



Environmental and Social Review Summary  
Appraisal Stage  
**(ESRS Appraisal Stage)**

Draft

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**BASIC INFORMATION**

**A. Basic Project Data**

Country	Region	Project ID	Parent Project ID (if any)
Somalia	Africa	P171346	
Project Name	Somalia: Shock-Responsive Social Safety Net Project		
Practice Area (Lead)	Financing Instrument	Estimated Appraisal Date	Estimated Board Date
Social Protection & Jobs	IPF	2 July 2019	8 August 2019
Borrower(s)	Implementing Agency(ies)		
Federal Government of Somalia	Ministry of Labour and Social Affairs		

Proposed Development Objective(s)

The project development objectives are to “provide emergency cash transfers to targeted poor and vulnerable households; and develop a scalable and shock-responsive national social safety net program”.

Financing (in USD Million)	Amount
<b>Total Project Cost</b>	

**B. Is the project being prepared in a Situation of Urgent Need of Assistance or Capacity Constraints, as per Bank IPF Policy, para. 12?**

Yes  
A project is eligible under this policy exception when the borrowers/recipients are deemed to: (i) be in urgent need of assistance because of a natural or man-made disaster or conflict; or (ii) experience capacity constraints because of fragility or specific vulnerabilities (including for small states). The proposed Shock Responsive Safety Net for Human Capital Project (SNHCP) meets both of these criteria.

Somalia is in urgent need of assistance to mitigate famine and malnutrition risks of the 2019 drought in the coming months. Less than two years after the last drought in 2016/17, 1.7 million people in Somalia are now estimated to be in crisis (IPC 3) and emergency (IPC 4) levels of food insecurity, due to late/below average rains for the last two seasons. Similarly, the country continues to face severe constraints in its capacity to deliver basic social services, including social safety nets, and respond to drought risks. As such, a deferral of the production of social risk management instruments until after the board date has been sought.



### C. Summary Description of Proposed Project [including overview of Country, Sectoral & Institutional Contexts and Relationship to CPF]

**Vulnerability in Somalia is multi-dimensional and poor households are more likely to be deprived beyond monetary poverty, including literacy and education attainment, labor force participation, access to quality housing and improved water and sanitation.** This deprivation holds both within and across regions. For example, nearly half of the population does not reach average consumption of food items, confirming the dire living standards of most Somalis. While gender is not a predictor of monetary poverty in the Somali context, fewer women have access to education (55 percent of women have no education as compared to 40 percent of men) and social norms constrain their access to jobs and economic opportunities. Overall, 9 in 10 Somali households lack in at least one of these dimensions. Moreover, vulnerability is directly linked to poverty incidence: the population clustered above the poverty line is naturally vulnerable to falling into poverty in case of an unexpected decrease in consumption levels. Thus, in addition to 7 in 10 people being below the poverty line, a further 1 in 10 people are vulnerable to falling below the poverty line during a shock.

**Somalis are vulnerable to various covariate (i.e. natural disasters and epidemics) and idiosyncratic (i.e. injury, death or unemployment) shocks, which threaten their well-being.** Almost two in three Somali households (66 percent) reported experiencing at least one type of shock in the past 12 months. Due to the 2016/17 drought, most of the reported shocks were related to fluctuation in climate and its impact on livelihoods and the economy. Given the agro-pastoralist economy of Somalia, household welfare is closely linked with changes in rain patterns. Of those who experienced a shock, one in two households reported suffering from drought impacts, while one in four households reported loss of crops or livestock and shortage of water for farming or cattle. One in every five households experienced high food prices; and two out of five Somali households experienced multiple types of shocks within a year. The negative impact of each shock is greater if a household experiences multiple types of shocks simultaneously, as it leads to accumulation of vulnerabilities.

**The proposed operation will seek to bridge the humanitarian-development divide by responding to the current drought, while laying foundation for a national social safety net system.** The project will take advantage of the opportunities presented by existing humanitarian cash transfer (CT) interventions to respond quickly to the impending emergency. At the same time, it will support a gradual shift from the purely humanitarian approach to crisis response to instituting government capacity and systems for sustainable social protection, with the aim of building household, community and institutional resilience.

**The SNHCP would provide poor and vulnerable households nutrition-linked cash transfers to meet their immediate consumption gaps and protect against food insecurity and malnutrition risks expected because of the developing drought in 2019.** With a view towards longer-term development, it would also support efforts by the FGS to strengthen institutional resilience and establish the basic delivery mechanisms of a national social safety net system. Further, the project would build on the experiences and lessons learned to date of partners in Somalia providing humanitarian assistance and safety net support, taking into account the findings and recommendations of the numerous research work in the country to ensure a flexible and “learning-by-doing” approach. As such, it would gradually scale up what works, adjusting design during implementation, as needed.



**The SNHCP is well aligned with the World Bank’s Systematic Country Diagnostics (SCD) undertaken in 2018 and Country Partnership Framework (CPF) approved in 2019.** The SCD notes that “a well targeted and effective social protection program adaptable to local contexts is an over-arching objective to avoid famines and open a path to sustainable poverty reduction and shared prosperity. It would also help build trust in state-run programs, and ultimately in state authority.” The CPF also highlights scalable and reliable safety net system as a key contributor to one of its two objectives, i.e. to improve delivery systems for inclusive social services. As such, it notes the need for the “Bank team [to] start work, together with international donor and humanitarian partners, to build the systems of government necessary to leverage existing cash-transfers towards a more sustainable social safety net system able to respond to shocks.”

**The proposed Project would pursue the following objectives:**

- a) To provide cash transfers to targeted poor and vulnerable households; and
- b) Establish the key building blocks of a national shock-responsive safety net system.

Project Components: the project is to be delivered through three components: (a) Nutrition-linked Unconditional Cash Transfer, (b) Delivery Systems and Institutional Capacity Building, and (c) Project management, Monitoring and Evaluation, and Knowledge Management.

**Component 1: Nutrition-linked Unconditional Cash Transfers (US\$53 million equivalent)**

This Component would provide unconditional cash transfers to households that are chronically poor and vulnerable to drought and malnutrition and link them to complementary nutritional support programs. The objectives of the component are: (i) support households to strengthen their resilience and avoid negative coping mechanisms (e.g. selling off existing households’ assets) to meet escalating needs as a result of the drought in the short term; and (ii) promote human capital investment in the medium to long term by linking beneficiary households to complementary nutrition services (where it exists)<sup>1</sup> and continuing to smooth consumption gaps through predictable and reliable provision of cash transfer, even after drought risks are no longer present. Around 200,000 beneficiary households (approximately 1.2 million individuals)<sup>2</sup> with children under five years of age will receive a monthly payment of US\$ 20 delivered on a quarterly basis. The benefit size has been based on estimates and initial data on prices of the minimum expenditure basket (MEB) for food.<sup>3</sup> While food prices vary significantly by region and season, rough estimates indicate that a US\$ 20 benefit would cover on average about 50-70 percent of the MEB, based on the December 2018 price data. Mothers or female caregiver of the children would be the direct recipients of the transfer.

The Component would complement humanitarian assistance as a means of responding to the impending 2019 drought. Humanitarian agencies generally focus on areas experiencing emergency and crisis levels of food insecurity to prevent famine. At the same time, areas classified as “Stressed,” which cannot fully meet food consumption needs, are excluded from humanitarian assistance, and therefore, are at risk of worsening food conditions, if not protected. As such, this component would target poor and vulnerable households in “Stressed” (IPC 2) food conditions and would provide them cash transfers on a longer term. Further, by extending protection to the “Stressed” populations, Component 1 would

<sup>1</sup> It would also be expected that this could lead to an increased demand by households for nutrition services, thereby compelling service providers to expand coverage in rural areas.

<sup>2</sup> This assumes an average household size of 6 members

<sup>3</sup> MEB includes a household of six members with caloric needs for cereal, cowpeas, oil and sugar.



lessen the burden on the humanitarian assistance programs by preventing beneficiary households from reaching emergency and crisis levels of food insecurity.

The cash transfers would cover Somalia's six states (including Somaliland) and focus primarily on rural areas,<sup>4</sup> which are often in the "Stressed" category and are underserved by humanitarian assistance programs. Most humanitarian assistance covers urban areas and IDPs, and far less goes to rural and nomadic areas where around 50 percent of the population reside and experience chronic levels of food insecurity, as demonstrated by being predominantly in the IPC 2 category. Cash transfers under Component 1 would therefore prioritize rural areas to ensure that benefits are provided to the under- or un-served. Districts selection will be based on a distress index as described in the targeting methodology in annex 3.

Implementation of Component 1 will be supported by WFP who will be contracted by MoLSA under a service contract arrangement to deliver nutrition-linked cash transfer. To enhance the visibility of the role of FGS in delivering assistance to its people, WFP will make clear that this is a Government project through its sensitization and communication to communities and the general public. The operational cycles for the cash transfer would include: communication, registration of potential beneficiaries, enrolment and issuance of program card, payment delivery, grievance redress and monitoring and documenting lessons learned. These delivery processes will benefit from WFP's experience in Somalia and their well-developed SCOPE technology. The WFP will maintain the database of the project beneficiaries and this will be migrated to MoLSA once the Government's capacity to manage the database is in place. While maintaining the database on behalf of the FGS, WFP will apply its established personal data protection and privacy processes, that are aligned with the 2017 WFP corporate guideline (further details are provided in annex 2).

WFP has a partnership with a local subsidiary of Standard Chartered Bank (Amal Bank) for the distribution of cash under this component. Standard Chartered operations will be enhanced through community consultations and verification processes by local NGO service providers recruited through the WFP systems in accordance with their procurement guidelines. Standard Chartered Bank subsidiaries and the local NGO service providers will provide their own security on their operations. These security operations will be required to adopt processes outlined in the WFP Safe Delivery Handbook.

### **Component 2: Delivery Systems and Institutional Capacity Building (US\$ 6 million equivalent)**

Component 2 would establish the key building blocks of a SP delivery system and advance policy development, as well as strengthen institutional capacity of relevant government ministries to manage and implement it. The objective of the component is to build capacity of FGS/MoLSA to gradually take over full management and implementation of a safety net program and form the foundation for a more comprehensive social protection system in Somalia. The component will provide policy support; technical assistance for the development of safety net delivery systems: a unified social registry, MIS, operational procedures for registration, enrollment, targeting, grievance redress, payment delivery, monitoring, community outreach and information campaign; and capacity building activities.

The Component will be implemented with technical assistance and implementation support by UNICEF. UNICEF will be contracted by MoLSA under a service contract arrangement to provide technical assistance (TA) for the establishment

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<sup>4</sup> For example, Banadir will not be covered under Component 1 because it is an urban municipality with strong presence of humanitarian agencies



of the building blocks of a national SP system and institutional capacity building through training and other related services. Detailed descriptions of the specific activities are provided in annex 3.

The backbone of an effective and scalable social protection system is a unified social registry. This component would support the development of a consolidated beneficiary list which would serve as a first step towards a national unified social registry that in the future can also be used for coordinated service delivery to the poor and vulnerable and emergency assistance, thereby bridging existing humanitarian and development efforts. Several humanitarian and development agencies maintain separate lists of beneficiaries, but these are uncoordinated, which raises concerns of effectiveness and targeting. The activity would provide a platform for consolidated beneficiary lists across programs, enhance coordination and collaboration and improve efficiencies.

Activities under this Component will be closely coordinated with the Somalia Cash Working Group and the Technical Assistant Facility (TAF) supported by donors to enhance alignment and coordination of cash transfer programs. They will also benefit from several World Bank supported interventions such as the foundational ID initiative and the regulatory framework of the ICT sector, under the Somalia Capacity Advancement, Livelihoods and Entrepreneurship, through Digital Uplift Project (SCALED-UP, P168115), and would draw on the technical expertise of Government experts, mobile networks operators, financial service providers, technology service providers, etc.

Support to the above activities would be led by the FGS and would seek to reach an arrangement to define the role and working relation between the federal and regional/state levels in delivering safety net programs. These would be undertaken through an inclusive dialogue to define the governance structure and roles between the federal and regional/state levels. The component will also support consultation with the private sector, humanitarian and development partners, NGOs, and civil society organizations. These would be supported through extensive consultations, workshops and round table discussions. The purpose would be to ensure sustained commitment from all stakeholders to the common vision of supporting Somalia to establish a sustainable SP system.

### **Component 3: Project Management, Monitoring and Evaluation, and Knowledge Management (US\$ 6 million equivalent)**

Component 3 would establish a Project Implementation Unit (PIU), strengthen MoLSA's coordination arrangements, promote learning and knowledge management through robust M&E and support explore a design of a pilot productive safety net targeted at youth. Specifically, the PIU would be established at the federal level during the first year. Subsequently, separate antenna PIUs or Focal Points will be created in each of the member states. Focus would also be given to strengthening MoLSA's coordination arrangements within other ministries and stakeholders at the federal level, and between the federal level and the member states at the local level.

The federal PIU structure will be as follows. It will be headed by a Project Manager/coordinator and will include an Operations Officer, Communication Officer, MIS Officer, GRM and social specialist, M&E Officer, Financial Management Officer and Procurement officer. The composition of the Focal Points at the member state level will be formed after consultation with State Governments and will be informed by the agreed implementation and governance structure of the national safety net program.

The PIU will support MoLSA for the day-to-day management of the project, coordination with other stakeholder and for the project monitoring and evaluation. The component will finance the establishment of the PIU/s, training of government officials and PIU staff, office equipment and operating cost, as relevant. Additionally, the component will finance the contract of the Third-Party Monitoring (TPM) firm.



Knowledge management and learning activities would also be supported by Component 3. This would include documenting the lessons and experiences of implementation of the project, which is expected to promote learning by doing and adjustments to project design, as well as knowledge dissemination. The activities carried out under this component will contribute to the global knowledge on designing and implementing SP interventions in FCV contexts.

The component will also support the design and preparation of a pilot productive safety net activity targeting youth. It is expected that this will be rolled out using additional financing, and/or external financing by development partners. This will support Government capacity to test other forms of productive safety net interventions to address multiple vulnerabilities.

#### **D. Environmental and Social Overview**

##### **D.1. Project location(s) and salient characteristics relevant to the ES assessment [geographic, environmental, social]**

The project will be implemented in areas of fragility due to endemic poverty, acute drought and protracted conflict and insecurity which may make direct access to beneficiaries challenging. Component 1 of the project will provide unconditional cash transfers in remote areas of rural Somalia. Specifically, the project is seeking to extend successful cash transfer programs already operating throughout Somalia through the provision of longer-term support which is shown to improve resilience of communities in the longer-term to periodic shocks such as those caused by drought.

Somalia operates under a complex system in which the way traditional clan and sub-clan dynamics interact with the formal machinery of state is still emerging against a backdrop of recent conflict, poverty and continuing instability. In addition, gender dynamics in Somalia can be restrictive for the target beneficiaries of the project.

Most livelihoods in rural Somalia rely on agriculture or pastoralism. Much of Somalia is arid or semi-arid making the agricultural output of the country marginal in many years. As rains have failed over the last 24 months, much of Somalia is drought affected exacerbating endemic poverty and threatening to undermine recent stability.

##### **D. 2. Borrower's Institutional Capacity**

The implementing agency for the project is the Ministry of Labour & Social Affairs (MoLSA). This is Bank's first project with the Ministry. The client therefore has limited capacity to apply Bank's ESF on the project.

MoLSA has created a joint program steering committee on social protection which is chaired by MoLSA and includes representatives of Ministry of Planning and Economic Development, Ministry of Humanitarian Affairs and Disaster Management, Ministry of Education, Ministry of Health and Ministry of Agriculture

As the client and regional governments lack the capacity to manage E&S risks on a project such as this, the project design relies heavily on high capacity implementing partners. However, the government will be the recipient of the IDA grant and will sign service contracts with WFP and UNICEF, both of whom have good capacity and existing procedures to implement the respective components and activities. The project will use WFP and UNICEF systems variously for beneficiary selection, development and management of applicant database, social accountability, monitoring, capacity building and grievance redress. The MoLSA, having worked with the UNICEF and WFP in similar interventions has adequate capacity to coordinate project activities. With the implementation of Component 3, MoLSA's capacity to implement and coordinate E&S risk will be strengthened.



For Component 1, WFP is the implementing partner of FGS. They have the existing partnerships (standard bank) and experience in the social, cultural, security and political economy analysis necessary to inform the design and implementation of this project. As noted, it is central to the viability of risk management on this project that the implementation of component 1, which carries the majority of the social risks, has been outsourced to a high capacity implementing partner with a proven track record for managing unconditional cash transfers in rural Somalia. The WFP have been managing unconditional cash transfers in Somalia as part of drought response for more than ten years. To do so they have developed procedures for managing the security risks for the project implementers, risks posed by security forces to the community, and the secondary risks that operating in an insecure environment can have on the project's efficacy (such as elite capture, or diversion of funds) laid out in their Safe Distribution Handbook. Moreover, WFP systems are at their very core intended to maximise the efficiency of targetting, avoid capture, avoid community conflict and ensure intended beneficiaries are reached. In addition, WFP have a well established, tested and effective system for managing gender-based violence when it occurs in the project area. As such, the project will rely on WFPs systems and practices, augmented where necessary. As such the social management plan developed for this project will largely catalogue existing WFP systems and any additional measures required to effectively manage identified risks.

The efficacy of WFP operations in Somalia at managing these risks have been demonstrated through intensive monitoring for the 10 plus years they have been employing cash transfers for drought relief. Large donors to WFP operations in Somalia (such as UK's Department of International Development (DFID) and United States Agency for International Development (USAID)) have established robust monitoring systems which have been continuously operating for a number of years. These systems have been analysed by the Bank and found to be strong and include measures acceptable for reporting cases of GBV where they occur. In addition to the existing robust systems for monitoring WFP operations in Somalia, for this project a Third-Party Monitoring (TPM) agency will be recruited by MoLSA to undertake quarterly monitoring and verification of the cash transfer component. The TPM will verify the targeting mechanism, beneficiary identity verification, compliance of the payment delivery agents, and to collect beneficiary feedback. Their role in the management of E&S risk is being considered.

For Component 2, UNICEF have the experience, expertise and networks to implement a technical assistance component in Somalia. Collectively, as funds and programmes under the United Nations umbrella they have access to the security apparatus necessary to undertake operations in this complex operating environment and manage the low level of risk identified.

Component 3 would establish a Project Implementation Unit (PIU). Specifically, the PIU would be established at the federal level at MoLSA during the first year. Subsequently, separate antenna PIUs or Focal Points would be created in each of the member states. Focus would also be given to strengthening MoLSA's coordination arrangements within other ministries and stakeholders at the federal level, and between the federal level and the member states at the local level. The federal PIU will be headed by a Project Manager/coordinator and will include an Operations Officer, Communication Officer, MIS Officer, GRM and social specialist, M&E Officer, Financial Management Officer and Procurement officer. The composition of the Focal Points at the member state level will be formed after consultation with State Governments and will be informed by the agreed implementation and governance structure of the national safety net program.

## **II. SUMMARY OF ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS**





**A. Environmental and Social Risk Classification (ESRC)**

Substantial

**Environmental Risk Rating**

Low

The project will have a minimal impact on the environment. Cash transfers have minimal adverse impact on the environment. While Component 2, exclusively focused on technical assistance, will generate some e-waste through the purchase of computers for the FGS, the amount produced is likely to be minimal and the management of the waste a relatively simple matter in Somalia. As such, the project environmental risk is assessed as **low**.

**Social Risk Rating**

Substantial

Component 1 of the project will see unconditional cash transfers issued to women and children in rural Somalia. This carries risks of gender-based violence, exclusion, selection bias, elite capture, access to the site for project delivery and monitoring and the possibility of inward migration upsetting the delicate socio political balance of the project area. Collectively, and given the use of implementing partners with a strong track record and systems for managing these risks, they are considered to be moderate. However, the contextual risks (including security) of operating in a conflict zone with complex social dynamics, where community consultations, oversight and possible variable capacity of implementers to identify, understand and overcome social risks means the risk rating has been increased to **substantial**.

**B. Environment and Social Standards (ESSs) that Apply to the Activities Being Considered**

**B.1. General Assessment**

**ESS1 Assessment and Management of Environmental and Social Risks and Impacts**

**Overview of the relevance of the Standard for the Project:**

The project shall ensure that any e-waste generated from project funding is segregated from other forms of waste and is taken to licensed refurbishers, collection centers or recyclers. Details to guide this should be included in the Project Operations Manual.

The project will be implemented in areas of fragility due to endemic poverty, acute drought and protracted conflict and insecurity which makes direct access to beneficiaries challenging. Against this backdrop, the major social challenges identified are:

**Exclusion:** The security and other challenges associated with working in rural Somalia make effective stakeholder engagement and community participation very challenging. As such, the challenges of ensuring the project reaches vulnerable community members (such as minorities, people with disabilities or widows present in any cash transfer project) are amplified.

**Mitigation:** In Somalia, community participation has been more robust in rural areas than in Urban and is used extensively by WFP on like projects. The WFP guidelines for community participation (adopted by the Somalia Food Security Cluster) in targeting uses a community driven process for identifying vulnerable people at risk of exclusion. To monitor the application and effectiveness of the targeting process the WFP carries out their own monitoring, of this system and where they are unable to carry out their own monitoring they use a monitoring contractor. Monitoring reports will be included in the SMP along with a detailed description of this process.



**Selection:** The project targets women and children at risk of malnutrition due to the drought. As such gender and other cultural dynamics will need to be managed to ensure transferred cash being captured by spouses, family, nominated caregivers, community leaders or armed groups but instead makes it to the intended beneficiaries.

**Mitigation:** WFP carries out periodic evaluations of intrahousehold dynamics including in Somalia seeking to better observe and understand this effect. After 10 years of administering cash transfer operations, WFP monitoring has not revealed an increase in intrahousehold abuse of the system including among spouses, family members or caregivers. However, this does remain of potential concern and hence WFP monthly monitoring screens for this effect.

External capture has been observed both in terms of soliciting kickbacks and favoring one group of beneficiaries. To combat this, the WFP has developed a robust and multitiered monitoring system including hotline for anonymous reports. Where offenders are individuals, they are dismissed, or where the problem is systemic, contracts with implementing partners may be terminated and the matter is addressed with local authorities. Note WFP has not encountered this impact in their operations in Somalia.

As WFP has a requirement to monitor their operations, they do not work in areas controlled by armed groups in Somalia. Similarly, capture by armed groups has not been a problem observed in parts of Somalia with elevated levels of lawlessness. The small amount of the cash transfer (\$20 per month) is also seen as a mitigation measure for this effect.

**Remoteness:** The unconditional cash transfer system employed on this project has been used more in urban and peri-urban areas of Somalia than rural areas to date. While the methodology has been tried and tested in rural areas of Somalia, the cultural differences between rural areas creates a different set of challenges to urban environments which if not managed could complicate project implementation.

**Mitigation:** The unconditional cash transfer system was designed to operate in both rural and urban areas and has been tried and tested in rural areas in Somalia and has been found to work well. In practice, community cohesion is often stronger in rural areas than urban areas which adds to the effectiveness of the targeting and enrollment process. There are cultural differences between the rural areas and the WFP's use of local NGOs with operational knowledge of how to navigate these cultural differences is the principle mitigation measure along with the robust consultation process outlined below.

**Systemic Weakness:** As noted below, the borrower capacity for the preventing adverse social impacts on the project is limited, as is the borrower's capacity for redressing the impacts of social harm where it has occurred.

**Mitigation:** The project has two primary approaches to overcoming the low capacity of the borrower. The first is the use of WFP as the implementing agent for the cash transfer system. WFP has a proven track record for delivering unconditional cash transfers in rural Somalia. It is also worthy of note that the project will work with regional and district governments as well, where the capacity is significantly higher than in the FGS. In addition, Component 2 of the project will see UNICEF build the capacity of the FGS to manage a national safety net program.

**Difficulty monitoring:** Security concerns and the remoteness of the project target areas combine to provide a significant challenge for monitoring and supervising project implementation. This can include challenges for community and stakeholder engagement, grievance redress and other risk mitigation protocols.

**Mitigation:** Under WFP's rules in Somalia, except in extreme lifesaving circumstances, they can only operate in environments permissible enough to monitor the implementation of their risk management processes. So, for this



project, WFP will use their already established capability for monitoring their operations. WFP have a multifaceted approach to monitoring involving WFP staff, a contracted company that provides staff for monitoring where WFP staff can't go and a complaints hotline. The Hotline is also used for proactive verification by making calls to beneficiaries to check how the project is operating. WFP is also monitored by other donors (notably USAID and DFID) plus the Bank will be hiring a third-party monitor to oversee this operation.

**Elite or Clan capture of project:** With no formal safety net system, Somalis largely depend on informal, clan-based support in the face of increasingly frequent shocks. As such, there is a risk that local community dynamics will see attempts to capture the benefits of the project for a particular group.

Mitigation: WFP's system for targeting beneficiaries is independent of the clan structures and has strong mitigations against elite capture. FAO's Food Security Nutrition Analysis Unit undertake an assessment for food security and nutrition which identified the target groups. This then underpins selection of the districts and existing data bases form a baseline for identifying target individuals within that district. Then the community consultation process is used to validate the data set and identify eligible groups missed. As noted previously, the community process is specifically designed to include minority groups and avoid capture.

**Inward migration:** As the project only operated in a small number of districts in each region in Somalia (the most drought affected) there remains a possibility, that people from neighboring districts will seek to migrate to the project areas to benefit from the project. This runs the risk of upsetting the clan balance in remote regions and exacerbating social and environmental fragility through associated population flows.

Mitigation: The primary mitigation measure for this effect is the WFP registration system which takes place before the project starts. As such, any inward migration due to the project would not see the migrant access the project. In addition, the small amount of the transfer (\$20 per month) plus the delicate clan balance is also perceived as a mitigation measure militating against harmful inward migration.

To manage these risks, the project:

- Makes use of highly capable implementing partners: WFP and UNICEF to supplement the capacity of the borrower to effectively manage the environmental and social risks (including security risks) associated with this project.
- Will prepare three primary instruments for the management of risks:
  - A Social Management Plan (SMP) (including an Inclusion Plan). This will be the main instrument for managing the social and cultural dynamics of Component 1 of the project. It will outline the risk mitigation measures under which the project will operate.
  - Stakeholder Engagement Plan (SEP) to outline the obligations of all parties for effective community consultation and grievance redress. This will cover components 1 and 2 of the project; and
  - Labor Management Plan (LMP) to manage the risk of exploitation of and by workers on this project and ensure equity, diversity and transparency in recruitment of project staff and enshrine the requirements of ESS2 in project implementation. This will cover all components for the project.

### **ESS10 Stakeholder Engagement and Information Disclosure**

Stakeholder Engagement Plan (SEP) has been prepared which includes: (i) stakeholder identification and analysis; (ii) planning for stakeholder engagement; (iii) consultations and disclosures; (iv) communication and sensitization campaigns; (v) participatory citizen engagements and, (vi) grievance redressal systems. Stakeholders consulted for the production of the SEP are Ministry of Finance, Ministry of Labour & Social Affairs, Ministry of Planning and Economic



Development, United Nations World Food Programme, United Nations Children’s Fund, United Nations Food and Agricultural Organization and Development Partners including the European Union, European Civil Protection and Humanitarian Aid Operations, DFID, USAID and the governments of Australia, Italy, Sweden and Switzerland. The SEP will consult with female beneficiaries, female non-beneficiaries in the project area, alternate caregivers, beneficiary households, male community members, adjacent communities, and Vulnerable Members of the community (widows, disabled, single women) including minorities, local leaders and local government.

The Grievance Redress Mechanism currently in use for similar activities by WFP is being adopted for the project. The GRM methodology has been reviewed by the Bank and is considered appropriate for the project. As well as allowing for registration of grievances at cash disbursement points, the GRM makes use of a WFP hotline where complaints are registered and a mechanism for follow up and redress is recorded and reported. Complaints are classified according to their risk level (high, medium, low and residual risk) and are captured in a WFP online case management software. In case of reports of conflict of interest, abuse of power or harassment by project staff, cases are escalated through the Risk Management and Compliance officer. Reports of sexual exploitation and sexual harassment will be referred to WFP PSEA focal points who have appropriate response pathways in place. The Hotline covers all WFP operations in Somalia and as such will resolve complaints about WFP staff, contractors, sub-contractors, and anyone else associated with their operations.

SEP will also draw upon on the experience and expertise of the contracted UN agencies that have a sound understanding of the local context and have existing implementing systems. The client will maintain, and disclose, a documented record of all stakeholder engagement activities. SEP includes mechanisms for setting out a Grievance Redressal Mechanism (GRM) which would help the beneficiaries/ affected individuals to express their concerns and grievances and provide the borrower to address them effectively.

The SEP has been disclosed in-country and on the World Bank external website on July 1, 2019.

## **B.2. Specific Risks and Impacts**

**A brief description of the potential environmental and social risks and impacts relevant to the Project.**

### **ESS2 Labor and Working Conditions**

ESS2 Labor and Working Conditions Project applies to direct project workers, contracted workers including WFP contracted NGOs, primary supply workers, security workers as well as government and community workers. To ensure recruitment and management of labour on the project is in accordance with ESS2, and LMP will be prepared by the borrower. The LMP will ensure that both the PIU and the contracted primary suppliers promote safety and health at work. This will include fair treatment, nondiscrimination and equal opportunity for recruitment of project workers; protection of project workers, including vulnerable workers such as women, persons with disabilities, the elderly and youth as appropriate; prevent the use of all forms of forced labor and child labor and to provide project workers with accessible means to raise workplace concerns.

The client will prepare labor management procedures which details plan for enlisting project workers and suppliers. Grievances will be handled using a separate GRM mechanism other than SCOPE with a separate GRM officer hired by WFP on a full-time basis. The LMP will detail a grievance redress mechanism for project workers and in particular those



working under WFP contracted NGOs and those under payment merchants, including security officers. Additional details on the engagements and operations of the security guards under Standard Chartered will be included in the LMP and the POM. The project LMP will also assess the mechanisms within the WFP cash transfer system (SCOPE) to manage grievances and where gaps are identified, measures will be implemented to close those gaps.

### ESS3 Resource Efficiency and Pollution Prevention and Management

The project will ensure that any e-waste generated from project funding is segregated from other forms of waste and is taken to licensed refurbishers, collection centers or recyclers. Details to guide this will be included in the Project Operations Manual.

### ESS4 Community Health and Safety

**Gender Based Violence:** Closely associated to selection risks noted above, the targeting of women and children as beneficiaries necessitates the management of gender-based violence risks. The exchange of sexual favors for registration or transfer of funds, or the spousal abuse to receive cash are key risks for the project.

Mitigation: The project implementing teams will develop and implement measures and actions to assess and manage the risks of gender-based violence due to the receipt of cash transfers by women and children (within households or at payment points) and sexual exploitation and abuse risks such as sexual favors for registration or release of funds. A GBV action plan will be drafted and included in the SMP to include measures for minimizing gender-based violence, most notably sexual abuse and exploitation including outreach to local communities. This will include a code of conduct for partners making payments and their hired security.

**Security:** Conflict and insecurity remain persistent challenges in Somalia and have, in the past, impeded delivery of drought relief services. Ensuring security for project operations (including the handling of cash) amid armed groups in a region with a recent history of relative lawlessness and the potential for increased conflict due to the drought, will remain a significant challenge. Delivery points cash transfers may be targeted by opportunistic armed actors including Al-Shabaab. This general insecurity may impact both the project workers and beneficiaries. In addition, the presence of security services in the project area can pose a threat to the community through violence, exploitation and abuse.

A GBV action plan will be drafted and included in the SMP to include measures for minimizing gender-based violence, in particular risks of sexual abuse and exploitation and sexual harassment. The plan will further include provisions related to reporting and response, including procedures for reporting through GBV-sensitive GRM systems and codes of conduct, outlining expectations for behavior and sanctions for breach for all contractors hired under the project, including partners making payments and their hired security actors. The plan will be implemented throughout the life of the project

Mitigation: By design, the project will only operate in relatively permissive parts of the country, with security of operations and access to site for monitoring and supervision key criteria in the selection of districts for support. Further, the choice of WFP and UNICEF as key implementing partners provides the project access to the UNs system and local capacity for identifying and managing security threats to operations. UNDSS provides overarching security for all UN agencies. In addition, WFP has security officers in all of the regions who oversee the security of the WFP operations. These systems are tried and tested on projects such as this. They work in all districts except those controlled by armed groups and as such have established systems for managing the security of their operations.



Moreover, the WFP service agreement with project service providers contain a contractual obligation for the service provider and any contracted security to uphold humanitarian principles such as “do no harm” and to protect beneficiaries (from violence, exploitation and abuse). They also contain an obligation to ensure the security of their own personnel or workers by implementing appropriate risk prevention and mitigation strategies to reduce the likelihood of a harmful event occurring and to mitigate the impact of a security event if it were to occur. The WFP have developed a Safe Distribution Guidelines which outline their requirements and provide training to contracted entities in their use.

**ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement**

As land acquisition, restrictions on land use or involuntary resettlement are not envisaged, this standard is not expected to be relevant.

**ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources**

Potential environmental risks and impacts associated with this ESS currently not relevant given the Project scope and activities.

**ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities**

No groups in Somalia meet the conditions for sub-saharan african historically underserved traditional local communities and so ESS7 is not considered relevant at this time

**ESS8 Cultural Heritage**

Potential Social and environmental risks and impacts associated with this ESS currently not relevant given the Project scope and activities.

**ESS9 Financial Intermediaries**

Potential Social and environmental risks and impacts associated with this ESS currently not relevant given the Project scope and activities.

**B.3 Other Relevant Project Risks**

At this stage, no other risks are envisaged.

**Should "Other Relevant Project Risks" be disclosable?** No

**C. Legal Operational Policies that Apply**

**OP 7.50 Projects on International Waterways** No

**OP 7.60 Projects in Disputed Areas** No



**III. BORROWER’S ENVIRONMENTAL AND SOCIAL COMMITMENT PLAN (ESCP)**

DELIVERABLES against MEASURES AND ACTIONs IDENTIFIED	TIMELINE
<b>ESS 1 Assessment and Management of Environmental and Social Risks and Impacts</b>	
Organisational Structure: Establish an organizational structure with qualified staff to support management of risks including social specialists responsible for ensuring full compliance with the relevant instruments.	September 1, 2019
Maintain Organizational Structure as necessary throughout Project implementation.	Continuous
Develop and Implement a Social Management Plan (SMP) as agreed with the Bank	Prior to disbursement of cash transfers (under component 1)
Gender-based violence (GBV) and sexual exploitation and abuse (SEA) risks: Develop and implement a GBV action plan as part of the SMP which includes measures and actions to assess and manage the risks of GBV and SEA	Prior to disbursement of cash transfers (under component 1)
<b>ESS 10 Stakeholder Engagement and Information Disclosure</b>	
SEP Preparation: Prepare and disclose a Stakeholder Engagement Plan (SEP) by appraisal.	July 2, 2019
Stekeholder Engagement Plan: Implement the SEP throughout project implementation.	Continous
Greivance Redress Mechanism (GRM): Enhance the available SCOPE GRM and implement the arrangements for the grievance mechanism.	September 1, 2019
Ensure implementation, monitoring, and reporting on the Project GRM.	Continous
Consultation on ESS instruments: stakeholder consultation on all ESF Instruments (SMP, SEP and LMP) will be conducted before commencement of cash transfers	Prior to disbursement of cash transfers



	(under component 1)
<b>ESS 2 Labor and Working Conditions</b>	
Develop Labor Management Procedures	Prior to disbursement of cash transfers (under component 1)
Adopt labor management procedures (LMP) for inclusion in the Project Operations Manual (POM).	September 1, 2019
<b>ESS 3 Resource Efficiency and Pollution Prevention and Management</b>	
None	
<b>ESS 4 Community Health and Safety</b>	
Gender Based Violence Action Plan developed as part of the social management plan Plans to manage the security impacts of the project included as part of the social management plan	Prior to disbursement of cash transfers (under component 1)
<b>ESS 5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement</b>	
None	
<b>ESS 6 Biodiversity Conservation and Sustainable Management of Living Natural Resources</b>	
None	
<b>ESS 7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities</b>	
None	
<b>ESS 8 Cultural Heritage</b>	
None	





ESS 9 Financial Intermediaries

None

The ESCP has been disclosed in-country and on the World Bank external website on July 1, 2019.

**B.3. Reliance on Borrower’s policy, legal and institutional framework, relevant to the Project risks and impacts**

**Is this project being prepared for use of Borrower Framework?** No

**Areas where “Use of Borrower Framework” is being considered:**

**III. WORLD BANK ENVIRONMENTAL AND SOCIAL DUE DILIGENCE**

**A. Is a common approach being considered?** No

**Financing Partners**

**IV. WORLD BANK ES OVERSIGHT**

Corporate advice/oversight will be provided by an Environmental and Social Standards Adviser (ESSA) during project preparation and implementation Yes

**V. CONTACT POINTS**

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**Borrower/Client/Recipient**



Borrower: Federal Government of Somalia

**Implementing Agency(is)**

Implementing Agency:

**VI. FOR MORE INFORMATION CONTACT**

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**VII. APPROVAL**

Task Team Leader(s):

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Practice Manager