



# EVALUATION OF THE 2017 SOMALIA HUMANITARIAN CASH-BASED RESPONSE

Commissioned by the Somalia  
Inter-Agency Cash Working Group

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August 2018

Cash Working Group



*A donkey pulled cart delivering water, Kismayo, Lower Jubba*



*School girls waiting at the bus stop, Kismayo, Lower Jubba*



*Landscape, Berbera, Woqooyi Galbeed*

*COVER IMAGE: A child sitting at her mother's kiosk, a family business established thanks to a livelihood intervention using CBA in the Aden Suleiman Settlement, Burco, Togdheer*

*All photographs in this document taken by Georgina Anderson*

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## ACKNOWLEDGEMENTS

### Steering Committee

The evaluation was managed by an inter-agency Steering Committee, nominated by the Cash Working Group (CWG). The Steering Committee was composed of eight members from ADESO, CARE (representing SOMREP partners), the Cash Learning Partnership, DFID (also representing donors ECHO and USAID), FAO, Norwegian Refugee Council (representing the BRCiS and the Somali Cash Consortium partners), OCHA and WFP. The Steering Committee was in charge of developing the evaluation Terms of Reference, identifying the consultants, facilitating field work together with other partners, compiling feedback and reviewing this report.

The Steering Committee would like to express its gratitude towards government and all other key informants in Somalia, beneficiaries, non-beneficiaries and others that gave their time and helped realise this evaluation. The Steering Committee would also like to thank the partners that actively contributed to making this evaluation happen by providing resources, financially or in kind: ACTED, ADESO, the BRCiS Consortium, CARE, CALP, Catholic Relief Services, Concern Worldwide, DFID, ECHO, FAO, Mercy Corps, NRC, World Vision, WFP, UNICEF and USAID.

Finally, the Steering Committee would also like to thank all other CWG partners and members of the Somalia humanitarian community who contributed as well by engaging with the Steering Committee and the evaluators throughout the process. This report is the result of this joint effort.

### Consultants

The evaluation team would like to thank all individuals and organisations in the Cash Working Group in Nairobi and field levels for their support in enabling this joint evaluation process, and CARE Somalia for managing the contract. The energy invested into supporting the evaluation team was a collaborative inter-agency effort, one rarely seen by the evaluation team and contributed significantly to the outcomes of this evaluation. We would also like to thank all informants, including beneficiaries and non-beneficiaries, for giving up their time and sharing their experience and knowledge so generously; the evaluation would not have been possible without the valuable contributions of all those involved.

***We hope this report is helpful in the discussions and decisions on the next steps for cash-based assistance in Somalia.***

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*A camel in search of food in drought-stricken Sool*



*A water shop in the town of Kismayo, Lower Jubba*



*A displaced grandmother and her grandson walking in Kismayo*





## ACRONYMS AND ABBREVIATIONS

3W	Who, What, Where
CaLP	Cash Learning Partnership
CBA	Cash Based Assistance
CFW	Cash for Work
CSI	Coping Strategy Index
CTP	Cash Transfer Programming
CWG	Cash Working Group
DAC	Development Assistance Committee
DDS	Dietary Diversity Score
DFID	Department for International Development
ECHO	European Civil Protection and Humanitarian Aid Operations
FCS	Food Consumption Score
FGD	Focus Group Discussion
FS	Food Security
FSNAU	Food Security and Nutrition Analysis Unit
GBV	Gender-Based Violence
HCT	Humanitarian Country Team
HHS	Household Hunger Score
HRP	Humanitarian Response Plan
ICCG	Inter-Cluster Coordination Group
IDP	Internally Displaced Persons
IGA	Income-Generating Activity
INGO	International Non-Governmental Organisation
ICC	Inter-Cluster Coordination
IPC	Integrated Food Security Phase Classification
KII	Key Informant Interviews
LNGO	Local Non-Governmental Organisation
M&E	Monitoring and Evaluation
MEB	Minimum Expenditure Basket
MERS	Minimum Economic Recovery Standards
MPG	Multi-Purpose Grant
NGO	Non-Governmental Organisation
NFI	Non-Food Items
OECD	Organisation for Economic Co-operation and Development
PDM	Post-Monitoring Distribution
PIN	Personal Identification Number
SIM	Subscriber Identification Module
ToR	Terms of Reference
TPM	Third Party Monitoring
UCT	Unconditional Cash Transfer
UN	United Nations
UNOCHA	United Nations Office for Coordination of Humanitarian Affairs
USD	United States Dollar
VSLA	Village Savings and Loans Association
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme

## DEFINITIONS<sup>1</sup>

**Ayuuto Scheme:** where a group of women pool their savings to serve as a source of loans

**Cash-Based Assistance:** all programmes where cash (or vouchers for goods or services) is directly provided to beneficiaries. In the context of humanitarian assistance, the term is used to refer to the provision of cash transfers or vouchers given to individuals, household or community recipients, and not to governments or other state actors. CBA covers all modalities of cash-based assistance, including vouchers. This excludes remittances and microfinance in humanitarian interventions.

**Cash for Work:** payments provided on the condition of undertaking designated work. This is generally paid according to time worked (e.g. number of days, daily rate), but may also be quantified in terms of outputs (e.g. number of items produced, cubic metres dug). CFW interventions are usually in public or community work programmes but can also include home-based and other forms of work.

**Cash Plus:** complementary programming where cash transfer programming (CTP) is combined with other modalities or activities. Complementary interventions may be implemented by the same agency/agencies providing CTP, or potentially by other agencies working in collaboration. Examples might include the provision of training and/or livelihood inputs, or behavioural change communication programmes.

**Conditionality:** prerequisite or qualifying conditions that a beneficiary must fulfil to receive a cash transfer or voucher i.e. activities or obligations that must be fulfilled before receiving assistance. It is distinct from restriction which pertains only to how transfers are used. Conditionality can in principle be used with any kind of cash, voucher or other types of assistance, depending on its objectives and design.

**Coping Strategy Index:** a tool that measures what people do when they cannot access enough food. It is a series of questions about how households manage to cope with a shortfall in food, and results in a simple numeric score.

**Dietary Diversity Index:** an approach to measuring household dietary diversity as a proxy measure of household food access. To better reflect a quality diet, the number of different food groups consumed is calculated, rather than the number of different foods consumed

**E-card:** a digital transfer of money or vouchers from the implementing agency to a Programme participant. E-transfers provide access to cash, goods and/or services through mobile devices, electronic vouchers, or cards (e.g. prepaid, ATM, credit or debit cards). E-transfer is an umbrella term for e-cash and e-vouchers.

**E-Wallet:** software that resides on a smart card or mobile phone SIM card, and holds or can receive electronic cash or digital signature.

**Food Consumption Score:** a composite score based on dietary diversity, food frequency, and the relative nutritional importance of different food groups. The FCS is calculated using the frequency of consumption of different food groups by a household during the seven days before the survey. Scores are clustered into three groups; the results of the analysis categorise each household as having either poor, borderline, or acceptable food consumption.

**Hawala:** a traditional system of transferring money, where the money is paid to an agent who then instructs an associate in the relevant country or area to pay the final recipient.

**Household Hunger Scale:** a household food deprivation scale based on the idea that the experience of household food deprivation causes predictable reactions that can be captured by a survey and summarised in a scale. It is intended to be used as a small module within a larger, more comprehensive food security and nutrition questionnaire administered to a representative population-based sample of household.

**Integrated Phase Classification:** the Integrated Food Security Phase Classification (IPC) is a set of standardised tools that aims to provide a “common currency” for classifying the severity and magnitude of food insecurity.

**Modality:** different types of cash or voucher transfers - e.g. conditional (cash for work, etc.), unconditional, restricted, unrestricted, multipurpose, etc. A single transfer can generally be categorised in terms of several of these variables e.g. a conditional, unrestricted transfer.

**Mechanism:** means of delivering a cash or voucher transfer (e.g. smart card, mobile money transfers, cash in envelopes, etc.).

<sup>1</sup>The evaluation refers to the CaLP glossary definition as a basis for standard CBA terminology - Oct\_2017 CaLP Updated Glossary

**Mobile Money:** mobile money uses a mobile phone to access financial services such as payments, transfers, insurance, savings, and credit. It is a paperless version of a national currency that can be used to provide humanitarian e-cash payments.

**Restriction:** limits on the use of a transfer after it has been received by a beneficiary.

**Village Savings and Loans Association:** an informal microfinance model based solely on member savings and small, community-managed groups. Members pool savings and provide loans with interest to each other. The interest is then disbursed to group members, based on their level of savings, at the end of a time-limited cycle.

**Voucher:** a paper, token or e-voucher that can be exchanged for a set quantity or value of goods, denominated either as a cash value (e.g. \$15) or predetermined commodities or services (e.g. 5kg maize; milling of 5kg of maize), or a combination of value and commodities. They are redeemable with preselected vendors or in “fairs” created by the agency. Vouchers are used to provide access to a range of goods or services, at recognised retail outlets or service centres. Vouchers are by default a restricted form of transfer, although there are wide variations in the degree of restriction/flexibility different voucher-based programmes may provide. The terms vouchers, stamps, or coupons are often used interchangeably.

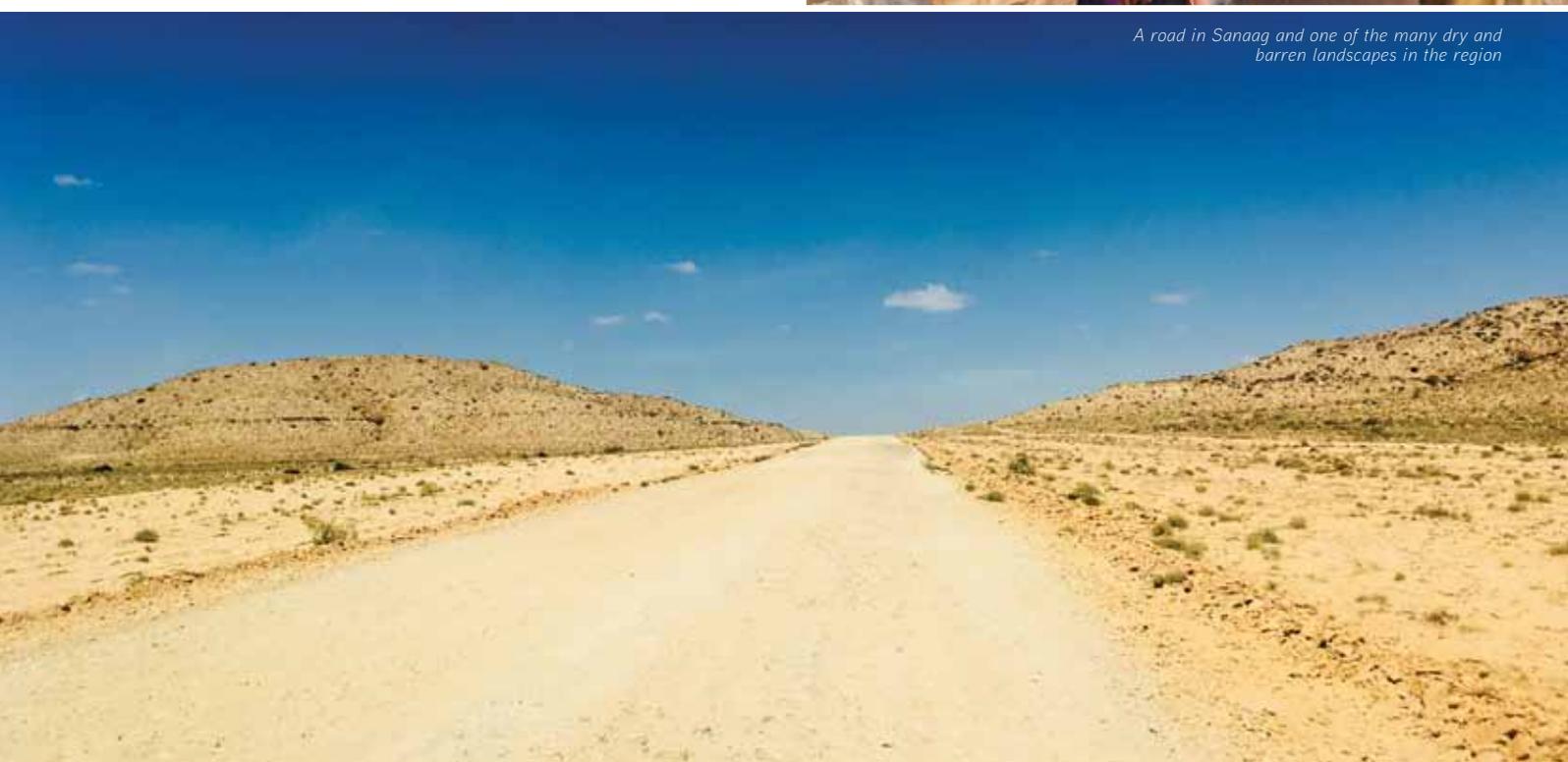


*A mosque in the Aden Suleiman IDP Settlement, Burco, Togdheer*



*A family-run kiosk established with CBA in the Aden Suleiman Settlement, Burco, Togdheer*

*A road in Sanaag and one of the many dry and barren landscapes in the region*



# EVALUATION OF THE 2017 SOMALIA HUMANITARIAN CASH-BASED RESPONSE

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## *Background*

Cash Based Assistance (CBA) has been used by humanitarian organisations in Somalia to assist people in need since 2003. After several years of poor rainfall, the humanitarian community responded to a famine alert issued in January 2017 with a significant scale-up of funding and programmes. Having originally published a 2017 Humanitarian Response Plan (HRP) in November 2016, by May 2017, the Somalia Humanitarian Country Team (HCT) revised the HRP upwards to target 5.5 million people needing assistance. The United Nations (UN), Red Cross, Red Crescent Movement and numerous international and national NGOs delivered a wide variety of life-saving and livelihood support CBA to vulnerable people across the country.

## *Evaluation Objective and Methodology*

In late 2017, a multi-stakeholder process led by the Somalia Cash Working Group (CWG) managed the planning, funding and implementation of an evaluation in early 2018. The evaluation objective was to review the joint performance and impact of the humanitarian CBA in the 2017 drought response in Somalia. It also examined different ways of

therefore broad. They should not be taken to apply to every situation and are not intended to be prescriptive but rather to provide options to consider.

## *Findings and Recommendations*

CBA was clearly a relevant and appropriate response to the drought in Somalia and for longer-term resilience activities. The strong market system, widespread acceptance of CBA, organisational expertise, and presence of service providers all meant that CBA was feasible and, where acknowledged, security and fraud risks and costs could be well managed.

CBA is seen as a routine response option in Somalia, and donors and organisations were quick to react to the drought crisis. CBA provided life-saving assistance to over three million people per month within four months of the famine alert being raised and contributed to meeting the Humanitarian Response Plan objectives. The 2017 response was generally considered more effective than during the prior humanitarian crisis in Somalia in 2011. Coverage in rural and remote areas was still a challenge, though coverage was better than in 2011 due to positive changes in security, better presence, and improved

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