

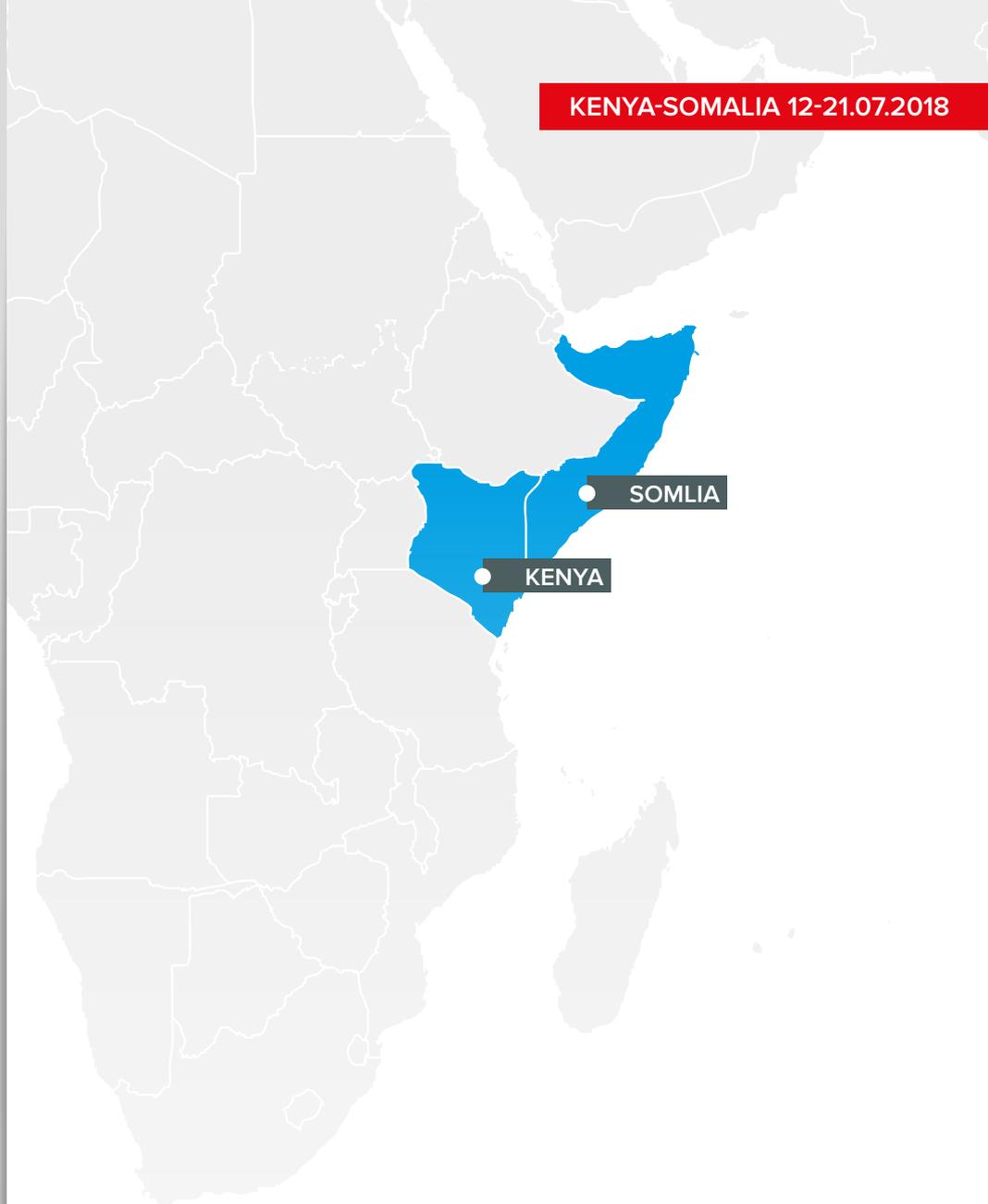


Global Protection Cluster

MISSION REPORT

KENYA - SOMALIA

KENYA-SOMALIA 12-21.07.2018



GPC CASH AND PROTECTION ADVISER MISSION REPORT

A OVERVIEW

In April 2018, the Somalia Protection Cluster expressed its interest in a GPC support mission with the objective of developing a Protection Mainstreaming action plan as part of the Somalia HCT Protection Strategy. Given the size of Cash-based Interventions in Somalia (ca. \$600 million in 2017), the Somalia Protection Cluster suggested adding a Cash and Protection Adviser to the mission to explore incorporating the element of cash and protection risk analyses, feedback mechanisms, and protection mainstreaming in cash-based interventions in the protection mainstreaming action plan. Additionally, following discussions with ECHO, the Cash and Protection Adviser was requested to conduct a learning event on 'cash for protection' for the Nairobi-based Cash Working Group and other relevant actors.

Global Protection Cluster

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Cash seems to be the default modality in humanitarian response in Somalia, used mainly to achieve food security and livelihoods objectives, mostly through unconditional transfers, with pockets of conditional cash transfers, ie. cash for work, cash for education, cash for training and as start-up capital for business.

Decisions on humanitarian assistance is based on the IPC – the integrated food security phase classification.¹ Subsequently, food security targeting for cash assistance is based on food security-related criteria. Those who do not meet these criteria but have other types of needs, including protection needs, may not be enrolled as beneficiaries. Discussions with partners did not establish conclusively if there's a referral or other cross-cluster mechanism that enables referral of these individuals to other clusters, state institutions, civil society organizations, other entities. The IPC targets food insecure communities but the question of how to integrate these cross-cutting issues, such as protection and gender, in other words to look beyond the numbers of assisted people, is a work in progress, ie. alongside IPC criteria the Food Security Cluster must bear in mind the causes of food insecurity. A good example of where this happened is during the flood response the food security cluster included people who were displaced even though the IDPs may not have met the IPC criteria for assistance.

Based on discussions with clusters and partners, cash is the modality preferred by affected people although it is recognized that they may have not been systematically consulted about their preferences.

The benefits of cash transfers are always contrasted with in-kind food assistance, where the latter raises a number of protection risks around the safety and security of beneficiaries due to inadequate crowd control, exposure to confiscation and threats from armed groups; meanwhile, cash reportedly does not give rise to these risks and is perceived as more discreet, easy to monitor and the risk of diversion is more manageable as mostly mobile money transfers are used. This further contributes to consolidating the value of cash transfers as a preferred response modality.

There seems to be no coherent and systematic discussions at the cluster/inter-cluster level on protection and cash, either as part of a mainstreaming approach or using cash specifically for protection objectives and outcomes. On the other hand, without a good understanding of the causality of the most common / prioritized protection risks, their drivers and factors influencing them at micro, meso and macro level it may be a challenge to determine which protection concerns can be addressed by CBI and which by other types of response and why. **Given that the majority of cash assistance is used to achieve food security and livelihood objectives it may be useful to explore how CBIs with food security objectives can more concretely incorporate protection objectives into programme design and analysis, ie. through identifying and mapping of factors that are common drivers of protection risks within FSL as well as across clusters.**

Discussions also suggest that partners do not always systematically consider and analyze protection risks, mitigation measures and benefits of CBIs, particularly at the programme design stage. Risk is seen as an inherent feature of any humanitarian response. It was not possible to conclusively establish how partners identify protection risks, what type of data is available to understand and mitigate protection risks on an ongoing basis, and how partners use this data. At a minimum, **protection risks and benefits analysis should be incorporated as an integral part of the Programme Cycle Management, in particular at the design and the Post-distribution Monitoring (PDM) phase.**

PDM is reportedly conducted a day after cash distribution but also at later stages, ie. if security or logistics-related challenges arise. PDM questionnaires vary per agency but largely inquire about consumption patterns – what the majority of cash was spent on. Subject to agency PDM methodology, some of the protection issues mentioned

¹ <http://www.ipcinfo.org/ipcinfo-website/ipc-overview-and-classification-system/en/>

by partners, such as working children being the main breadwinners in the household, may or may not surface. **Questions related to whether cash assistance had any influence in reducing or increasing negative coping mechanisms may not be systematically included in the PDM questionnaires. The understanding of the causality of certain harmful coping strategies seems also limited but is crucial that the understanding increases,** particularly of issues highlighted as priorities in the Somalia HCT Centrality of Protection Strategy, ie. why certain groups are systematically excluded from assistance, why certain locations / IDP settlements have consistently high rates of SGBV, etc.

The exclusion of vulnerable groups from cash assistance occurs but it is unclear how regularly, reportedly because of a systematic overlooking of the most vulnerable groups by aid workers themselves, with humanitarian actors focusing more on accessible areas and 'managed' by gatekeepers who are easier to deal with and/or by local authorities making decisions on who gets what and where. On the other hand, at times communities found their own ways of balancing exclusion by humanitarian actors, ie. one PDM found out that the beneficiaries received 50% of the transfer amount; upon further inquiry with the community leaders it was established that 50% of the transfer was donated to the community pool fund with a comment that the community has its own targeting criteria. A lot of learning has taken place in relation to exclusion, including among donors. For instance, for ECHO any new project would request partners to provide the GPS of the location, the history of the IDP settlement, displacement profile and history, documented issues of exclusion, history of eviction, gap analysis, etc.

The Somalia Protection Cluster is in the process of setting up a country-wide monitoring system which hopefully will be able to flag issues of exclusion in a more structured manner. Formal joint analysis can be included as an action point in the protection mainstreaming plan, so even looking at data together might address some of these exclusion issues.

In 2018, the FSL cluster published community-based targeting guidelines which rely on community leaders to identify vulnerable households for assistance. The approach to vulnerability and targeting will largely remain tied to a project objective and its specific criteria. The guidelines are expected to help identify through an established list of questions which community leader is missing when beneficiaries are being selected at the community level, as they are based on an assumption that if the leader is not represented then his people will not be represented and subsequently targeted.

C CASH COORDINATION

The Somalia Cash Working Group continues to be based in Nairobi, unlike the ICCG, which is based in Mogadishu. The CWG is a service provider to ICCG and its role is to provide technical support to ICCG and it may be useful to consider how the CWG can move closely to the operational decision making in Mogadishu..

D BEYOND HUMANITARIAN CASH TRANSFERS

There is a feeling that discussions and action need to shift from humanitarian cash transfers towards market-based programming and broadly towards longer-term solutions – what value are we bringing to the markets, how do humanitarian cash transfers contribute to market development, what's their impact on participation as citizens and social inclusion, etc.? In particular, there is a need to explore linkages with the durable solutions programme framework of the DSRSG/RC/HC, especially with priorities related to goods, services and labour markets in urban but also rural areas and what role CBIs might have in advancing solutions.