access to housing, health, psychosocial support, nutrition, water, sanitation, hygiene, education, child protection, and other basic services) and strategy for guiding social care policies and service delivery in Somalia.

- FGS and partners build and train a national social worker force of government and non-governmental personnel according to international standards.
- The FGS, in collaboration with partners, establishes a system of referrals amongst social protection programmes and broader social services.

In the Somali context, promoting universal and sustainable access to housing, health, psychosocial support, nutrition, water, sanitation, hygiene, education, and other key services will be the cornerstone of a renewed social contract between the FGS and citizens.

Extending access to social care services for poor and vulnerable households and individuals requires an ambitious government-led approach, initiated and supervised by line ministries in coordination with all relevant stakeholders. For example, for safety nets to protect disabled people effectively, many other public programmes in other sectors need to be in place. These may include health, rehabilitation, education, and training and environmental access programmes. This high level of intergovernmental coordination and partnership with Somali and international stakeholders will require some adjustments during Phase I.

The FGS recognises that many poor and vulnerable households require an effective combination of cash and social care interventions to ensure positive welfare outcomes. In this regard, an important pillar of a national social protection system is the provision of social care services — such as psychosocial support, family support services, child protection services, alternative care for children, and care and support for people with disabilities. Housing support is also an option for the extremely vulnerable. Furthermore, limited resources and the lack of basic health and nutrition service provision in much of the country means that this kind of support will remain a priority of the FGS in the short to medium term. In the medium term, the FGS will rely heavily on civil society groups to provide social care services within a nationally agreed framework for coordination and best use of resources.

During Phase I, and to better anticipate the implementation phase, special emphasis should be placed on the following:

- **An evidence-based theory of change:** Key stakeholders, under the supervision of the government (MoLSA and other relevant ministries), will continue to collate and review evidence on the effectiveness of safety nets that combine cash transfers with broader nutritional, educational, and health care programming. Their goal will be to develop an evidence-based theory of change regarding how social transfers can best contribute to nutritional outcomes through integrated programming. The FGS will call on development partners' support in establishing the foundation for a functional social work service in Phase II. This will prioritise locations where social transfers are being rolled out in order to maximise synergies amongst programmes and economies of scale for infrastructure and resources.
- **A thorough mapping of social care activities:** These stakeholders will support the FGS by mapping existing and planned social care activities in preparation for development of a national framework and strategy for social care service development in Phase II. They will also map the access of vulnerable populations to housing, health, psychosocial support, nutrition, water, sanitation, hygiene, education, and other key services.
- **A skilled network of social workers:** Mapping the conditions, technical modalities, and operational guidelines for creating an adequately skilled network of social workers will be prioritised during Phase I in the housing, health, psychosocial support, nutrition, water, sanitation, hygiene, education, child protection, and other key services sectors. In particular,

expansion and progressive consolidation of the existing public sector and privately managed social care professional training institutions should be prioritised. In this case, special focus will be given to accelerating the development of mid-level professionals who meet the needs of the population by facilitating basic access to services for the most vulnerable. It will be important to:

- **Standardise curricula in every essential social care service** and develop post-basic tutors' training programmes.
- **Support the establishment of professional associations** that can coordinate their efforts with the MoLSA and other relevant governmental actors in regulation, certification, credentialing, registration, accreditation, and licensing of social care professionals.
- **Develop a coordinated human resources information system** by establishing observatories that collect all relevant data sets and identify measurable indicators on technical knowledge, work ethics, service delivery, deployment, and retention.
- **Statutory and social care services:** Social care services are a crucial element in graduation programmes, as cash alone may not deliver all the desired outcomes, and individualised social care services — through a case management approach — can help optimise support to vulnerable households. Two types of services will be identified and designed during Phase I:
 - **Statutory services**, which are related to referral (by schools, neighbours, family, community, court, police, hospitals, civil society organisations, etc.), case assessment, care plans, and case management, as well as allocation of resources.
 - **Concrete social work and care services**, which cover a spectrum of services such as shelters, long-term care, psycho-social counselling, family therapy, orphans' homes, foster care, life skills development, home care support, group homes for children with disabilities, independent living centres, rehabilitation for persons with disabilities, vocational skills development, and others.

5. INSTITUTIONS AND COORDINATION

Social protection is a national service provided by the state. State institutions in Somalia are nascent, and capacities need to be built at all levels. This institutional framework supports the creation of a system under the auspices of the FGS, with initial support from development partners. This system will provide the foundation for moving toward a government-led management coordination and implementation mechanism when the policy environment matures and capacities develop. It is essential to avoid duplication and fragmentation, which would inevitably result in ineffective use of scarce public resources, and have a direct negative impact on vulnerable people in the Somali context.

In the short to medium term, during part or all of Phase I, implementation of policy priorities will depend on the engagement of multiple non-government stakeholders including the UN, humanitarian and development partners, NGOs, and the private sector. Furthermore, while social protection in Somalia is conceived as a range of instruments, in the short to medium term priority is given to developing cash-based social transfers.

The institutional framework presented here takes these factors into account. It establishes institutional coordination mechanisms and defines roles and responsibilities for the execution of policy priorities in Phase I. It aims to ensure engagement and ownership of the FGS and member states from the outset, while ensuring strong leadership and technical and operational capability for the design and implementation of initiatives highlighted in the policy. At the technical and operational levels, the framework streamlines engagement of partners and builds on relevant existing institutions and architecture. It establishes centrally managed operational systems to support the implementation of a single, consistent programme approach across the country by implementing agencies. It includes coordination mechanisms for harmonising strategic and operational aspects of the policy and horizontal linkages for coherent implantation alongside other development policies and the wider humanitarian response. These institutional arrangements will evolve in Phase II as national institutions develop and capacities increase.

5.1 Government-Led High-Level Leadership and Coordination

MoLSA will be the coordinating agency and will oversee 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 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. Over time, it is expected that the Coordinator will assume all the functions and responsibilities listed below, with support from a dedicated MoLSA team.

The Secretariat's responsibilities will include:

1. Fulfilling the secretariat function for the social protection steering committee.
2. Developing, managing, and monitoring annual work plans and budgets for policy implementation and creating biannual progress reports.
3. Coordinating policy monitoring and evaluation activities, including reviewing biannual reports from the technical committee.
4. Coordinating public information, education, and communication campaigns.

5. Ensuring presentation of timely programme monitoring reports to the Social Protection Steering Committee.
6. Ensuring effective integration of the Social Protection Policy and programmes within the national development planning and humanitarian response framework and resilience pillar working group.

5.2 Social Protection Steering Committee

The Social Protection Steering Committee 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,⁸³ focal points from FMS, the Office of the President, ambassadors, heads of UN agencies, and technical experts may support specific deliberations.

The Steering Committee will meet four times per year. It will guide the development of sound and appropriate social protection policies, strategic frameworks, and action plans, and will ensure oversight of and accountability for the implementation of social protection programmes:

- Provide direction and guidance for the development of annual national social protection action plans.
- Raise awareness of the need for social protection amongst the population and key social, economic, political, cultural, and religious stakeholders.
- Endorse and develop a resource mobilisation and financing strategy.
- Oversee coordination of a transitional safety net programme and temporary seasonal programmes by the Technical Committee.
- Provide oversight for and ensure the accountability of resource allocation to social protection.
- Review and approve annual programme work plans and budgets.
- Review periodic progress reports consolidated by the National Social Protection Secretariat, and make management decisions to ensure continued effective implementation of policy priorities.
- Ensure effective inter-governmental collaboration on Social Protection programmes.

5.3 Technical Committee

A Technical Committee 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. The group will convene for structured monthly or quarterly meetings at the FGS level; those meetings will be complemented by sub-task force meetings in FMS. Members will:

- Coordinate stakeholder activities for social protection in line with the national policy.
- Initiate and oversee studies, assessments, and evaluations to gather evidence.

- Review programme progress.
- Manage implementation of actions under Policy Objective Phase I, systems building.
- Manage the ongoing technical and operational direction of the programme to ensure achievement of programme objectives, including troubleshooting issues.
- Escalate relevant issues and queries to the Social Protection Steering Committee.
- Report regularly on progress to the Secretariat of the Social Protection Steering Committee.
- Implement any recommendations of the Social Protection Steering Committee.

5.4 Social Protection Support Group

Building on the existing sub-working group of the Resilience pillar working group, a Social Protection Support Group 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. The group will convene quarterly and will provide technical assistance and critical thinking as needed to support progress toward policy objectives. It will:

- Ensure the needs of vulnerable groups are adequately considered and addressed in the design and implementation of the social protection system.
- Conduct evidence-based research and review international best practices to inform policy and programme development.
- Develop, implement, and generate lessons learned on projects contributing to policy priorities.
- Develop common approaches, standards, and tools for programming.

5.5 Implementing Actors

During Phase I, the FGS may rely extensively on non-governmental partners, if deemed appropriate. Government actors may work under the supervision of those partners and in close collaboration with government counterparts to advance the actions under this policy. This includes the following:

Core functions: Core functions such as a single registry of household data and management information systems, complaints response mechanism, and third-party monitoring will be implemented by third parties (whether from the private sector or international organisations), overseen by the government. If deemed appropriate, core functions will be tendered to legitimate third-party partners, who will have roles in relevant governing bodies and will work closely under their supervision and in direct collaboration with them; an institutional capacity development plan will ensure governmental counterparts strengthen their technical understanding of the processes and take progressively greater responsibility to deliver the core functions.

Programme Management Unit: A Programme Management Unit within MoLSA will manage all implementing agencies, oversee coordination of the transitional safety net programme and seasonal assistance across all pilot sites, and support the capacity building of government counterparts to assume similar duties in Phase II. This will include developing processes and systems in conjunction with those contracted to deliver the core functions, contracting with implementing partners for administrative tasks, building institutional understanding and capacity in the various processes, and coordinating the

administrative inputs of implementing partners. If deemed appropriate, MoLSA may contract with a third-party agency, under the direct supervision of and in close collaboration with governmental counterparts. Again, a key component in the design of the Programme Management Unit and choice of the third-party agency will be the institutional capacity development plan to ensure that governmental counterparts progressively strengthen their technical and managerial capacity.

District- and village-level implementation: Implementing partners will build on ways of working with humanitarian and resilience programmes to date. They will comprise a range of international and national non-governmental actors covering all programme locations. Linking to the core functions discussed above, they will support communication, registration, enrolment, and case management.

5.6 Cross-Sectoral Coordination

Social protection can contribute to the achievement of many of the development priorities of the FGS. Thus, social protection must be well aligned with other development and humanitarian sectoral policies and plans to maximise efficient use of resources, return on investment, and multi-sectoral outcomes. Developing cross-sectoral linkages and collaboration is essential to overcoming challenges to Somalia's national development. The following are priorities:

Coordination with the Ministry of Humanitarian Affairs and Disaster Management

- Developing national early warning/food security systems and creating operational and institutional linkages to social protection system for seasonal scale-up, including triggers and lines of authority.
- Considering use of the National Disaster Management Fund to finance predictable seasonal safety nets.
- Investigating the potential for the repair and construction of key infrastructure to reduce the impacts of flood, drought, or conflict, through seasonal public works schemes.
- Supporting the National Commission for Refugees and Internally Displaced to establish durable, multi-sectoral solutions for IDPs and returnees.

Coordination will be achieved by including the Somalia Disaster Management Agency (SODMA) on the Social Protection Steering Committee and seating the National Social Protection focal point on the National Disaster Management Council or equivalent body.

Coordination with Sectoral Priorities of the Resilience and Durable Solutions Agendas

In Phase I, pilot shock responses must be well-coordinated with the broader resilience responses supported by development partners, avoiding duplication and ensuring the complementarity of activities, as well as maximum added value of emergency funds mobilised from the international community. Drought responses will be increasingly integrated into food security programming with those of nutrition, WASH, and health in areas that experience sustained high levels of acute food insecurity and malnutrition. The activities of the transitional safety net programme should also be well-coordinated with those of basic service delivery. Coordination will be achieved through:

- Including agency staff with humanitarian expertise who support basic service delivery in the social protection Donor Coordination Team to influence the design of the seasonal safety net and to maximise linkages amongst social transfer provision and basic services strengthening.

- Including the Programme Management Unit (described under Section 5.5) for the transitional safety net so that any ‘shock response’ function of the transitional safety net programme can be planned in alignment with international agencies’ complementary humanitarian and resilience programming, reducing overlaps and gaps.

5.7 Potential Evolution of Institutional Arrangements in Phase II

An institutional evaluation at the end of Phase I will assess the coordination model and compare and assess alternatives, in line with the state of evolution of the social protection system and national capacities. Areas for consideration are as follows:

Intra-sectoral linkages: As the social protection system expands to include a wider array of instruments, it will be important to maintain coherence amongst schemes to create greater efficiencies and more comprehensive impacts. Potential changes to the institutional framework include assigning a ministry or department to lead each social protection instrument, along with separate technical committees or task forces. As national capacity increases, the Steering Committee could potentially be transformed into a national social protection council with government membership, supported by an independent advisory group of development partners.

An institutional evaluation must occur at the end of Phase I, and each coordination model compared and assessed. Each model has advantages and disadvantages, and the design of the appropriate management structure will have the following characteristics:

- **Inter-sectoral linkages:** More formal linkages will be established at strategic and operational levels, as appropriate. This will occur, for example, through links to social development committees and operational links to the Disaster Management Information and Coordination Centre established at the national and regional levels.
- **Government agencies:** It will be important to include any national organisations responsible for such tasks as establishing a foundational single registry or national identification or civil registration system within the coordination framework.
- **Sub-national structures:** The objective will be to transfer more technical and operational responsibility to government, which will include sub-national structures for implementation. Options for discussion include decentralisation of programmes or functions to member states, roles of local government, and ‘single window services’ providing local access to various services at a common location.

ANNEX 1 GLOSSARY OF TERMS

The table below provides definitions sourced from the organisations listed at the left.

Coping Strategies <i>International Labour Organisation (ILO)</i>	Strategies or mechanisms which relieve the impact of the risk once it has occurred. The main forms of coping consist of individual dis-saving/borrowing, migration, selling labour (including that of children), reduction of food intake, or the reliance on public or private transfers.
Covariant Risks <i>(ILO)</i>	Risks, or combination of risks, that affect a large number of people at the same time (for example, an earthquake, drought, or major flood).
Durable Solutions <i>(Inter-Agency Standing Committee framework)</i>	A durable solution is achieved when the displaced no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through return, local integration, and resettlement.
Idiosyncratic Risks <i>(ILO)</i>	Risks that affect a very small number of people at a given time.
Informal Sector <i>(ILO)</i>	Economic sector where inhabitants' socio-economic activities are not regulated and protected by formal societal institutions. The vast majority of the world's population is part of the informal sector.
Livelihoods <i>(UN International Strategy for Disaster Reduction)</i>	A livelihood comprises the capabilities, assets (including both material and social resources), and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stress and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.
Poverty <i>(UNESCO)</i>	In pure economic terms, income poverty is when a family's income fails to meet a federally established threshold that differs across countries. However, it is widely held that one cannot consider only the economic part of poverty. Poverty is also social, political, and cultural. Moreover, it is considered to undermine human rights — economic (the right to work and have an adequate income), social (access to health care and education), political (freedom of thought, expression, and association), and cultural (the right to maintain one's cultural identity and be involved in a community's cultural life).
Resilience <i>(UN Food and Agriculture Organisation)</i>	Resilience is the ability to prevent disasters and crises as well as to anticipate, absorb, accommodate, or recover from them in a timely, efficient, and sustainable manner. This includes protecting, restoring, and improving food and agricultural systems under threats that impact food and nutrition security, agriculture, and food safety/public health.
Safety Net <i>(ILO)</i>	Social safety nets are non-contributory transfer programmes that seek to prevent the poor and people vulnerable to shocks and poverty from falling below a certain poverty level. Safety net programmes can be provided through donor aid, by the government, NGOs, private firms, charities, and informal household transfers. Safety net transfers include: a) cash transfers; b) food-based programmes such as supplementary feeding programmes and food stamps, vouchers, and coupons; c) in-kind transfers such as school supplies and uniforms; d) conditional cash transfers; e) price subsidies for food, electricity, or public transport; f) public works programmes; g) fee waivers and exemptions for health care, schooling, and utilities. Social safety nets are different from social protection floors in that they are a targeted set of non-contributory transfers, usually as a transitory or short-term response to a crisis. SPFs, on the other hand, constitute universal entitlement to social security through a defined benefit package and with a rights-based approach.

Social Assistance (ILO)	The provision of social security benefits financed from the general revenue of the government rather than by individual contributions, with benefits adjusted to the person's needs. Many social assistance programmes target individuals and households living under a defined threshold of income or assets. Social assistance programmes can focus on a specific risk (for example, social assistance benefits for families with children), or on particularly vulnerable groups (for example, poor elderly people).
Social Protection (FGS Resilience Sub-working Group, 2015)	Government-led policies and programmes which address predictable needs throughout the lifecycle to protect all groups, and particularly the poor and vulnerable, against shocks, help them to manage risks, and provide them with opportunities to overcome poverty, vulnerability, and exclusion.
Social Protection Floor (ILO)	SPFs are nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability, and social exclusion. SPFs should comprise at a minimum the following nationally defined sets of goods and services or basic social security guarantees: a) access to essential health care, including maternity care, at a nationally defined minimum level that meets the criteria of availability, accessibility, acceptability, and quality; b) basic income security for children at a nationally defined minimum level, including access to nutrition, education, care, and any other necessary goods and services; c) basic income security at a nationally defined minimum level for persons of active age who are unable to earn sufficient income, in particular in the case of sickness, unemployment, maternity, and disability; and d) basic income security at a nationally defined minimum level for older persons.
Social Security (ILO)	The protection which society provides for its members, through a series of public measures, against the economic and social distress that otherwise will be caused by the stoppage or substantial reduction of earnings resulting from sickness, maternity, employment injury, unemployment, invalidity, old age, and death, and also including the provision of medical care and provision of subsidies for families and children.
Social Transfers (ILO)	Benefits provided by social security are called "social transfers". Social transfers can be contributory (financed by the contributions of workers, their employers, and, in some cases, the State) or non-contributory (financed by taxes). Contributory schemes include mandatory social insurance (e.g. compulsory membership for all private sector workers) and voluntary insurance (e.g. some micro-insurance schemes, social insurance schemes for informal sector workers, among others). Non-contributory schemes can be targeted to the poor, categorical (e.g. targeted to the elderly over a certain age, to children of 0–3 years of age, and so on), or universal. These categories are a simplification of reality in which partial contributory schemes also exist. A large share of the contribution is paid by the government in a partial contributory scheme. This is the model for the social security scheme targeting workers in the informal economy in Thailand. Private insurance schemes that do not rely on the principles of solidarity are not part of social transfers.
Vulnerability (World Health Organisation)	Vulnerability is the degree to which a population, individual, or organisation is unable to anticipate, cope with, resist, and recover from the impacts of disasters.

ANNEX 2 POVERTY AND VULNERABILITY IN SOMALIA

The National Development Plan and recent research on poverty and vulnerability in Somalia reveal that the developmental challenges the country faces are complex and multi-faceted. Poverty and vulnerability are interrelated characteristics. *Poverty* refers to levels of income and well-being, while *vulnerability* relates to exposure to risk — both covariate and idiosyncratic — and capacity to manage risk. Annex 2 provides a rapid overview of the key dimensions of political and socio-economic poverty and vulnerability in the Somali context.

Livelihoods and Employment

Limited access to means of production (land and capital), economic goods and services, and remunerative employment are all causes of poverty in Somalia. Agriculture provides 60 percent of Somalia's gross domestic product, 80 percent of its employment, and 90 percent of its exports.⁸⁴ Somalia is dominated by two livelihood systems, pastoralism and agro-pastoralism, whilst a small proportion of the riverine population in the south depends on settled agriculture. In urban centres, trading and casual labour activities dominate. Often a household undertakes a variety of livelihood activities, especially during different seasons. All livelihood groups experience poverty and are exposed to shocks, but the dimensions of poverty and vulnerability to shock vary on account of livelihood characteristics, geographical variation in access to natural resources, economic services, income generation opportunities, and other contextual factors.

Rural livelihood systems are exposed to seasonal climatic risks, which are increasing in frequency and severity. Such risks contribute to seasonal food insecurity with the risk of destitution. Sedentary agriculturalists in southern Somalia were amongst the worst affected by famines in the last two decades, and they make up the majority of the IDP population.⁸⁵ Pastoralists face different sources of vulnerability, including climate change, shortage of water and pastures, livestock diseases, and resource conflicts, which contribute to their poverty. Low population density, mobility, and challenges of access due to conflict and lack of infrastructure lead to limited access to services for these populations.

Urban livelihoods are dependent on the market for basic needs and are thus also affected by seasonal factors. The workforce is generally low-skilled, particularly in rural areas, making diversification of or changes to livelihood strategies difficult. On account of this, along with increased urbanisation and poor development of the economy, the informal sector has expanded rapidly. It is characterised by growing levels of unemployment, underemployment, job insecurity, and lack of access to formal social security. The High Frequency Survey notes that more than half the working-age population is outside the labour force, and more than half of those within the labour force are unemployed.⁸⁶ Households in IDP settlements are amongst the most affected by poverty and unemployment.⁸⁷ Existing assistance programmes (cash transfers, resilience programming, and humanitarian aid) tend to concentrate more on rural than urban populations. There are also threats to physical security in informal urban settlements, where crime rates are very high.

Fragility and Governance

A key driver and maintainer of poverty in Somalia has been the lack of strong governance. The absence of an active central government during the decades of conflict led to collapses in revenue streams, rule of law, and the ability to deliver basic services. Whilst there has been a demonstrable commitment to and progress in establishing governance systems since 2012, the political process and institutional environment remain nascent. The World Bank identifies weak governance as a critical driver of Somalia's continued fragility — including a lack of political consensus related to a federal system based

on inclusive representation and wealth-sharing between the regions — and emergence or continued absence of functioning institutions that can deliver basic services to citizens, ensure security, and manage the economy effectively and transparently.⁸⁸ The NDP acknowledges that excessive taxation of economic activities, corruption and fraud, and mismanagement of public resources remain widespread.⁸⁹ The fragile security and governance situation can act as a barrier to economic development and growth. Indeed, the geographical distribution of poverty reflects the varied political and security situations amongst Somali regions and their impact on regional economic growth and employment.⁹⁰

Access to Services and Social Development

Years of conflict and lack of governance mean that basic service sectors including health, education, housing, and basic infrastructure are characterised by inadequate investment in infrastructure, institutions, and human resources, and limited access for a large portion of the population.⁹¹ For example, almost half of women receive no antenatal care, and 82 percent of the population lacks access to safe water and basic sanitation.⁹²

This lack of access to and investment in services, combined with other poverty factors, mean Somalia displays some of the worst indicators of social development globally.⁹³ Life expectancy at birth is just 54.7 years. Infant mortality remains a huge concern, and there has been little if any improvement in child mortality indicators in the last 15 years. About 1.7 million children are out of school; primary and secondary enrolment rates are much lower than in neighbouring countries. Child care and feeding practices, including breastfeeding and complementary feeding, are suboptimal. Immunisation coverage is low, and most children have not received basic vaccines. Diarrheal disease and malaria are prevalent in children. The use of contraception is very limited.

Many of these social development indicators correlate with poverty, and huge disparities are seen between wealth quintiles.⁹⁴ Service access is also much reduced in rural compared to urban areas. Many of these social development indicators correlate positively with education of the mother, showing the importance of education outcomes for girls and young women to break the cycle of poverty.

Food Insecurity and Malnutrition

Somalia is a food-deficit country; harvests provide only around 40 percent to 50 percent of per capita cereal needs even in good years, and they are further impacted in years of water scarcity. Commercial food imports play an important part in addressing this deficit. World Food Programme assessments estimate that 25 percent of the population lack adequate access to sufficient food. This includes the chronically food-insecure as well as additional, significant, seasonal caseloads during the two lean seasons.⁹⁵

Chronic and seasonal lack of access to food, combined with lack of education and access to social services, and poor awareness of health programmes makes chronic and acute malnutrition a critical issue throughout the country. Somalia is one of the 10 countries with the world's highest prevalence of malnutrition.⁹⁶ During the drought of 2016–2017, OCHA estimated that some 308,000 children under 5 years of age were acutely malnourished and 56,000 children were severely malnourished, whilst the overall burden of acute malnutrition was more than 800,000 cases.⁹⁷

Poverty and Inequality

Poverty in Somalia is characterised by high levels of inequality. The United Nations Development Programme (UNDP) estimated in 2003 that the poorest 30 percent of the population received only 7.8

percent of total income generated in Somalia, whereas the richest 10 percent received 35.6 percent of total income.⁹⁸ The Somalia High Frequency Survey estimates that the richest 20 percent of the population consumes seven times more than the bottom 20 percent.⁹⁹ This skewed distribution of wealth, systematic capture of resources by elite groups, and exclusion of large segments of the population from means of livelihood (land and capital, decent work, economic goods and services) contributes to widespread poverty and vulnerability to shocks and is considered a key driver of fragility and insecurity.¹⁰⁰

Vulnerability to Disasters

The humanitarian crisis in Somalia is amongst the most complex protracted emergencies in the world.¹⁰¹ Somalia ranks 15th on the U.K. Department for International Development list of developing countries at high disaster risk,¹⁰² and the population is exposed to multiple hazards, particularly climatic¹⁰³ (which are increasing in frequency and severity on account of climate change¹⁰⁴) as well as economic shocks (livestock bans; global food price increases) and conflict/insecurity.¹⁰⁵ This exposure, combined with chronic poverty and weak governance, means large portions of the population are vulnerable to frequent and overlapping disasters, driving a vicious cycle of increasing poverty and vulnerability that has eroded livelihoods and is exhausting traditional coping mechanisms.

Natural Disasters

Somalia is prone to multiple types of natural hazards — particularly droughts and floods, to which the country's dominant livelihoods strategies are highly climate-sensitive — but also wildfires, cyclones and storm surges, earthquakes, and tsunamis.¹⁰⁶ Arid and semi-arid lands comprise more than 80 percent of the country's land mass and are particularly vulnerable to droughts on account of uncertain rainfall and the fragile environment. Severe droughts occurring in increasing frequent cycles (in 1964, 1969, 1974, 1987, 1988, 2000, 2001, 2004, 2008, 2011, and 2016–2017) have caused widespread loss of life and livelihoods and mass displacement, as well as extensive waterborne disease. Prevention Web estimates the annual losses at close to US\$30 million.¹⁰⁷ In the past decade, drought has rendered 870,000 people food-insecure and an additional 2.3 million – nearly one-fifth of the population — vulnerable to food insecurity.¹⁰⁸ The 2011 drought resulted in 260,000 deaths and affected 4 million.¹⁰⁹ The unprecedented drought in 2016–2017, spanning four consecutive poor rainy seasons affected over 6 million people in almost all parts of the country, displaced over 257,000, rendered half the population in need of humanitarian assistance, and increased the spread of acute watery diarrhoea and cholera.¹¹⁰ These cyclical emergencies require massive and costly humanitarian responses; the response in 2017, for example, is estimated to have cost close to US\$1 billion.¹¹¹

Conflict

Decades of violent conflict are a major cause of poverty and reinforce the impacts of natural disasters. The International Organisation for Migration estimates that, since 1991, over a million Somalis have been forcibly displaced internationally and 1.1 million more remain internally displaced for protracted periods.¹¹² Many of the long-term displaced reside in IDP camps and lack access to basic services and livelihoods; new waves of armed conflict and fighting over scarce resources continue to cause new displacements.¹¹³ Conflict continues to be a day-to-day reality in many parts of the Somalia. Somaliland has remained relatively stable and made gradual progress toward building state institutions. Puntland is more stable than the south but is affected by insecurity, criminality, and piracy.

The direct impacts of such crises are food price volatility, food insecurity and poverty, displacement, and conflict over land and natural resources.¹¹⁴ The complex interplay of poverty, conflict, and insecurity can compound humanitarian crises due to floods and droughts by limiting access to resources

and community support mechanisms. This contributed to the famine of 2011¹¹⁵ and the displacement of over 1 million people in Somalia since the beginning of 2017.¹¹⁶ In turn, drought forces people to migrate in search of pastures; this movement can fuel conflicts over resources. Whilst Somalis have shown extraordinary resilience in the face of multiple, cyclical, and enduring hazards on account of nomadic lifestyles and traditional solidarity systems, those systems are reaching their limits. The South-Central region is the worst affected by multiple hazards, and three-quarters of its population are in humanitarian need.¹¹⁷

ENDNOTES

- ¹ Gabrielle Smith (2014), ‘Designing Social Protection Frameworks for Three Zones of Somalia’; Zainab Majoka (2018), ‘Somalia — Social Protection: Stocktaking of Evidence for a Social Protection Policy and Framework’; Ric Goodman and Nisar Majid (2017), ‘In pursuit of a safety net programme in the short term paving the way to a social protection approach in the long term: Issues and options’.
- ² United Nations Population Fund (2014), Population Estimation Survey 2014.
- ³ United Nations High Commissioner for Refugees (UNHCR) (2018), Operational Portal Refugee Situations: Horn of Africa Somalia Situation, <https://data2.unhcr.org/en/situations/horn>.
- ⁴ MoPIED, MoHADM, European Union-United Nations-World Bank (2018), Drought Impact Needs Assessment.
- ⁵ Food Security and Nutrition Analysis Unit (FSNAU), Seasonal assessments; Somalia Infant and Young Child Nutrition Assessment (2016); UNICEF/FSNAU/Ministry of Health National Micronutrient Survey (2009); UNICEF Somalia Nutrition Strategy Note 2018–2020.
- ⁶ United Nations Office for the Coordination of Humanitarian Affairs (OCHA) (2018). Joint Multi-Cluster Needs Assessment, https://reliefweb.int/sites/reliefweb.int/files/resources/reach_som_initial_findings_report_joint_multi_cluster_needs_assessment_2018.pdf.
- ⁷ Goodman and Majid, op. cit.
- ⁸ Federal Government of Somalia, op. cit.
- ⁹ Zainab Majoka (2017): This is likely to be an underestimate, since it did not include those inaccessible areas and nomadic groups.
- ¹⁰ Somali High Frequency Survey, Wave 1 Database (2016). Washington D.C.: World Bank, cited in Majoka (2017), op. cit.
- ¹¹ UNHCR, op. cit.
- ¹² Both covariate (at the community or systemic level — natural disasters, conflict, macroeconomic shocks) and idiosyncratic (at the household level — illness or death of breadwinner, loss of livelihoods, accident at work).
- ¹³ OCHA (2017). This was evident from the impact of the 2016–2017 drought, when the number of people in a state of emergency (IPC Phase 4) increased more than tenfold from 83,000 to 866,000 in just 10 months. By that time, half the population required humanitarian assistance, including 3.3 million who required urgent life-saving assistance.
- ¹⁴ Majoka (2017), op. cit.
- ¹⁵ UNICEF (2017), Somalia Education Baseline Survey 2017.
- ¹⁶ UNICEF (2017), Somalia Education Strategy Note 2018–2020.
- ¹⁷ UNICEF, *ibid*.
- ¹⁸ UNICEF (2016), Situation Analysis of Children in Somalia, https://www.unicef.org/somalia/SOM_resources_situationalanalysis.pdf.
- ¹⁹ United Nations General Assembly Security Council (2017). Children and Armed Conflict: Report of the Secretary-General.
- ²⁰ *Ibid*.
- ²¹ UNICEF (2018). Somalia Humanitarian Situation Report, https://www.unicef.org/somalia/SOM_sitrep4_Apr2018.pdf.
- ²² Federal Government of Somalia, op. cit.; Smith, op. cit.
- ²³ Child-sensitive social protection systems mitigate the effects of poverty on families, strengthen families in their child care role, and enhance access to basic social services for the poorest and most marginalised. Since many at-risk children live outside family care, child-sensitive social protection systems must be responsive to this vulnerable group, as well as to children who face abuse or discrimination at home.
- ²⁴ Federal Government of Somalia, op. cit.
- ²⁵ United Nations (2006). Convention on the Rights of Persons With Disabilities, <http://www.un.org/disabilities/documents/convention/convoptprot-e.pdf>.
- ²⁶ Smith, op. cit.
- ²⁷ UN OCHA, op. cit.
- ²⁸ Majoka (2017), op. cit.
- ²⁹ Federal Government of Somalia, op. cit.
- ³⁰ UN OCHA, op. cit.
- ³¹ UNDP Somalia (2017). Somalia Drought Impact & Needs Assessment: Volume I, <http://www.so.undp.org/content/dam/somalia/docs/key>.
- ³² UN OCHA, op. cit.
- ³³ World Health Organisation (WHO), (2018). Health Risks of Female Genital Mutilation, https://www.who.int/reproductivehealth/topics/fgm/health_consequences_fgm/en/.
- ³⁴ World Bank Open Data (2018). Somalia: Labor force participation rate, male (% of male population ages 15–64) (modeled ILO estimate) & female (% of female population ages 15–64) (modeled on ILO estimate).
- ³⁵ Smith, op. cit.
- ³⁶ UNDP (2014), Population Estimation Survey for Somalia. United Nations Population Fund, op. cit.
- ³⁷ UNESCO defines youth as persons between the ages of 15 and 24 years. The situation, significance, and experience of being young, however, are often a fluid and changing reality. In a post-conflict Somali context, it should be noted that the National

Youth Policy defines Somali youth as those between 15 and 40 years — from childhood to adulthood, from school to work, from dependence to independence.

³⁸ Majoka (2017), op. cit.

³⁹ Federal Government of Somalia, op. cit.

⁴⁰ UNHCR, op. cit.

⁴¹ Goodman and Majid, op. cit.

⁴² Federal Government of Somalia, op. cit.

⁴³ Goodman and Majid, op. cit.

⁴⁴ Majoka (2017), op. cit.

⁴⁵ UN OCHA, op. cit.; Smith, op. cit.

⁴⁶ UN OCHA, op. cit.

⁴⁷ Stephen Devereux and Rachel Sabates-Wheeler (2004). IDS Working Paper 232: Transformative Social Protection, https://www.unicef.org/socialpolicy/files/Transformative_Social_Protection.pdf.

⁴⁸ Somalia Social Protection Sub-working Group (2015). Social Protection in Somalia: Guidance Note for Planning and Programming.

⁴⁹ Daniel Maxwell and Merry Fitzpatrick (2012). The 2011 Somalia famine: Context, causes, and complications; Goodman and Majid, op. cit.; UN OCHA, op. cit.; MoHADM, op. cit.; Courtenay Cabot Venton (2018). Kenya Economics of Resilience to Drought in Ethiopia, Kenya, and Somalia, op. cit. Evidence is also emerging from the resilience consortia in Somalia of the value of some resilience programmes in mitigating the impact of the 2017 humanitarian crisis, as reported in Goodman and Majid, op. cit. The major role of remittances in mitigating poverty and vulnerability at the household level highlights the importance of regular and predictable income support in preventing poverty (Majoka, 2017), op. cit.

⁵⁰ Federal Government of Somalia, op. cit.; MoHADM, op. cit.; UNICEF (2013), op. cit.; UN OCHA, op. cit.; ACF/Adeso Africa (2014), op. cit.; European Union Communiqué on Resilience (2012); U.K. Department for International Development, Defining Disaster Resilience (2011); U.S. Agency for International Development, Building Resilience and Fostering Growth in the Horn (2012); United Nations Strategy for Enhanced Resilience in Somalia (2012).

⁵⁰ Goodman and Majid, op. cit.

⁵¹ Ibid.

⁵² UN OCHA, op. cit.

⁵³ International Labour Organisation (ILO) (2011), Social Protection Floor for a Fair and Inclusive Globalisation.

⁵⁴ ILO, op. cit.

⁵⁵ Social transfer programmes — mostly cash-based — are a key building block for emerging social protection systems globally, are relatively more straightforward to establish, and impact all multi-dimensional areas of poverty. These instruments can achieve all functions of social protection, including overcoming inequalities (although of course they will be most successful when integrated with other policies addressing other aspects of economic and social vulnerability).

⁵⁶ Smith, op. cit.; Somalia Social Protection Sub-Working Group, op. cit.; ACF/ADESO, op. cit.; Goodman and Majid, op. cit.

⁵⁷ Goodman and Majid, op. cit. The Productive Safety Nets Programme in Ethiopia and the Hunger Safety Nets Programme in Kenya are two such examples.

⁵⁸ ILO (2012). Social Protection Floor Initiative, https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---soc_sec/documents/publication/wcms_207781.pdf.

⁵⁹ See, for instance, African Union Technical Discussion Paper, ‘Children and Social Protection Systems: Building the African Agenda’, prepared jointly by the African Union Commission and UNICEF. UNICEF and World Bank (2013), Common Ground. UNICEF and World Bank, Approaches to Building Social Protection Systems. Brief. Stephen Devereux and Rachel Sabates-Wheeler (2009): ‘Transformative Social Protection’. Working Paper, IDS.

⁶⁰ Smith, op. cit.

⁶¹ This is an approximation, as most of the programmes target households and not individuals. The average household size is assumed to be six. This number is calculated by adding up the households covered by each organisation.

⁶² Majoka (2017), op. cit., Goodman and Majid, op. cit.; ACF/ADESO, op. cit. The Productive Safety Nets Programme in Ethiopia and the Hunger Safety Nets Programme in Kenya are two such examples.

⁶³ Further details on international actors that play a role in the delivery of cash transfers and ‘safety nets’ can be found in the desk review conducted as part of this policymaking process.

⁶⁴ Majoka (2017), op. cit. According to World Bank research conducted in 2016, 88 percent of Somalis above the age of 16 own at least one SIM card, and 83 percent of SIM card owners use mobile money.

⁶⁵ Sherine El Taraboulsi-McCarthy (2017). A kingdom of humanity? Saudi Arabia’s values, systems and interests in humanitarian action. Humanitarian Policy Group. September. London: Overseas Development Institute.

⁶⁶ Majoka (2017), op. cit.

⁶⁷ Federal Government of Somalia, op. cit.

⁶⁸ African Union (2008). Social Policy Framework for Africa, <https://www.un.org/esa/socdev/egms/docs/2009/Ghana/au2.pdf>. This is in line with Convention 102 of the ILO, which sets the provision of ‘universal access’ to social protection in order that all elderly people, children, and people with disabilities enjoy income security, and with the concept of ‘social protection floors’ in ILO Recommendation 202 of 2012. Social protection floors are ‘nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion’.

⁶⁹ Federal Republic of Somalia (2012). Provisional Constitution, <http://hrlibrary.umn.edu/research/Somalia-Constitution2012.pdf>.

- ⁷⁰ African Union (2014). Agenda 2063: The Africa We Want, https://au.int/sites/default/files/documents/33126-doc-ten_year_implementation_book.pdf.
- ⁷¹ Federal Government of Somalia, op. cit.
- ⁷² For further details on the background of the institutional frameworks of social protection, please refer to the June 2018 desk review conducted as part of this policymaking process.
- ⁷³ ReDSS/Samuel Hall (2016). Review of Durable Solutions Initiatives in East Africa and the Horn of Africa.
- ⁷⁴ A European Commission Humanitarian Aid Office-funded study in 2018 has confirmed that biometric (fingerprint) data could have potential to serve as a functional identification for identification of households and beneficiaries across programmes in the interim while government policy on identification develops. There are limitations, however, for using this as verification during social transfer benefit distribution, as mobile money transfer services are not currently equipped with this technology.
- ⁷⁵ World Bank, International Organisation for Migration, UNDP, and Terra Incognita (2016): Toward a Somali Identification System: ID4D Diagnostic, <http://pubdocs.worldbank.org/en/185701524689472792/Somalia-ID4D-Diagnostic-Web040418.pdf>.
- ⁷⁶ In 2015, the World Bank estimated the extreme poverty line in Somalia is estimated at \$US 1.90 per capita per day.
- ⁷⁷ The FGS recognises that it is not a case of graduating these households from support, but of continuing support most appropriate to the longer-term needs of these households.
- ⁷⁸ In other contexts, households with young children, persons with disabilities, and the elderly are among commonly chosen vulnerable groups. While there is some waste in making those who are better off eligible for these benefits, this reduces exclusion error and also helps build political support for future allocation of resources (Goodman and Majid, op. cit.).
- ⁷⁹ Cabot-Venton, op. cit.
- ⁸⁰ With the latter, this gives the potential for pre-registering households in highly vulnerable zones.
- ⁸¹ Goodman and Majid, op. cit.
- ⁸² A key objective of the programmes launched under the Somalia Development and Reconstruction Fund in 2017 is youth employment.
- ⁸³ To include MoHADM, MoPIED, MoLSA, Ministry of Interior and Federal Affairs, Ministry of Finance, Ministry of Energy and Water Resources, Ministry of Agriculture, Ministry of Health, Ministry of Education, Ministry of Public Works and Reconstruction, and Ministry of Women and Human Rights.
- ⁸⁴ The World Bank Group (2016). GDP (current US\$); Somalia Agricultural Sector Survey, cited by the Federal Government of Somalia, op. cit.
- ⁸⁵ Nisar Majid and Stephen McDowell (2014). Hidden Dimensions of the Somalia Famine.
- ⁸⁶ Federal Government of Somalia, op. cit.
- ⁸⁷ Ibid.
- ⁸⁸ World Bank (2016). Somalia Overview, https://drive.google.com/file/d/1422_voTdTAGHMKq3DkWICfcMG7ikmVAs/view.
- ⁸⁹ Federal Government of Somalia, op. cit.
- ⁹⁰ Ibid.
- ⁹¹ Ibid.
- ⁹² MoHADM, op. cit.
- ⁹³ World Food Programme Somalia (2018). Country Brief, https://docs.wfp.org/api/documents/WFP-0000103396/download/?_ga=2.820849.1906249666.1553168053-769461448.1553168053; MoHADM, op. cit.
- ⁹⁴ Smith, op. cit.
- ⁹⁵ Federal Government of Somalia, op. cit.
- ⁹⁶ National Global Acute Malnutrition (GAM) prevalence rates the drought of 2011 with the highest GAM levels, with a median of 30 percent. This decreased to below the critical threshold of 15 percent in 2014 and 2015. Despite the drought of 2016 and 2017, GAM levels did not increase to 2011 levels.
- ⁹⁷ MoHADM, op. cit.
- ⁹⁸ Federal Government of Somalia, op. cit.
- ⁹⁹ Somali High Frequency Survey, Wave 1 Database (2016), op. cit.; Federal Government of Somalia, op. cit.
- ¹⁰⁰ Federal Government of Somalia, op. cit.; World Bank (2016). Somalia Overview, op. cit.; Goodman and Majid, op. cit.
- ¹⁰¹ UN OCHA (2017), op. cit.
- ¹⁰² Ibid.
- ¹⁰³ MoHADM, op. cit. According to the World Bank's Natural Hotspots Study, 43 percent of Somalia's land area is exposed to flooding and drought, exposing 54 percent of the population to extreme weather and natural risks.
- ¹⁰⁴ MoHADM, op. cit. Climate change predictions derived from Somalia Water and Land Information Management (2002–2012), National Adaptation Plan of Action, and neighbouring countries show that Somalia is likely to experience a steady increase in temperature, rising to 3.2 degrees Celsius by 2080. A gradual increase in total rainfall is expected in Somalia, with increasing seasonal variability and increasing frequency and severity of future droughts and flash floods.
- ¹⁰⁵ Goodman and Majid, op. cit.
- ¹⁰⁶ MoHADM, op. cit.; Majoka (2017), op. cit.
- ¹⁰⁷ MoHADM, op. cit.
- ¹⁰⁸ UNDP (2015), op. cit.
- ¹⁰⁹ Daniel Maxwell and Nisar Majid (2016). Another Humanitarian Crisis in Somalia? Learning from the 2011 Famine, <http://riftvalley.net/download/file/fid/3388>.

¹¹⁰ UN OCHA (2017); WHO (2017), op. cit.

¹¹¹ Goodman and Majid (2017).

¹¹² MoHADM, op. cit.

¹¹³ Ibid.

¹¹⁴ Majoka (2017).

¹¹⁵ U.K. Department for International Development (2011), op. cit.

¹¹⁶ UN OCHA, op. cit. In 2017, the upsurge in displacement caused by drought and conflict doubled the estimated number of those internally displaced by previous crises in Somalia to above 2 million.

¹¹⁷ MoHADM, op. cit.

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