



# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 19-May-2020 | Report No: PIDA29390



**BASIC INFORMATION**

**A. Basic Project Data**

Country Somalia	Project ID P174065	Project Name Shock Responsive Safety Net for Locust Response Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 14-May-2020	Estimated Board Date 17-Jun-2020	Practice Area (Lead) Social Protection & Jobs
Financing Instrument Investment Project Financing	Borrower(s) Federal Republic of Somalia	Implementing Agency Ministry of Labor and Social Affairs	

Proposed Development Objective(s)

To protect food security and livelihoods of poor and vulnerable households affected by the locust outbreak.

Components

Emergency Cash Transfers  
Project Management and Monitoring and Evaluation

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	40.00
<b>Total Financing</b>	40.00
<b>of which IBRD/IDA</b>	40.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	40.00
IDA Grant	40.00



Environmental and Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

## B. Introduction and Context

### MPA Program Context

- 1. The Shock Responsive Safety Net for Locust Response Project (SNLRP) for the Federal Republic of Somalia is the proposed second phase of the World Bank’s regional response to the Desert Locust crisis – the ‘Emergency Locust Response Program’ (ELRP) – using the Multiphase Programmatic Approach (MPA).** The ELRP is scheduled for approval by the World Bank’s Executive Directors on May 20, 2020. The ELRP financing envelope is up to US\$ 500 million International Development Association (IDA) grant/credit financing for country responses, including US\$ 40 million IDA grant for the proposed SNLRP.
- 2. The worst desert locust plague in decades is threatening the food security and livelihoods of tens of millions of people across East Africa, the Middle East, and South Asia.** As of mid-April 2020, 23 countries from Pakistan to Tanzania have been affected by the desert locust outbreak. The desert locust is the most dangerous migratory pest in the world. The extent to which the locusts can travel during a plague – known as the invasion area – spans as vast as about 32 million km<sup>2</sup>. In addition, it is a voracious eater and highly mobile when traveling in swarms, traits that make it a formidable threat to livelihoods and food security.
- 3. The impact of locust outbreak is a regional issue requiring a regional response.** Controlling the locusts in one country prevents it from spilling across borders to another. Thus, it is critical that every country in the affected regions responds to control locust population growth, and share information and lessons learned. The countries affected by the present locust crisis include several countries in the Horn of Africa region that are also members of the Horn of Africa Initiative supported by the World Bank and other development partners. The MPA emergency initiative fits into the Horn of Africa initiative’s priority pillar on promoting resilience. As such, efforts to respond to the locust impact in one country in the region will have a regional spillover benefit, which points to a need for coordinated response, providing a strong rationale for funding from the IDA regional window.
- 4. Resilience of countries and populations in the desert locust affected regions to shocks of this magnitude has been steadily weakened by climate change, fragility and conflict, and now the COVID-19 pandemic.** In East Africa and parts of the Arabian Peninsula, locusts are impacting some of the most vulnerable populations that are significantly negatively impacted by Fragility, conflict, and violence (FCV). In the Horn of Africa, the potential of severe localized losses of food, fodder and forage could result in over three million farmers and half a million pastoralists being added to the existing population already classified as severely food insecure. Anticipated food shortages and tightening of food markets due to the COVID-19 pandemic will likely amplify food insecurity and fragility in hard-hit areas and could further population displacement and localized conflict.



5. **In response to the desert locust crisis, the ELRP MPA provides an operational framework for participating countries to respond through three pillars.** First pillar is “control,” which aims to help affected countries monitor and assess looming locust dangers, control locust population growth, and curb the spread of swarms, while mitigating the risks associated with control measures. Second pillar is “protect and restore,” which focuses on moving immediately to improve access to food and basic needs for the vulnerable in the short-term, but also to secure the means to generate livelihoods and enhance human capital assets in the future. This pillar requires social protection (SP) and technical interventions in agriculture and livestock to prevent further food insecurity and permanent loss of human capital and productive assets, given that productive assets such as livestock and other forms of household working capital are often sacrificed when households have no other way to cope with shocks. Third pillar is “preparedness” for the need to deal with the fact that the current outbreaks are climate-related and are likely to re-occur more frequently under climate change.

6. **Efforts under the proposed SNLRP will be complemented by the recently approved IDA-funded Somalia Crisis Recovery Project (SCRCP, P173315); together both projects will support all three pillars of the MPA.** The SCRCP is an US\$ 137.5 million IDA Grant that aims to “support the recovery of livelihoods and infrastructure in flood and drought affected areas and strengthen capacity for disaster preparedness nationwide.” Components 1 and 3 of the SCRCP, among other interventions, will support (a) controlling the desert locus population through ground and aerial spraying operations and carrying related impact assessment and surveillance activities; (b) restoration of farmers’ livelihoods after control efforts have stabilized the situation, particularly agricultural production through the provision of inputs (i.e. seed packages and basic farming tools), as well as pre-positioning of livestock feed-stocks; and (c) development of a local locust early warning and control systems, and capacity building activities. Thus, while the SCRCP will largely concentrate on control, restoration and prevention measures, the proposed SNLRP will focus on addressing the negative immediate impact of the locust infestation on poor and vulnerable households by meeting their short-term food security and consumption needs and enhancing their resilience through emergency cash transfer.

7. **The proposed SNLRP will contribute to the ELRP MPA’s learning agenda on the provision of safety net as emergency response to climate-induced shocks.** The Project will be assessed for the ease of adapting the existing safety net in Somalia currently provided through an on-going World Bank-funded Shock Responsive Safety Net for Human Capital Project (SNHCP, P171346), also known in Somali as the Baxnaano Program,<sup>1</sup> to locust-oriented protection of food security and livelihoods. This will include examining the difficulties encountered and lessons learned in the rapid expansion of existing safety-net coverage and delivery systems to new participating households and individuals in zones affected by locusts, as well as in cross operations coordination in targeting and complementarity of the responses. This will not only inform future efforts by the Bank and development partners to respond to emergencies in the country using shock responsive safety net, but will also add to the global knowledge of how safety net assistance can be used more broadly to respond to shocks in a challenging FCV context.

## Country Context

8. **After more than two decades of conflict and insecurity, Somalia is gradually establishing the foundations for stability and a new political settlement.** Somalia has entered a new phase of relative peace and stability since 2011, with the Agreement on the Provisional Constitution and the establishment of the Federal Republic of Somalia and a “road map” towards stabilization, recovery and reconstruction. There is a possibility of inclusive, peaceful, and credible national elections in 2020, as well as the potential for accelerated economic growth and development resulting from

<sup>1</sup> Baxnaano and SNHCP are at time used interchangeably in the document. SNHCP is the IDA-funded project supporting the establishment of FGS’ national cash transfer program, named by FGS as “Baxnaano”.



debt relief and progress towards the transfer of security responsibilities from the African Union Mission in Somalia to the Somali forces.

9. **However, despite improvements in the macroeconomic outlook, economic challenges continue to be daunting, and growth remains insufficient to address widespread vulnerabilities.** Between 2013 and 2017, the slower growth of the Somali real gross domestic product (GDP) compared to the population growth resulted in an annual contraction of per capita GDP of 0.3 percent a year.<sup>2</sup> The agriculture sector remains the backbone of the economy and accounts for about 75 percent of GDP,<sup>3</sup> and the livelihoods of roughly half of Somalia's population continues to be reliant on pastoralism or agro-pastoralism.

10. **Somalia is highly vulnerable to natural disasters, namely repeated cycles of droughts and floods driven by climate change, resulting protracted humanitarian crisis and large-scale food insecurity.** Somalia has experienced 14 droughts since 1960, averaging one every four years, resulting in large scale internal displacement and food insecurity. Recent floods have further worsened the humanitarian crisis. Consequently, the Center for Global Development therefore ranks Somalia as the most vulnerable country to climate change among 167 countries, adjusted for coping capacity.<sup>4</sup>

11. **Wide-spread poverty and vulnerability to various covariate (natural disasters and epidemics) and idiosyncratic (injury, death, or unemployment) shocks threatens the well-being of millions of Somalis.** Nearly 80 percent of Somalis live below the international poverty line<sup>5</sup> with poverty being more acute in rural areas, making Somalia the third poorest country in the region.<sup>6</sup> Further, 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 and social norms constrain their access to jobs and economic opportunities. Almost two thirds of Somali households reported experiencing at least one type of shock in the past 12 months<sup>7</sup> related to fluctuation in climate and its impact on livelihoods and the economy.

12. **Women and girls face specific challenges to economic and decision-making access and gender-based violence (GBV) remains a perennial a threat.** Traditional and religious norms limit women's roles outside the domestic sphere. Despite their increasing engagement in economic activities, women are thought to be far poorer than men, because wealth is unevenly distributed in the household and across the wider economy. Even among those engaged in income-generating activities, the majority are in the informal sector. In addition, a 2016 GBV survey found that 17 percent of women have experienced some form of physical or sexual violence from a non-partner. Intimate partner violence continues to be a common experience, often linked to women's engagement in income-generating activities. Displaced women and girls are among the most affected due to extreme poverty, marginalization and conflict, and climate-related shocks, such as droughts.

<sup>2</sup> World Bank. 2018. *Somalia Economic Update – Edition No 3*. Washington, DC: World Bank.

<sup>3</sup> World Bank. 2018. *Country Partnership Framework for the Federal Republic of Somalia*. Washington, DC: World Bank.

<sup>4</sup> Wheeler, David. 2011. "Quantifying Vulnerability to Climate Change: Implications for Adaptation Assistance." Washington, DC: Center for Global Development.

<sup>5</sup> Poverty is estimated using the international US\$1.90 2011 purchasing power parity poverty line.

<sup>6</sup> World Bank. 2018. *Country Partnership Framework for the Federal Republic of Somalia*. Washington, DC: World Bank.

<sup>7</sup> Categories of shock in the dataset include: loss of crop and livestock; reduction in income includes loss of remittances, assistance, job loss or business failure, and loss of a household member or main earner due to illness or accident; conflict covers both experiencing violence and land eviction whereas other natural shocks include floods or landslides and fire.



13. **The recent outbreak of desert locusts in Somalia further risks exacerbating the humanitarian crisis and food insecurity, worsening gender and development outcomes.** In December 2019, small clusters of desert locusts were first detected in northern parts of Somalia. By February 2020, the FGS declared a state of emergency after confirmation of the worst desert locust outbreak in 25 years. Desert locusts are projected to continue breeding in the coming months, precipitating further infestation throughout the rest of Somalia and coinciding with rangeland regeneration and planting activities in the country. Consequently, it is expected that the population requiring urgent food assistance will increase by 137 percent by September 2020 due to the desert locust outbreak.

14. **It is expected that forty-three districts across Somalia's Federal Member States and Somaliland<sup>8</sup> will be affected by the locust infestation.** Over 2.6 million people are currently located in areas affected by the desert locust outbreak. Of those, 246,000 people are already considered to be in acute food insecurity,<sup>9</sup> with food security of households which were previously only in "Stressed" category rapidly worsening. Overall, it is estimated that over half a million people will be in "Stressed" or worse food insecurity levels (IPC2+) by September 2020.

15. **The broad impact of the desert locust infestation across different livelihood zones will likely involve reduced access to food, loss of income, resource-based conflict, increased debt levels, and limited migration options.** For agropastoral households, this will adversely affect cropping activities, resulting in depleted harvest, declined food reserves, and minimized access to income from agricultural produce. Pastoral households will also face losses due to rapid depletion of rangeland resources and pasture availability, impacting quality, yield, and access to livestock products. It will thus be critical to deliver immediate relief to those acutely affected by the locust outbreak, while enabling households to mitigate and withstand the impact on income and food security throughout its duration.

16. **To make matters worse, the locust crisis is unfolding against worsening socio-economic impacts in the country due to the COVID-19 pandemic.** As Somalia relies on food imports to feed its population the lock down of key supply markets, closure of borders and restrictions on domestic movements are already affecting basic commodity prices. COVID-19 related panic buying, coupled with Ramadan season have led to increases in retail and wholesale prices of imported food items in markets. Moreover, reports indicate that remittances, received by an estimated 40 percent of Somali households, have dropped by as much as 50 percent.<sup>10</sup> With the FGS projecting an 11 percent decline in nominal GDP through 2020, an economic slowdown threatens to impact negatively on access to livelihoods and income generating activities across Somalia, and to place additional pressures on households trying to meet basic needs.<sup>11</sup> Protection related risks include forced evictions, family separation due to infection within households; increased GBV; neglect and exploitation of children and vulnerable households; and stigmatization and targeting against specific communities, particularly marginalized groups, migrants and refugees.

## Sectoral and Institutional Context

17. **Somalis rely on traditional and informal kinship-based safety net systems in the face of frequent shocks.** However, these come under strain in the face of covariate shocks, and support is concentrated within specific clans, lineages, and extended families and in urban areas. As such, support often does not reach the neediest, with marginalized and minority rural groups are likely to be excluded.

<sup>8</sup> The 2012 Provision Constitution established the Federal Republic of Somalia and the Federal Member States, which include Galmudug, Hirshabelle, Puntland, Jubaland, and South West States. The Benadir Regional Administration (BRA) is the municipal government of Mogadishu, the capital. In 1991, Somaliland declared its independence, although this has not been recognized internationally recognized.

<sup>9</sup> Based on projections by the Food Security and Nutrition Analysis Unit.

<sup>10</sup> OCHA, Somalia COVID-19 Impact Update No.2, As of 20 April 2020

<sup>11</sup> Ibid.



18. **Several humanitarian and development agencies are actively supporting multiple programs to help the targeted communities and households absorb shocks.** These programs vary in scale, scope, type, and coverage duration. In recognition, there is a growing effort to coordinate among these programs. World Food Programme’s (WFP) digital beneficiary database (SCOPE) is utilized to support coordination through data cross-checking for beneficiary overlap across programs. However, moving from a program-specific beneficiary list to a national digitized unified social registry requires a functional ID system. The World Bank is leading the support to the FGS on this front through its safety net delivery systems building interventions under the Shock Responsive Safety Net for Human Capital Project (SNHCP, P171346) and the Somalia Capacity Advancement, Livelihoods and Entrepreneurship through Digital Uplift Project (SCALED-UP, P168115).

19. **In 2019, the FGS launched its first SP Policy that calls for a gradual shift from a pure humanitarian approach to a Government-led social protection agenda.** The Ministry of Labor and Social Affairs (MoLSA) has been assigned as the ministerial lead for SP at the federal level, with the support of relevant ministries. MoLSA is leading a ‘Food Security, Nutrition and Social Protection’ sub-working group at the federal level and has created a Technical Working Group on Social Protection. In addition, the FGS established a social protection sub-working group as part of the Resilience Working Group. These coordination bodies however vary in how active they are, and the FGS is working to mainstream coordination structures to only two coordination bodies, a Government Social Protection Steering Committee; and a Social Safety Net Working Group. Thus, the development of a formal SP system is still at a nascent stage, particularly in terms of institutional and governance arrangements at the federal and state levels, and the institutional framework for SP in Somalia continues to evolve.

20. **The World Bank-funded SNHCP supports the FGS to lay the foundations for a Government-led shock-responsive safety net system.** The SNHCP is a US\$ 65 million equivalent from the IDA Pre-Arrears Clearance Grant for Somalia which aims to support FGS establish its first Safety Net Program, known as Baxnaano (meaning “Uplifting” in Somali) Program. The SNHCP provides 200,000 poor and vulnerable households (about 1.2 million individuals) with predictable and nutrition-linked cash transfers. With a view toward longer-term development, it also supports efforts by the FGS to strengthen institutional resilience and establish the basic delivery systems of a national and shock responsive safety net system. The SNHCP is in its first year of implementation and is being implemented over a three-year period by MoLSA, in strategic partnership with WFP and the United Nations Children’s Fund (UNICEF).

21. **The proposed SNLRP operationalizes the shock responsive aspect of the SNHCP through rapid scale up of coverage to support vulnerable households affected by the desert locust outbreak.** The SNLRP will respond to the threat of the locust outbreak by protecting locust-affected households, especially subsistence farmers and pastoralists, from falling into deeper food insecurity, as well as preventing the sale/loss of their productive assets, through the provision of cash transfers. The implementation of the project will benefit from the delivery system and procedures established under the SNHCP, in continued partnership with WFP, with a primary focus on rural districts with severe locust infestation.

### C. Proposed Development Objective(s)

#### Development Objective(s)

22. The Project objective of the proposed SNLRP is aligned to the results chain of the multi-regional Emergency Locust Response Program under the Multiphase Programmatic Approach.

*MPA Program Development Objective:*



23. The MPA Program Development Objective is to “respond to the threat posed by the locust outbreak and strengthen systems for preparedness.”

*SNLRP Project Development Objective:*

24. The SNLRP Project Development Objective is “protect food security and livelihoods of poor and vulnerable households affected by the locust outbreak.”

## Key Results

25. The achievement of the SNLRP PDO will be monitored by the following outcome indicators:

- (a) Beneficiaries of social safety net programs, of which female (core indicator)
- (b) Female direct recipients of the cash transfer (percentage)
- (c) Share of beneficiary households self-reporting improved food consumption (percentage)
- (d) Share of beneficiary households self-reporting protection of their productive assets (percentage)

## D. Project Description

26. **Financed from the IDA18 Regional Window for locust response in the amount of US\$ 40 million, the SLRP will support two components, to be implemented over a two-year period.** The components are: i) Emergency Cash Transfers (ECT); and ii) Project Management and Monitoring and Evaluation.

27. **The project would be guided by principles of government ownership, collaboration with partners, complementarity with humanitarian assistance, and enhanced resilience.** While implementation of the project would be supported by development partners, namely WFP, to implement significant activities, the FGS would be the direct recipient of the IDA grant and be responsible for all aspects of project design and implementation.

### Component 1: Emergency Cash Transfers (US\$ 39 million equivalent)

28. **Component 1 will respond to the threat of the locust outbreak by providing ECT to approximately 100,000 poor and vulnerable rural locust-affected households, equivalent to about 600,000 persons.** The transfers will be delivered using the delivery system and procedures of the FGS’ Baxnaano program (supported by the SNHCP). MoLSA will strategically partner with WFP to support the implementation of Component 1, governed by a Standard Output Agreement.

29. **Beneficiaries of the ECT will be selected poor and vulnerable households residing in locust impacted districts.** The SNLRP will target locust-affected districts, as determined by the Food Security and Nutrition Analysis Unit. Households that are registered under Baxnaano for cash transfer and reside in severely locust-affected districts (14 districts) will automatically become eligible for the ECT. Households that are not part of Baxnaano and reside in severely locust-affected districts (29 districts) will have to meet the eligibility criteria, namely those whose livelihoods depend on activities related to agriculture (small crop) or livestock either as subsistence farmers or as farm laborers, and those assessed to be at risk of food insecurity. These new households will be selected through the Baxnaano’s participatory and transparent community-based targeting (CBT) process. In an effort to address the gender gap, particularly in terms of access to income, the direct beneficiary of the SNLRP transfer in eligible households will be females, with the exception when adult females are not present.





30. **The SNLRP beneficiaries will receive a flat benefit of US\$ 60 per household per month for a total of 6 months.** Households already benefiting from the Baxnaano Program and residing in locust-affected areas will receive a temporary top-up of US\$ 40, in addition to their regular benefit of US\$ 20 per household per month. Households that are not regular Baxnaano beneficiaries will be paid US\$ 60 per household per month. All aspects of the project cycle (i.e. targeting, registration, payment distribution) will be adapted to mitigate risks of COVID-19 contagion.

31. **The project will undertake robust communication to manage expectations and ensure a clear exit strategy.** The SNLRP will provide temporary cash assistance that is limited to a six-month coverage, after which the Baxnaano program will be scaled-back to its regular coverage and the SNLRP beneficiaries will exit the program. Thus, the SNLRP communication campaign will emphasize the shock-responsive short-term nature of this assistance in order to manage expectations and ensure a clear exit strategy. Nonetheless, some household may still require additional assistance. For these households, the exit strategy will involve possible linkages to humanitarian support. Additionally, at the post-emergency stage, the SNLRP beneficiaries may become eligible to participate in the SCRP's livelihood restoration interventions.

### **Component 2: Project Management and Monitoring and Evaluation (US\$ 1 million equivalent)**

32. **Component 2 will support the overall management and administration, monitoring of the project implementation, and learning from the experience of the locust response.** Project management and administration will be supported by the well-staffed Project Implementation Unit (PIU) of the SNHCP/Baxnaano, housed within MoLSA. Given the shock-responsive nature of the project, the PIU will be enhanced with a position focused on managing MoLSA's humanitarian coordination with stakeholders on the SNLRP, particularly with the Ministry of Humanitarian Affairs and Disaster Management and broader humanitarian partners and agencies. Further, component 2 will support additional operational activities linked to the monitoring and management of the SNLRP activities. Monitoring the implementation of the regular Baxnaano cash transfers will be conducted by an independent third-party monitoring (TPM) agency, which will be expanded for the SNLRP in terms of increased size and geographic coverage of the TPM sample to reflect the coverage of new districts and additional ECT beneficiaries.

33. **Component 2 will contribute to the MPA global learning agenda** by producing an analytical product that will critically assess the experience of expanding the existing safety nets in response to the locust outbreak, documenting challenges encountered and lessons learned. The report will draw on the TPM findings and recommendations, targeting evaluation, and grievance redress mechanism (GRM) reports, paying special attention to lessons related to coordination of multiple locust response interventions and avoiding overlaps and duplication of coverage.

### **Project Beneficiaries**

34. **The Project will support the poorest and most vulnerable households residing in districts impacted by the locus infestation** whose livelihoods depend on activities related to agriculture or livestock either as subsistence farmers or as farm laborers. Assuming an average household size of 6 members, the SNLRP will benefit about 600,000 individuals. Beneficiaries will include minority groups, female headed households, and households assessed to be at risk of food insecurity. Approximately 100,000 households will benefit from the ETC, 60 percent of which would be direct female beneficiaries of the cash transfers.

35. **Targeting will follow multi-tiered targeting approach that combines geographic targeting and community-based targeting of households.** To the extent possible, the project will monitor for potential overlap between its



beneficiaries and those supported by the cash for work (CFW) component of the SCRП through data exchange and coordination efforts among implementing agencies. While beneficiary databases of major actors are not interoperable with SCOPE, WFP will nonetheless explore the possibility of applying filters to identify overlap.

Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Assessment of Environmental and Social Risks and Impacts

**E. Implementation**

**Institutional and Implementation Arrangements**

36. **MoLSA will be the primary institutional home for the proposed SNLRP and will be responsible for overall implementation, monitoring and supervision of project activities.** The PIU created at the federal level for the SNHCP within the SP section of MoLSA will be responsible for the day-to-day management and administration of the project and will report to the Minister of Labor and Social Affairs. In addition, MoLSA will have overall responsibility for monitoring and supervision of project activities, supported by WFP. Overall, the SNHCP/Baxnaano PIU is considered to be well-staffed and capable of managing and overseeing the implementation of the proposed SNLRP.

37. **WFP will support the FGS implement the emergency cash transfers (Component 1)** given its country-specific and global experience in implementing cash transfers, as well as its existing engagement with MoLSA for the delivery of the SNHCP project. WFP is currently delivering cash transfers to selected poor and vulnerable households under the on-going SNHCP through an Output Agreement with MoLSA. Further, WFP has long-standing experience and track record of implementing cash-based transfers in Somalia and globally. WFP has been implementing cash-based transfers in Somalia since 2012, starting with the use of paper vouchers and gradually shifting to cash-based transfers since 2015. To optimize processes, since February 2015, WFP Somalia moved to using SCOPE, which is enhanced with biometric identification. WFP has the largest beneficiary registry in Somalia containing about 6 million individuals, which gets updated frequently. It is estimated that around 66 percent of the beneficiaries will be from the non-Baxnanno districts, and therefore, the horizontal expansion will leverage on the extensive operational presence of WFP through its Area offices and Cooperating Partners.

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