AXiom
Monitoring and Evaluation

FINAL REPORT

Beneficiary Assessment for Independent Evaluation of Anticipatory Action Pilot in Somalia

OCHA

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Acronyms list

UNOCHA	UN Office for the Coordination of Humanitarian Affairs
AA	Anticipatory Action
CERF	Central Emergency Response Fund
CT	Cash Transfer
COVID	Corona virus
CRED	Centre for Research on the Epidemiology of Disasters
EW	Early Warning
FAO	Food and Agriculture Organization
FEWSNET	Famine Early Warning Systems Network
FTS	Financial Tracking System
FSNAU	Food Security Analysis System
HFRMD	Humanitarian Financing Strategy and Analysis Unit
HH	Household
IDP	Internally Displaced Person
IOM	International Organization for Migration
IPC	Integrated Food Security Phase Classification
NGO	Non Governmental Organization
NUT	Nutrition
PLW	Pregnant and Lactating Women
SWALIM	Somalia Water and Land Information Management Project
ToC	Theory of Change
UN	United Nations
UNICEF	United Nations Children's Fund
USD	United States Dollar
VFM	Value For Money
WFP	World Food Programme

Executive Summary

Following widespread and severe droughts in Somalia in 2010-2011 and 2016-2017, the UN Office for the Coordination of Humanitarian Affairs (UNOCHA), Humanitarian Country Team, the World Bank and other partners developed the Anticipatory Action (AA) Framework. Through this framework, the Central Emergency Response Fund (CERF) releases funding against a pre-developed Anticipatory Action Plan to help mitigate projected life-threatening humanitarian impact and protect vulnerable people under worsening conditions. The pilot of this framework was launched in 2019, combining three pre-agreed components: forecast and triggers; anticipatory actions; and finance. In this way, the pilot establishes when and on what basis the action will be triggered for a specific event and how much funding will be allocated to a particular agency, as well as what activities the funding will be used for.

The assessment involved assessing beneficiary experiences and drawing lessons from four anticipatory action interventions conducted by three UN agencies. The reviewed anticipatory actions include two projects implemented by the World Food Programme (WFP), one focusing on nutrition and the other focusing on cash transfer. The reviewed anticipatory actions also include a water and sanitation project implemented by the International Organization for Migration (IOM) as well as an agricultural project targeting pastoralist communities implemented by the Food and Agriculture Organization (FAO). The key findings of the beneficiary assessments are:

- **The Anticipatory Action is a well-suited approach given the high predictability of shocks like drought and floods.** The pattern of crises in Somalia defines the basis of crisis prediction in the country. Several of the recent crises in Somalia are recurring and follow the seasonal calendar. While floods tend to occur once or twice every year during the rainy Gu and Deyr seasons, droughts tend to occur once every two or three years during the dry Jilaal season. Pest infestations can also be predicted by virtue of their association with the rainy seasons. Therefore, the predictability of these crises is high and can be anticipated.
- **AA is most effective when linked to a specific shock and specific shock indicator.** The AA framework was developed specifically for drought and was used for different and multiple shocks, which is not ideal. Not all crises warrant the same type of response, hence the anticipatory actions should link to specific shocks and should not try to cover multiple shocks with a single framework. Food security can be triggered by many factors, hence it might not be the best trigger to use for a multi-sectoral response. Desert locust control is very time sensitive as the intervention needs to occur prior the exponential development of the locust population. Provision of cash, health or nutrition services to targeted vulnerable households who have exhausted all their coping mechanisms is also time bound as it can be a matter of life-saving issues. However, water points are less time sensitive since they are expected to be operational even during crises (if constructed/rehabilitated to adequate minimum standards and in ways that could mitigate shocks).

- **Beneficiaries, based on their livelihood are able to predict their needs in advance, clarifying the demand and the opportunity to develop further AA.** The predictability of crises is very high amongst local groups such as farmers and pastoralists, whose livelihoods depend on natural resources and the seasons. The survey respondents reported that they knew they would face a crisis between 5 and 15 weeks in advance. The community could be used to monitor shocks and crises as part of a community-based early warning (EW) mechanism. Greater participation of communities is also expected to improve satisfaction with project interventions which was reported to be low.

- **Prioritizing actions that help expand the risk management options of the most vulnerable, especially IDPs, women, etc. have the potential for greater impact.** The most vulnerable groups under the AA interventions are IDPs and Women and are the most represented amongst IOM and WFP beneficiaries. As the WFP interventions are significantly geared toward lifesaving, the timing of intervention is more important than it is for IOM and FAO

interventions. The WFP intervention is targeting urban poor, mostly IDPs unemployed or casual workers. Therefore, the ability of WFP beneficiaries to adapt is very limited. The importance of timely (early) intervention in emergency interventions for vulnerable groups is evident in the fact that only IOM beneficiaries reported in a high proportion that they would have done things differently had they received earlier assistance. Moreover, the beneficiaries of the WFP cash transfer project reported in a relatively higher proportion that the earlier cash transfer made a difference in their ability to cope with the crisis. It is important to note that not only should the profile of beneficiaries be used to determine the necessity of early intervention, but it should also be used to define indicators and as such, there should be a set of indicators within similar livelihood groups. For example, timely intervention should aim at decreasing the loss of livestock, or the selling of productive assets.

- **Targeting and tailoring the package of interventions to key vulnerable groups is key to meeting their needs.** Beneficiaries under the reviewed FAO project have some production capacity at household levels (e.g. farmers, pastoralist, business owners, etc) and are able to generate income on the basis of investment, labour and risk management. However, unemployed profiles with no production capacity or low-level casual workers such as IDPs could in many cases be fully dependent on emergency support during crises. Majority of such beneficiaries were found to be under the reviewed WFP and IOM projects. As the WFP beneficiaries have no production capacities and low capacities in dealing with shocks, they require programming closer to emergency response compare to FAO beneficiaries. The survey conducted as part of this assessment shows that 47% and 55% of the beneficiaries of the nutrition and cash transfer WFP projects reported earlier response respectively. Meanwhile, 36% and 30% of FAO and IOM beneficiaries respectively reported early response.

- **There is a need to consider nuances and advantages of different targeting approaches.** The projects assessed different targeting criteria; the IOM and FAO projects defined targeting both at community and household levels. Targeting at community level compared to targeting at household level improves value for money as the number of beneficiaries is higher for targeting at community level than for targeting at household level. The VFM of the IOM project was found to be goof due to the higher level of sustainability of the intervention on infrastructures. Although, the issue on desert locusts addressed by FAO is very much time sensitive and while the cascading positive effects of this activity can be exponential, the intervention is a one off. Water points and other infrastructures should be appreciated for their long term effects and their ability to provide support to the whole community over different shocks.

- **The assistance provided should have been provided earlier to ensure higher beneficiary satisfaction.** In general, the appreciation of the AA interventions was found to be lower than expected among beneficiaries responding to the survey. During this survey, the average score given by beneficiaries respondents was between 4.6 and 5.1 when prompted how they would recommend the intervention to a friend on a scale of 0 to 10 (10 being the highest). The specific reasons for this low scoring are unclear but it should be noted issues of recalling information could have influenced their opinion. Furthermore, the low scoring could be related to ownership, consultation, timing, mismatch between beneficiary expectations and assistance provided, etc. This highlights the need to consider the process and quality of interventions along the timing of response, but also the level of expectations of beneficiaries. This would require considering options better appreciated by the target communities and following processes warranting high quality and timely responses. This point should be nuanced with the fact that 82% of respondents reported that humanitarian assistance received in general made it easier to handle their issue (48% agree and 38% somehow agree) and that 70% of respondents reported that these specific interventions have improved the quality of their life.

Based on the findings of the assessment, the following recommendations are given for AA interventions:

1) **Consider categorizing beneficiaries based on the level of vulnerability and separating those in need of life-saving interventions and those in need of interventions addressing longer term vulnerabilities.**

2) **The anticipatory action should build upon Early Warning (anticipation, crises pattern) and resilience programming (complementarity) in Somalia.** This would contribute to more effective interventions and reduced levels of vulnerability.

3) **Increase targeting at community level on infrastructures** as these will benefit all community members and will remain operational for future shocks increasing de facto the sustainability of the intervention but also increasing the readiness of these infrastructures for the next crises.

4) **Along the institutional early warning, develop community-based monitoring based on community information.** Predictability of crises can built on the long term analysis and sophisticated data management from actors involved in EW but there are also opportunities to better listen to the communities, notably through social network monitoring. An example of tweets analysis has been provided in this report.

5) **Some interventions were implemented at a very slow pace but are still relevant within the overall cycle of crises.** Therefore, thinking beyond the response to the crisis, anticipatory should look at the cycle of recurrent crisis and should provide responses addressing vulnerabilities met by specific groups at a specific time of vulnerability.

6) **Build regular target community consultation into the anticipatory action framework and ensure that this is also reflected in agency projects.** This is essential for ensuring the selection of the groups that are most in need of assistance as well as beneficiary satisfaction and appreciation of the project.

Description of the Intervention

Following widespread and severe drought in Somalia in 2010-2011 and 2016-2017, the UN Office for the Coordination of Humanitarian Affairs (UNOCHA), Humanitarian Country Team, the World Bank and other partners developed the Anticipatory Action (AA) Framework. Through this framework, the Central Emergency Response Fund (CERF) releases funding against a pre-developed Anticipatory Action Plan to help mitigate projected life-threatening humanitarian impact and protect vulnerable people under worsening conditions. The pilot of this framework was launched in 2019, combining three pre-agreed components: forecast and triggers; anticipatory actions; and, finance. The pilot establishes when and on what basis the action will be triggered for a specific event; how much funding will go to which agency; and what activities the funding will be used for. In addition, the pilot includes pre-agreed elements on evaluation and learning.The pilot rests on the following trigger:

- The projected population in phase 3 and above exceed 20%, AND EITHER
- The projected population in phase 3 is projected to increase by a further 5%, OR
- The projected population in phase 4 or above is 2.5%

In June 2020, the pre-agreed threshold for the triggering of the framework was exceeded when food insecurity projections forecast the number of people in Somalia facing crisis levels food insecurity or worse outcomes (IPC Phase 3 or higher) to rise to 3.5 million between July and September 2020, or 22% of the population. The Emergency Relief Coordinator agreed to activate the AA framework and trigger a 15 M USD CERF allocation, even though the food security trigger was reached because of the mounting impacts of the locust infestation, flooding, and the COVID-19 pandemic and not because of an extraordinary drought.

From the pre-agreed Anticipatory Action Plan, the Somalia Humanitarian Country Team and clusters prioritized a comprehensive package consisting of health, food security, water and sanitation, nutrition and protection assistance for the 15 M USD CERF allocation. These include preventing declining food consumption and livelihood loss of 150,000 households by vaccinating 6 million goats and controlling 20,000ha affected by desert locusts; providing preventive and curative health assistance for over 200,000 Somalis – including 7,205 pregnant and lactating women and 40,000 children under the age of 1 through deployment of rapid response teams, training of health personnel, procurement of medical supplies, vaccination, malaria prophylaxis and spraying; giving over 200,000 vulnerable persons access to clean water to mitigate health and nutrition deterioration through rehabilitation of 30 boreholes and 73 shallow wells, disinfection of 288 wells and distribution of 16,000 hygiene kits; providing nutrient supplements to 120,500 children and 5,700 pregnant and lactating women to circumvent increased cases of acute malnutrition and excess mortality; and deploying protection monitors to ensure safe, dignified, equitable and meaningful access to humanitarian assistance and essential services.

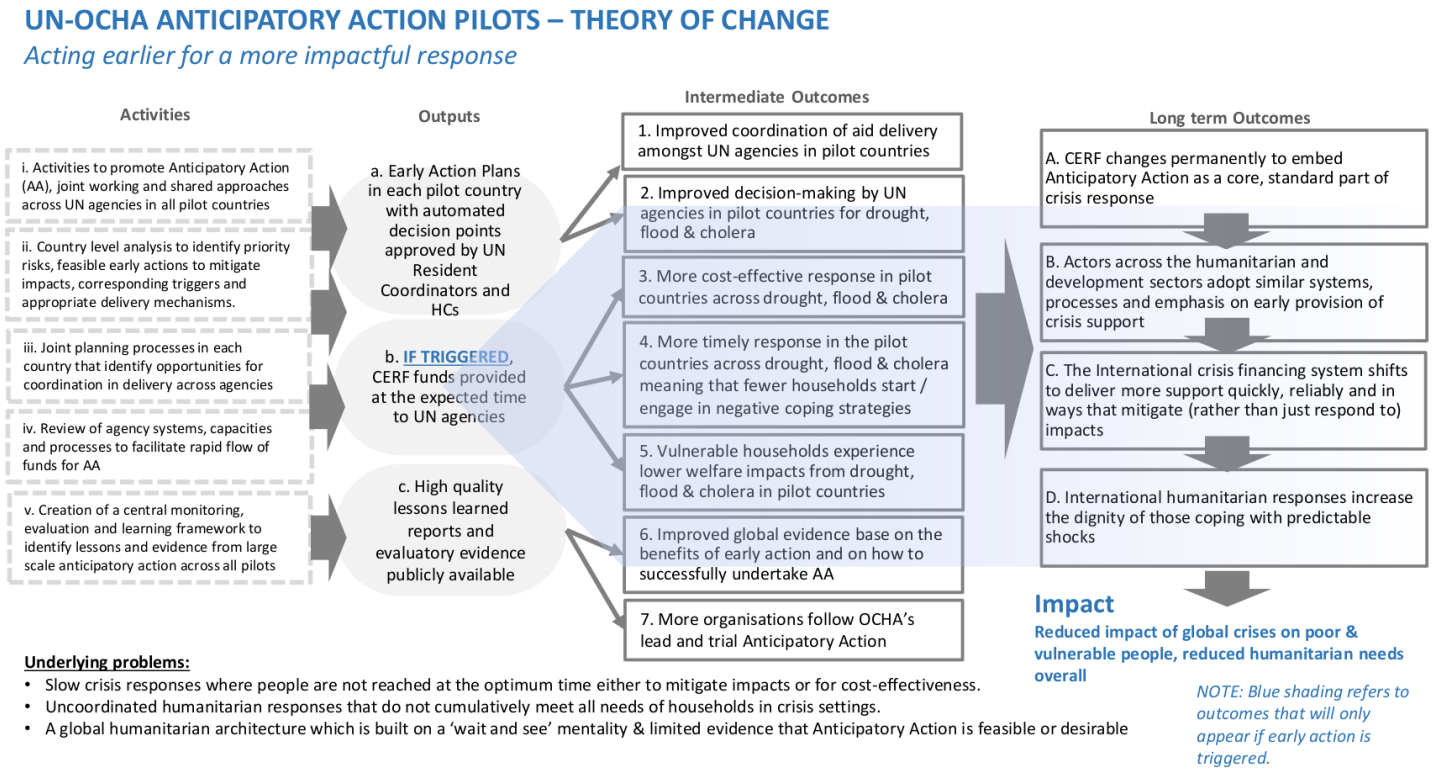
The allocation was expected to make an important contribution to saving lives. The allocation is also expected to serve as an opportunity to learn and demonstrates the value of triggering pre-agreed plans to reduce suffering and costs.

Introduction to the study and project

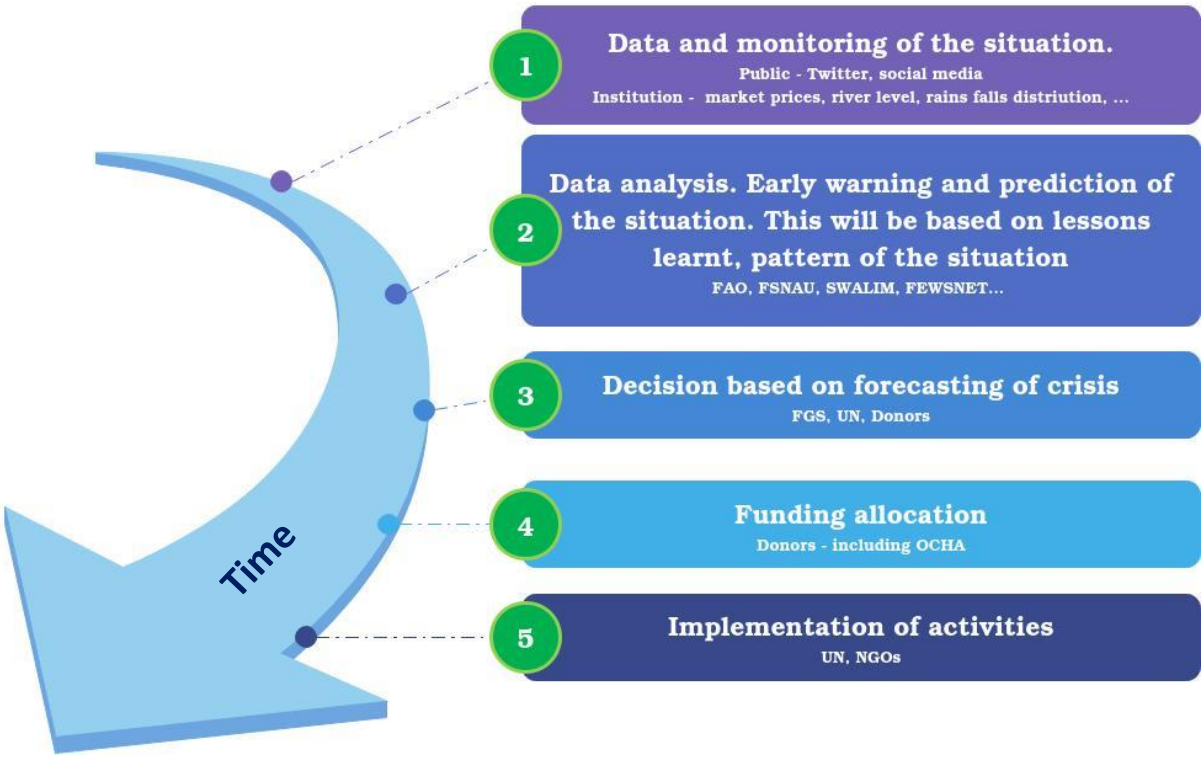
Theory of Change

The Theory of Change (ToC) of the anticipatory action is in line with rapid response mechanisms, early warning (EW), preparedness and the ultimate goal of understanding, in depth, the vulnerabilities of the target groups, which to some extent leads to progress towards resilience programming.

The ToC focuses on lessons learnt, past experience and data management to better predict and respond to crises. Fast tracking of decision-making and budget allocation to ease the scale of the humanitarian needs that are the consequence of a shock/hazard occurrence would be part of measuring the efficiency of the anticipatory action ToC. In contexts where time is a key determinant of scale of crises, the ToC is coherent. However, for the ToC to be fully operational, the time between the beginning of the crisis and the response of the agencies as well as the quality of the intervention also needs to be considered.



Process for anticipatory crisis management



- **Steps 1 and 2:** In Somalia, there are numerous layers of data collection to monitoring the situation on the ground and many early warning programs are managed by FAO. The volume of data collected, data management and the quality of analysis contribute to a solid EW.
- **Step 3**: Decisions made on the basis of EW information occurred in Somalia. The time of these decisions needs to be compared to the time of the crisis. In anticipatory action, the idea is to make the decision to act *before* the crisis occurs (i.e. before the peak of humanitarian impact).
- **Step 4**: Funding allocation
- **Step 5:** Project implementation was reported as per the CERF and four projects have been included in this review. The relevance of the project to target the beneficiaries in relation to the crisis to be addressed as well as the timing of implementation is key.

Projects Reviewed

Urban Safety Nets for anticipatory action in Banadir Region (20-RR-WFP-037)

Grant ***$2,285,475***
Recipient UN Agency ***WFP***
Emergency type ***Multiple***
Window ***Rapid Response***
Sector ***Food Assistance***
Beneficiary types ***Host communities, Internally displaced persons***
People targeted ***90,438***
Implementation dates Project start: 20 Jul 2020
Project end: 19 Jan 2021

Project overview
The main aim of this project is to support displaced persons in urban areas that are particularly vulnerable to the mounting socio-economic impacts of COVID-19 like declines in external remittance flows into Somalia and declines in economic activities in urban areas. WFP will use the $2.3 million from CERF to provide a package of three unconditional cash transfers (worth $105 per household) to support 77,762 internally displaced persons and 12,676 individuals in their host communities in the Banadir district.

VFM as per proposal: Budget / Beneficiaries: **25.27 USD per beneficiary.**

VFM as per list of beneficiaries: Budget / Beneficiaries: **155 USD per Household**. As this intervention is straight forward and limited to one activity, it costs 155 USD to distribute 105 USD so the support cost associated to reach the distribution is 32%.

Duration of effects of the project: Short term.

Breakdown lists of distribution provided by UN partner

Mogadishu districts	Count of Person Household
Boondheere	515
Cabdulcasiis	318
Daynile	1
Hawl Wadaag	1,410
Heliwa	827
Hodan	3,161
Karaan	594
Shangaani	466
Shibis	509
Waaberi	1,440
Wadajir	1,619
Wardhiigleey	881
Xamar Jaabjab	1,498
Xamar Weyne	592
Yaaqshiid	914
Grand Total	**14,745**

The table below summarizes the number of activities implemented by the agency vis a vis the effects of the activity on direct beneficiaries and non-beneficiary members of the community (The population benefitting indirectly from this CERF funding). Furthermore:

- The number of activities is important to appreciate whether the VFM can be calculated or appreciated.
- The effect on direct beneficiaries shown in the table below to better understand whether the activity is providing either a direct or indirect support to the beneficiaries.
- The effect on indirect beneficiaries is important to appreciate whether the project generates a visible cascading effect.
- Sustainability refers to the foreseen sustainability effect of the intervention.

Number of activities	Effect on direct beneficiaries	Effect on indirect beneficiaries	Sustainability	Effect duration	Emergency level	Risks level at time of intervention (anticipation)
1	High	Low	Low	Short term	Life saving	High

Budget	Nb of beneficiaries as stated in project document	Nb of beneficiaries as per the list of beneficiaries provided
$2,285,475	*90,438*	*14,745*

Provision of preventive nutrition services to children under 5 and Pregnant and Lactating Women (PLWs) living in locations with emergency Global Acute Malnutrition (GAM) prevalence. (20-RR-WFP-036)

Grant $500,000
Recipient UN Agency ***WFP***
Emergency type ***Multiple***
Window ***Rapid Response***
Sect or ***Nutrition***
Beneficiary types ***Host communities, Internally displaced persons***
People targeted ***19,600***

Project overview

Effectively providing supplementary nutrient rich and micro-nutrient tablets can circumvent increased cases of acute malnutrition and excess mortality. In complementarity with UNICEF, WFP will use the $500,000 to provide 62.4 MT of Plumpy Doz for 7,089 girls and 6,811 boys aged under 2 years and 102.8 MT of super-cereal plus for 5,700 pregnant and lactating women for the prevention of chronic and acute malnutrition.

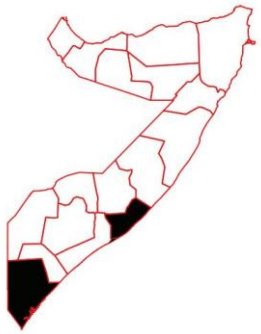
VFM: Budget / Beneficiaries: 25.51 USD per indirect beneficiary.

VFM as per list of beneficiaries: Budget / Beneficiaries: 105.7 USD per direct effective beneficiary. The list of beneficiaries provided by WFP is composed of 3,418 Children and 1,311 PLW, so a sum of 4,729 beneficiaries.

Duration of effects of the project: Short term (as it is lifesaving support)

Breakdown lists of distribution provided by UN partner

Programme beneficiaries category	District	**Count of Person Household**
Children	Jowhar	2,244
Children	Balcad	846
Children	Afmadow	328
PLW	Jowhar	486
PLW	Afmadow	532
PLW	Balcad	293
		4,729



Number of activities	Effect on direct beneficiaries	Effect on indirect beneficiaries	Sustainability	Effect duration	Emergency level	Risks level at time of intervention (anticipation)
1	**High** Health status of vulnerable children	**Low**	**Low** The core issues of food insecurity are not addressed.	**Short term**	**Life saving**	**High**

Budget	Nb of beneficiaries as stated in project document	Nb of beneficiaries as per the list of beneficiaries provided
$500,000	***19,600***	***4,729***

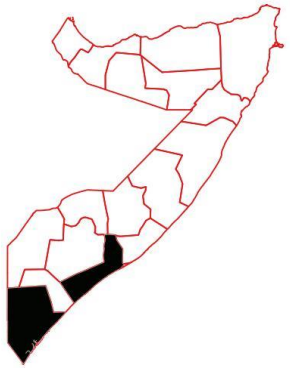
Anticipatory Water, Sanitation and Hygiene (WASH) actions to prevent and reduce human suffering, through provision of clean safe water and hygiene promotion services (20-RR-IOM-022)

Grant $2,049,945
Recipient UN Agency **IOM**
Emergency type **Multiple**
Window **Rapid Response**
Sector **Water and Sanitation**
Beneficiary types **Host communities, Internally displaced persons, Other affected persons**
People targeted **74,979**
Implement at ion dates Project start: 21 Jul 2020
Project end: 20 Jan 2021

Project overview

The main objective of this project is to mitigate disease outbreaks and other consequences of water shortage - and therewith enhance the population's ability to withstand the impacts of the triple threat of locust, COVID-19 and flooding - by supplying clean water for humans and livestock. The $2.05 million in CERF funding will enable IOM to rehabilitate 10 boreholes and 38 wells, and to conduct cholera prevention through disinfection of 38 shallow wells and provision of 6,000 hygiene kits. In addition, 190 hygiene promoters will be trained. 79,949 vulnerable Somalis will benefit from these activities, including 31,165 internally displaced persons.

4,759 beneficiaries receiving hygiene kits for Kismayo and Merka.



VFM: Budget / Beneficiaries as per proposal: 27.34 USD per indirect beneficiary.

VFM: Budget / Beneficiaries: 3 main activities, Hygiene kits distribution (list of 4,759 beneficiaries receiving hygiene kits for Kismayo and Merka), training for hygiene promoters (190 as per proposal), 38 shallow wells serving large community numbers. As some element are implemented at community level rather than at household level, then the theoretical unit cost of 27.34 USD per beneficiaries is foreseen to remain.

Duration of effects of the project: Long term as the infrastructure is expected to be sustainable beyond the project

Number of activities	Effect on direct beneficiaries	Effect on indirect beneficiaries	Sustainability	Effect duration	Emergency level	Risks level at time of intervention (anticipation)
3	**High** Risk related to access to safe drinking water and hygiene	**High** due to training on hygiene and community water points	**High** Training and remaining infrastructures	**Long term**	**Medium:** due to time of implementation of the work on the water point. However, these water points can become life-saving during following emergencies.	**Medium**

Budget	Nb of beneficiaries as stated in project document	Activities	Number of beneficiaries as per the proposal	Number of beneficiaries *as per the list of beneficiaries provided*
$2,049,945	74,979	Hygiene kits	***6,000***	***4,729***
		38 shallow wells	***79,949***	***79,949***

Anticipatory action against compounding food security threats in Somalia (20-RR-FAO-026)

Grant $2,300,000
Recipient UN Agency **FAO**
Emergency type **Multiple**
Window **Rapid Response**
Sector **Agriculture**
Beneficiary type **Other affected persons**

People targeted **900,000**
Implementation dates Project start: 17 Jul 2020
Project end: 16 Jan 2021

Project overview

The main aim of this project is to mitigate declines in food consumption and loss of livelihoods in view of projected crop and vegetation destruction linked to desert locust and flooding. The $2.3 million from CERF will enable FAO to vaccinate 6 million goats at risk of trans boundary diseases and conduct desert locust control across 20,000 ha by way of aerial and ground operations. 900,000 vulnerable pastoralists in Somaliland and Puntland will be supported through this project.

VFM: Budget / Beneficiaries: 2.5 USD per beneficiary.

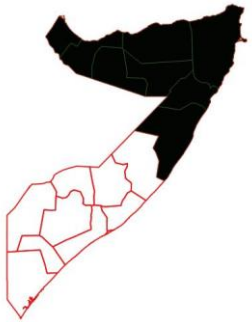
VFM: Budget / Beneficiaries: this project is based on 2 activities, one on animal immunization and the other on Control desert locust. FAO explained that the project is targeting 75,000 HH respectively in Puntland and Somaliland for a total of 150,000 HH. If we take into consideration the animal immunization project only, the VFM would be 15.3 USD per beneficiaries. However, the desert locust control project provides a very large spectrum of indirect beneficiaries, and these cannot be quantified. Obviously, the effects of the desert locust control are time bound and the animals should be immunized prior to animals falling sick and dying.

However, FAO has reported very late implementation and at the time of this survey the activities were still ongoing, with only 51,282 beneficiaries reported as having benefited. Taking only this aspect into consideration (excluding the fact that the activities are incomplete, and including the desert locust control), the VFM would be 44.9 USD per direct beneficiary.

Duration of effects of the project: Short term as immunization of livestock is a one off.

Breakdown lists of distribution provided by UN partner

Region	Week 4 to 6	Week 3
Togdheer	6,745	3,227
Sanaag	4,904	2,515
Woqooyi Galbeed	7,843	4,410
Sool	4,547	2,367
Awdal	4,261	2,128
Somaliland : 42,947	**28,300**	**14,647**
Bari	1,899	955
Sanaag	730	407
Nugaal	873	459
Togdheer	346	179
Sool	856	441
Mudug	786	404
Puntland : 8,335	**5,490**	**2,845**



Number of activities	Effect on direct beneficiaries	Effect on indirect beneficiaries	Sustainability	Effect duration	Emergency level	Risks level at time of intervention (anticipation)
2	**High**	**High** Locust related risk.	**Low**	**Short term**	**Medium** Alert on locust risk increased	**Medium-High**

Budget	Nb of beneficiaries as stated in project document	Activities	Number of beneficiaries as per the proposal	Number of beneficiaries *as per the list of beneficiaries provided*
$2,300,000	900,000	Livestock immunization	***150,000***	***42,947 +8,335 = 51,282 HH***
		Desert locust control	***Global for Somaliland and Puntland***	***NA***

Survey Methodology

The survey for the beneficiary assessment was conducted through call-centre interviews with beneficiaries of the four targeted projects. The survey targeted 1,500 beneficiaries who benefitted from four different projects respectively from FAO (one), IOM (one) and WFP (two). The lists of beneficiaries were provided by each implementing organization and a randomization of the beneficiaries was conducted. The beneficiary survey covered questions regarding:

- Respondent's profile
- Level of vulnerability
- Livelihoods
- Information on assistance needed and assistance received
- Beneficiary feedback on the assistance provided
- Gender dynamics
- Mental well being

A level of confidence of 95% and an interval of 5 was used to define the sample size at project level. Furthermore, strict quality assurance on the phone interviews was conducted and interviews not passing the quality assurance control were excluded from survey data. The assessment does not provide an overall consolidation of data from all the projects. Rather, the assessment assesses each agency's project/s and compares findings from the different projects.

Sample Overview

Agencies	Location	Nb of beneficiaries	Sample used	Response rate
FAO	Somaliland and Puntland	150,000	375+410	67%
IOM	South Somalia (Merka, Kismayo)	4,761	369	73%
WFP CT	Mogadishu	18,222	379	83%
WFP Nutrition	Johwar, Balad, Afmadow Chidlren	3,418	359	76%
	Johwar, Balad, Afmadow PLW	1,311		

The beneficiaries' distribution across the three UN agencies consists of a very high proportion of beneficiaries of the FAO project. However, the sampling proposed per "Agency-Location", respectively 383 for FAO, 356 for IOM, and 376 for WFP Mogadishu allows for the overall results to be influenced almost equally by the three or four UN "Agency-Location".

Survey Limitations

The aim of the anticipatory action was to prevent the number of people in IPC phase 3+ escalating to 3.5 million (=anticipating a deterioration in the food security situation). In evaluating the anticipatory action, there are a number of limitations:

1. It was difficult for survey respondents to identify a moment of severe food insecurity (rather than the moment when flooding occurred, or locusts swarms reached crop areas) and assess whether assistance reached them in a timely fashion in relation to that specific moment.
2. Ultimately, the food security situation did not escalate to the predicted levels, therefore it is even more difficult to ask respondents about timeliness in relation to something that did not happen.
3. There might be challenges regarding the level of attribution to AA responses, as beneficiaries also received other form of support, at times from the same agency, making it difficult for them to differentiate between interventions.

4. The projects and profiles of beneficiaries are very different which made it difficult to draw meaningful conclusions from collected data.
5. The survey was conducted long after the crises. Therefore, some elements required recalling distant events. This is likely to affect the accuracy of some of the responses.
6. The survey was conducted during Ramadan which impacted on the food security indicators and the type of assistance received from community members.

Respondents profile

FAO: The FAO profile of beneficiaries is composed of **pastoralists** with 89% of beneficiaries being part of the host community. These respondents are mainly beneficiaries of many others assistance programmes. However, this group is different from other groups of respondents as the support received from other programs did not occur at the same time as support received from the FAO programme. Therefore, the timely distribution of support is foreseen to contribute to the respondents' ability to cope with the shocks.

Only 42% of the respondents in this group are women.

An average income in a good month is 195 USD and 80.4 USD in a bad month. The average HH size is 8.8. This indicates an **average income per person per day of 0.74 USD in good months and 0.30 USD in bad months**. The situation of pastoralists is very much linked to the seasonal calendar. Thus, the good months are clearly identified as being **April, May and June** (Gu rainy season) while the bad months are identified as January, February and March (Jilaal dry season). However, November and December were also reported as being bad months. The situation of pastoralists is therefore relatively predictable.

The average duration of crises faced in 2020 was reported to be 16.7 weeks with a capacity to anticipate the crisis 15.5 weeks in advance. Compared to the other groups assessed, this group is better able to adapt and to resist shocks. **Between the time of the crisis occurrence and the time of receiving support, 78% of respondents reported having lost some livestock and 19% of respondents reported having some family members who fell sick. Only 28% of respondents reported asking for assistance from family members, which suggests that this group is not the most vulnerable in the community**.

38% of respondents reported to have been slightly affected by the July 2020 food crisis while 48% reported to have been severely affected by this crisis. It follows that **69% of respondents reported that the assistance received has improved the quality of their life**. This group reported an average of 16.7 weeks of crisis in 2020. 76% of respondents agree or somehow agree that the humanitarian assistance received made it easier to handle their issues. However, when recommending humanitarian assistance to a friend, on a scale of 0 to 10 (10 being the worst), the average scoring was 5.2. Furthermore, 67% reported that the level of food consumption at HH level in the week following the peak of food crisis was relatively similar to their current situation.

IOM: The IOM profile of beneficiaries represents a balanced mix of **casual workers (52%), farmers (15%), and unemployed (25%)** profiles. 74% of the recipients are IDPs.

82% of the respondents are women.

The average income in a good month is 107 USD and 47 USD in a bad month. The average HH size is 8.6. This indicates **an average income per person per day of 0.41 USD in good months and 0.18 USD in bad months**. The average duration time of crisis faced in 2020 was reported as being 7.7 weeks, with a capacity to anticipate the crisis 11.2 weeks in advance. The most difficult months are February, March and April. There are not obvious months reported to be good or bad for this group, making the predictability of the changes of their situation relatively low.

56% of respondents reported that they were slightly affected by the July 2020 food crisis while 43% reported that they were severely affected by this crisis. It follows that 93% of respondents reported that they "agree" or "somehow agree" that the humanitarian assistance received made it easier to handle their issues. **64% of respondents reported that the assistance received has improved the quality of their life**. However, when recommending humanitarian assistance to a friend, on a scale of 0 to 10 (10 being the worst), the average scoring was 4.1. 89% reported that the level of food consumption at HH level in the week following the peak of food crisis was relatively similar to their current situation.

This group of respondents is highly vulnerable and with no shock absorption capacity other than asking assistance from family members (58% of response of what changed between the beginning of the crisis and the time of receiving assistance and 15% of responses recorded were about selling productive assets which in any case will decrease further their overall vulnerability). While some of these respondents are farmers, it should be noted that 26% reported to have lost their harvest. This last point is beyond the project's control.

WFP – NUT: The WFP NUT profile of beneficiaries represents a mixed balance of different profiles. **40% are casual workers, 32% are farmers and 31% are unemployed**. **43% are IDPs.**

95% of the respondents in this group are women. **,** An average income for these respondents was reported as being 102 USD in a good month and 45 USD in a bad month. The average HH size among these respondents is 8.1. This implies an **average income per person per day of 0.42 USD in good months and 0.19 USD in bad months**. However, there were no months reported as being particularly good or bad for this group, making the predictability of the evolution of their situation relatively low. They are mainly beneficiaries of other assistance such as cash transfer.

Respondents selected from **WFP NUT beneficiaries reported an average of 10.6 weeks of crisis in 2020.** Furthermore, 47% of respondents reported that they were slightly affected by the July 2020 food crisis while 50% of respondents reported to that they were severely affected by this crisis. It follows that 81% of respondents reported that they "agree" or "somehow agree" that the humanitarian assistance received made it easier to handle their issues. **69% of respondents reported that the assistance received has improved the quality of their life**. However, when asked to recommend humanitarian assistance to a friend on a scale of 0 to 10 (10 being the worst), the average score given was 4.6.

This group of respondents is highly vulnerable and with no shock absorption capacity. 46% of respondents in this group reported asking assistance from family members as a coping mechanism between the beginning of the crisis and the time of receiving assistance while 42% of responses were recorded about selling productive assets which in any case will further decrease their overall vulnerability). While some of these respondents are farmers, it should be noted that 30% reported to have lost their harvest.

WFP Cash: The WFP CASH profile of beneficiaries are 65% are casual workers, and 36% are unemployed people. They are mainly IDPs (61%).

88% of respondents in this group are women.,.

The respondents are mainly beneficiaries of other assistance such as nutrition and cash transfer programmes.

The average income in good month is 121 USD and 52 USD in a bad month. The average HH size is 9.1. This indicates an **average income per person per day of 0.44 USD in good months and 0.19 USD in bad months**. However, there were no months reported as being particularly good or bad for this group, making the predictability of the evolution of their situation relatively low.

42% of respondents reported having been slightly affected by the July 2020 food crisis while 53% reported to having been severely affected by this crisis. **80% of respondents reported that the assistance received has improved the quality of their life.** Furthermore, 86% of respondents agree or somehow agree that the humanitarian assistance received made it easier to handle their issues. However, when recommending humanitarian assistance to a friend on a scale of 0 to 10 (10 being the worst), the average scoring was 5.0.

The average duration of crises faced in 2020 was reported as being 10.7 weeks and with a capacity to anticipate the crisis 7.7 weeks in advance.

This group is highly vulnerable and with no shock absorption capacity. 50% respondents in this group reported asking for assistance from family members as a coping mechanism between the beginning of the crisis and the time of receiving assistance while 44% of reported selling productive assets which in any case will further decrease their overall vulnerability). It should be noted that 26% of respondents reported that a family member fell sick in 2020. 71% respondents also reported that the level of food consumption at HH level in the week following the peak of food crisis was relatively similar to their current situation.

Comparative Table of Beneficiary Profiles

	BI1. How old are you? (In years) - Average	BI3. What is your gender? - % Female	BI4. Are you the head of the household? - Yes	BI6. How many people live in your household in total? - Average	BI10. What is your residency status?			BI11. Was this residency status the same 6 months ago? Yes	BI12. Select your source of livelihood						BI13a. Estimate your monthly income in USD in a GOOD month -Average	BI13b. Estimate your monthly income in USD in a BAD month - Average
					Host Community	IDPs	Returnees		[Farmer]	[Pastoralist]	[Agro pastoralist]	[Casual worker]	[No job]	[Employee]		
FAO	39.1	**42%**	71%	8.8	**89%**	4%	7%	82%	7%	**89%**	13%	6%	11%	2%	195.0	80.4
WFP NUT	31.7	95%	49%	8.1	51%	**43%**	6%	73%	32%	6%	11%	**40%**	31%	3%	101.7	45.4
WFP CASH	38.3	88%	73%	9.1	32%	**61%**	7%	82%	5%	1%	2%	**65%**	36%	4%	121.2	51.9
IOM	37.3	82%	64%	8.6	22%	**74%**	4%	82%	15%	3%	6%	**52%**	25%	2%	107.5	47.3

FAO beneficiaries appear to be better off than WFP and IOM beneficiaries. This indicates that an anticipatory response would target these profiles differently. Furthermore, this group being highly dependent on the performance of the raining seasons is the group with the longest capacity to predict its own crisis.

	VFM Budget/Cost benef. Proposal level. *Indirect benef.*	HH severely affected by crisis	HH slightly affected by crisis	Improvement of life thanks to project	Weeks of crisis	Weeks to anticipate the crisis	Sold productive assets	Migrate to different place	Ask for assistance from family members	Lost livestock	Lost harvest	Family members got sick	If assistance provided earlier, change?
FAO	2.5 USD	48%	38% (14% not affected)	69%	**16.7**	**15.5**	29%	22%	28%	**78%**	29%	19%	8.3%
WFP NUT	25.51 USD	47%	50%	69%	10.6	**5.2**	**42%**	25%	**46%**	23%	30%	**29%**	2.8%
WFP CASH	25.27 USD	42%	53%	**80%**	10.7	7.7	**44%**	32%	**50%**	21%	19%	**26%**	
IOM	27.34 USD	43%	56%	64%	**7.7**	11.2	**15%**	17%	**58%**	20%	28%	**26%**	2.2%

Vulnerabilities of respondents

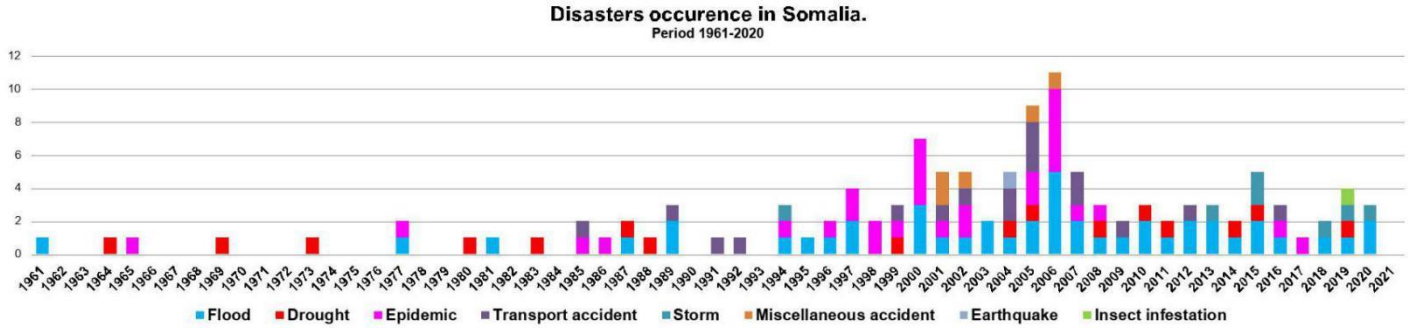
Crisis evolution

Understanding the Context and Long-Term Crisis Pattern of Somalia

The long-term instability in Somalia has made it difficult to facilitate large scale infrastructural development, leaving the country vulnerable to natural disasters. The country's high dependence on natural resources for its population's livelihoods also makes it vulnerable to natural disasters. The situation is made worse by the fact that Somalia is regularly affected by disasters due to its precarious climate, which has been adversely affected by climate change.[1]

Droughts are by far the most lethal type of disaster as they affect larger sections of the population than other types of disasters. However, floods occur more frequently than droughts and other natural disasters. **While floods tend to occur every year, droughts tend to occur every two or three years.** A drought is understood here as an intensified dry season following a failed raining season and where the depletion of natural resources will increase the pressure on the population. Specific profiles are at higher risk due to their inability to absorb the pressure of the dry season. Therefore, even if no drought is declared, some households are not able to cope with the constraints of the dry season.

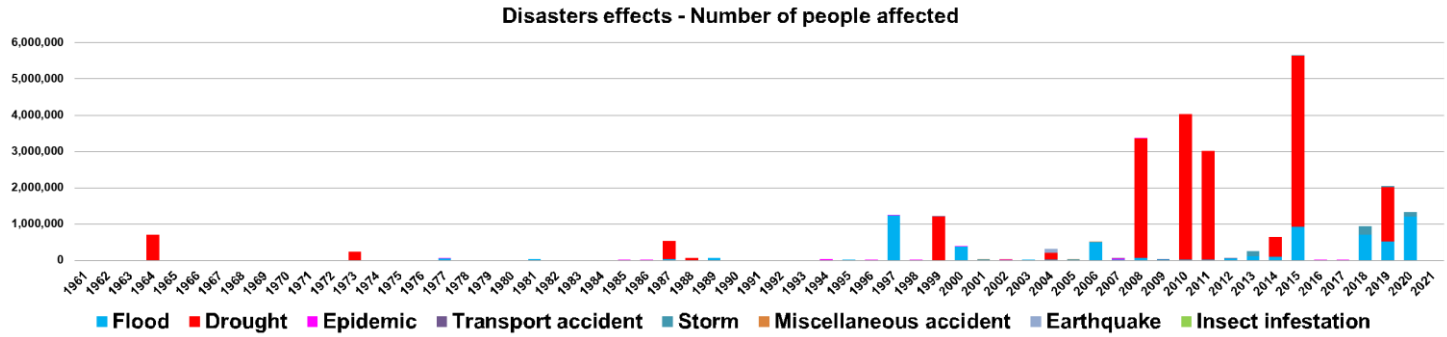
The below graphs detail the types of natural disasters, their recurrence and people affected in Somalia from 1961 to 2021. The graph is important in understanding the pattern of crisis in Somalia. It is also worth noting that epidemics were reported on an annual basis in the 1994-2002 period and 2005-2008 period while no epidemics were reported in 2009-2015. Based on the observed trends, the predictability of epidemics is much lower than the predictability of floods or droughts in Somalia.



Source: EM-DAT, CRED / UCLouvain, Brussels, Belgium. www.emdat.be (D. Guha-Sapir)

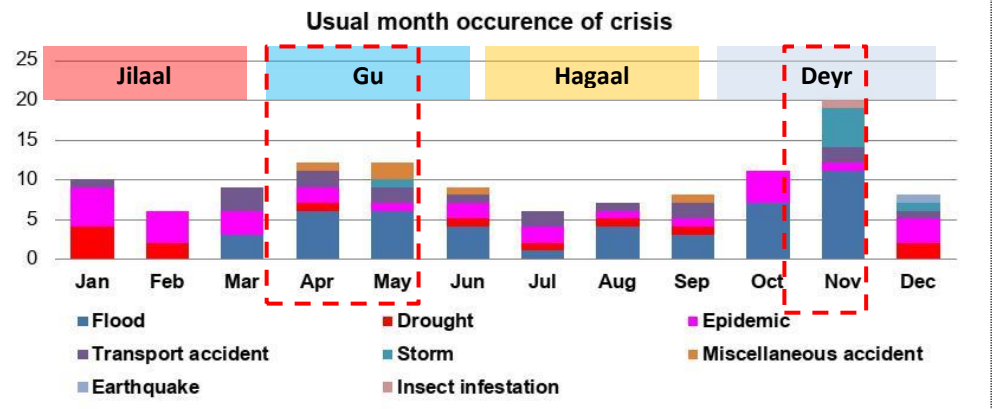
The below graph adds to the preceding graph by showing the number of people affected by the disasters in Somalia from 1961 to 2021. From the below graph, it is evident that drought tends to affect higher numbers of people than other disasters occurring in Somalia.

[1] Abshir Sagal, "Climate Change and Security in the Horn of Africa: Can Europe help to reduce the risks?", Climate Security Expert Network & European Institute of Peace, July 2020, https://www.eip.org/wp-content/uploads/2020/10/csen_policy_paper_climate_change_and_security_in_the_horn_of_africa.pdf



Source: EM-DAT, CRED / UCLouvain, Brussels, Belgium. www.emdat.be (D. Guha-Sapir)

Somalia's climate is characterized by four distinct seasons. These are the spring rains from April to June (**Gu**), dry summer of July to September (**Hagaal**), autumn rains of October to December (**Deyr**) and dry winter of January to March (**Jilaal**). The rainy seasons, namely Gu and Deyr, capture around 75% of the country's annual rainfall.[2] The four seasons present different agricultural and livelihood opportunities to the Somali population. The seasons also present different threats in terms climate-related natural disasters. The below graph depicts the different threats that occur during the various seasons in Somalia.



Source: EM-DAT, CRED / UCLouvain, Brussels, Belgium. www.emdat.be (D. Guha-Sapir)

Droughts mainly occur in the Jilaal season while floods are mainly reported in the Gu and Deyr seasons.

[2] FAO Swalim

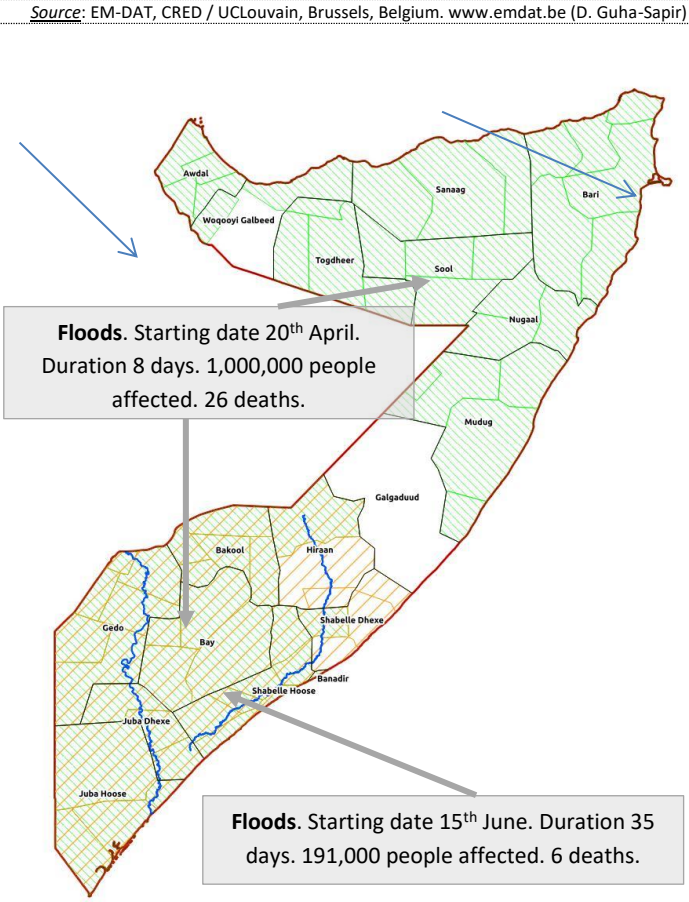
Focus on 2020 Shocks

In 2020, two major floods occurred in Somalia, in April and June respectively. While the April floods generated impacts on a national level, the June floods had impacts that were mainly restricted to southern Somalia.

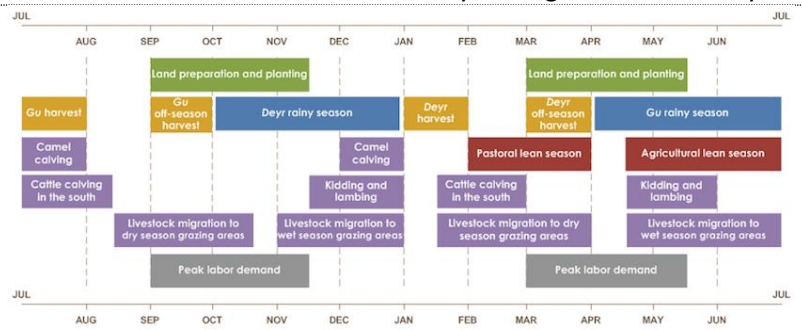
Floods have several direct impacts including the destruction of crops, forced migration of people and contamination of water points. Floods also have several indirect impacts including epidemic outbreaks and locust invasions depending on the timing of heavy rains or floods. These direct and indirect impacts were felt by the people of Somalia in 2020 during the April and June floods.

Floods are much more predictable, with higher risk along rivers. Higher risk of flooding is also associated with the rainy seasons. The predictability of the floods is especially important for communities in locations where crops are cultivated. Impact of water abundance can generate locust development.

Source: EM-DAT, CRED / UCLouvain, Brussels, Belgium. www.emdat.be (D. Guha-Sapir)



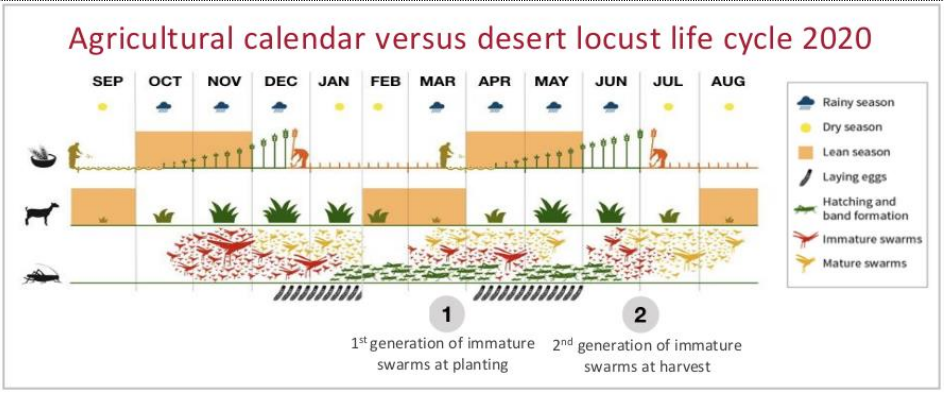
Another major shock faced by Somalia in 2020 is the COVID-19 pandemic. Somalia's informal economy, which is heavily based on remittances, foreign imports and agriculture was adversely affected by the pandemic. Women-owned businesses were especially hard-hit, with 98% reporting reduced revenue. In light of the other shocks facing Somalia in 2020, the economic impacts of COVID-19 increased levels of vulnerability throughout the country.[3]



Climatic phenomena interact with the social dynamics at a given time and therefore define the potential impacts of natural disasters on the population. As such, the seasonal and livelihood calendar is critical. The graph on the left depicts the socio-economic activities that occur in each season.

Source: Desert Locust Crisis. Somalia action plan. January-December 2020

[3] OCHA, "COVID-19 Impact Update No. 14", November 2020, https://reliefweb.int/report/somalia/somalia-covid-19-impact-update-no-14-november-2020



As seen in the graph on the left, the growth of the locust population in Somalia is supported by the rainy seasons. This is because female locusts only lay eggs in moist sandy soil, which requires previous rainfall.[4]

Impact

FAO beneficiaries

The main shocks reported by FAO respondents were on water (21%), drought (20%), food (14%), livestock health (14%), diseases (8%), and livestock losses (4%). 29% of respondents reported drought as a reason for their need of assistance and 37% indicated "animal vaccination/treatment/feed" as their need. This point is interesting as no drought was reported in 2020 but on one hand we do have the dry season which is consistently perceived as a risk for the pastoralists even when it does not reach the scale of a national drought. However, data was collected during a drought period and might have influenced the responses. On the other hand the need of vaccination, treatment, feed can be considered as part of regular needs to be addressed and not necessarily needs triggered by a specific event.

The main needs of assistance for FAO respondents were relatively equal between food, livestock health, healthcare, and water and the reasons why these types of assistance were needed were reported to be due to drought (39%) and the needs of animal vaccination (37%). Therefore, we can understand the link of causality between drought and 1) its impacts on animal health, 2) access to water and 3) access to food and health of the pastoralists.

WFP CASH beneficiaries

The WFP Cash Transfer beneficiaries did not significantly report external events to the type of assistance needed and therefore can be considered on a **constant status of vulnerability**. Food and cash were reported respectively in 31% and 27% of rank 1 of the type of assistance needed and the need of assistance was reported by their livelihood (19%), Food (15%), Poverty (12%), and shelter (10%). This group is understood to be highly vulnerable and highly dependent on external support. This point is coherent with the profile of beneficiaries which are understood to be mainly poor IDPs with limited access to incomes.

WFP NUT beneficiaries

The WFP Nutrition beneficiaries are remarkable as the needs reported are nutrition status (10%), type of livelihood (13%), food insecurity (9%), while drought is only reported in 9% of the cases. the needs reported by this group are therefore not based on specific shocks but rather refer to a a **constant and regular status of vulnerability**. The main type of assistance needed was reported to be food (24%), nutrition support (19%), and cash (10%) which is coherent with the type of intervention received from WFP.

[4] FAO, "Weather and Desert Locusts", 2016, http://www.fao.org/ag/locusts/common/ecg/2350/en/2016_WMOFAO_WeatherDLe.pdf

IOM beneficiaries

IOM beneficiaries are equally affected by issues related to flood (12%) and drought (11%), poverty (12%) and access to food (16%) and with a need of assistance more reported for food (20%) and followed by water (10%). The remarkable point for this group is the fact that only this group is mentioning "floods" as part of the need of assistance. Given the location of this group, this risk is understood to be higher.

Characteristic of the different profiles

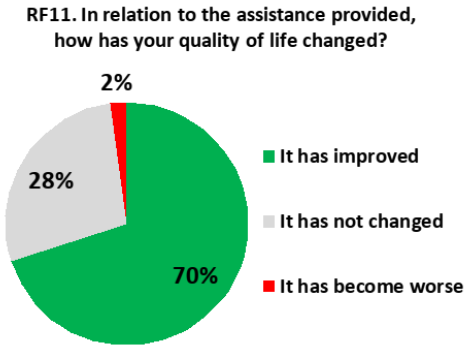
	Incomes good month	Incomes BAD month		Q18. How many weeks of food crisis have you faced in 2020?	Q23. How many weeks in advance were you able to anticipate that your household would face a food security crisis?
FAO	195	80	41%	17	15
WFP CASH	121	52	43%	11	8
WFP NUT	102	45	45%	11	5
IOM	108	47	44%	8	11

The comparison between the beneficiaries of the different UN agencies is interesting as it shows the difference of beneficiary profiles. FAO is targeting pastoralists, therefore, most of FAO's beneficiaries own livestock and are slightly better off than other profiles of beneficiaries (e.g. IDPs, urban poor, etc). This means that the average income of FAO beneficiaries in good months is 90% higher than that of other beneficiaries. However, as for all beneficiaries, incomes were reported as reducing by 55%-59% in bad months. Pastoralists are better able to predict the coming crisis (almost 4 months in advance (longer than a full raining season) but also stay in crisis for up to 4 months.

WFP beneficiaries of respectively NUT and CASH projects reported incomes of 102 USD and 121 USD for good months and 45 USD and 52 USD for bad months. The predictability of the upcoming crisis was however reported to be 5 weeks and 8 weeks in advance.

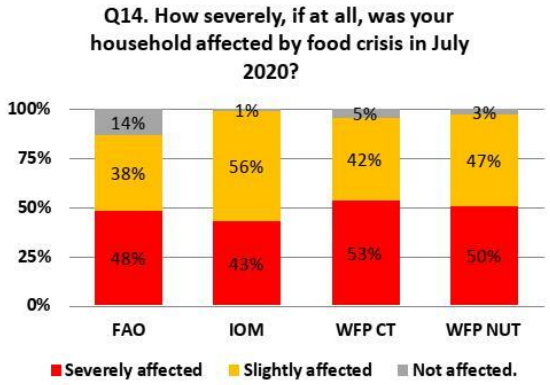
RF11. In relation to the assistance provided, how has your quality of life changed?

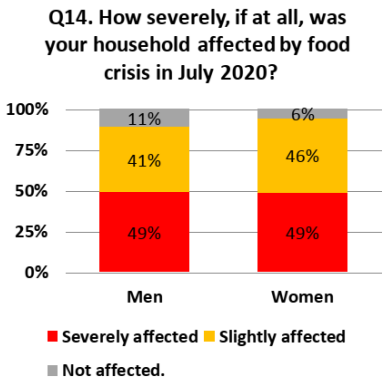
	FAO	IOM	WFP CT	WFP NUT
It has become worse	4%	0%	2%	2%
It has not changed	28%	36%	18%	29%
It has improved	69%	64%	80%	69%



Between 64% and 80% of beneficiaries stated that the intervention they received has improved the quality of their life. This point is a positive statement and further emphasizes the relevance of the activities and the selection of beneficiaries.

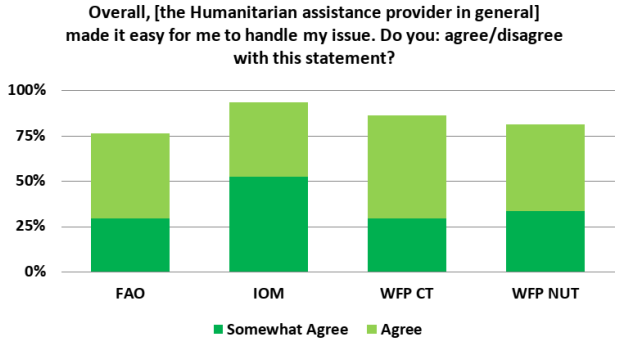
It is however remarkable that **intervention focusing exclusively on short term effects as provided by WFP, generated the best score in terms of reported changes.** (69% for nutrition and 80% for cash). **Cash distribution is the intervention generating the highest proportion of improvement of quality of life**. We assume that the flexibility of cash in terms of choice to be made on how to use it by the beneficiaries is a significant contributor to this type of response. In fact, the cash is also understood to provide the means for each beneficiary to use the cash for his or her most pressing needs.





There is no major differences between men and women on the way they reported being affected by the food crisis in July 2020. The beneficiaries from WFP CT were reported to be the most affected by the food crisis in July 2020 (53% severely affected) while IOM beneficiaries reported to be severely affected only in 43% of the cases. However, most of the respondents reported to be slightly or severely affected by the food crisis in July 2020. Based on the previous analysis, some beneficiaries are in a constant status of vulnerability and therefore the situation was not much different in July 2020. For FAO pastoralist, the crisis was reported to be more important during the Jilaal season and July was not reported to be necessarily more difficult that other period of the year. It should be noted that 14% of FAO respondents reported not being affected by the food crisis in July 2020 and the important rains of 2020 have contributed to increase access to pasture and water for livestock.

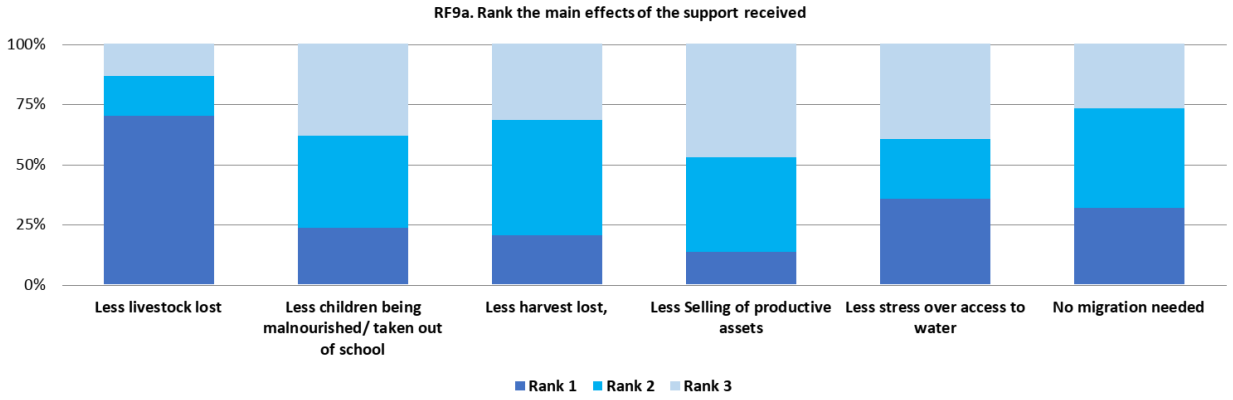
For all projects, 76% to 93% of respondents responded positively (an answer of agree or somewhat agree) that the intervention made it easier for them to handle their issues. This point is important as it highlights that each intervention contributed to ease the struggle of beneficiaries and therefore the projects assessed are relevant when looking at the type of activities provided.



	FAO	IOM	WFP CT	WFP NUT
Disagree	7%	1%	5%	3%
Somewhat disagree	9%	4%	7%	13%
Neither Agree nor Disagree	4%	2%	2%	3%
Somewhat Agree	29%	52%	29%	33%
Agree	47%	41%	57%	48%
Refuses to answer	2%	0%	0%	0%
Doesn't know	3%	0%	1%	0%

Usefulness of the assistance

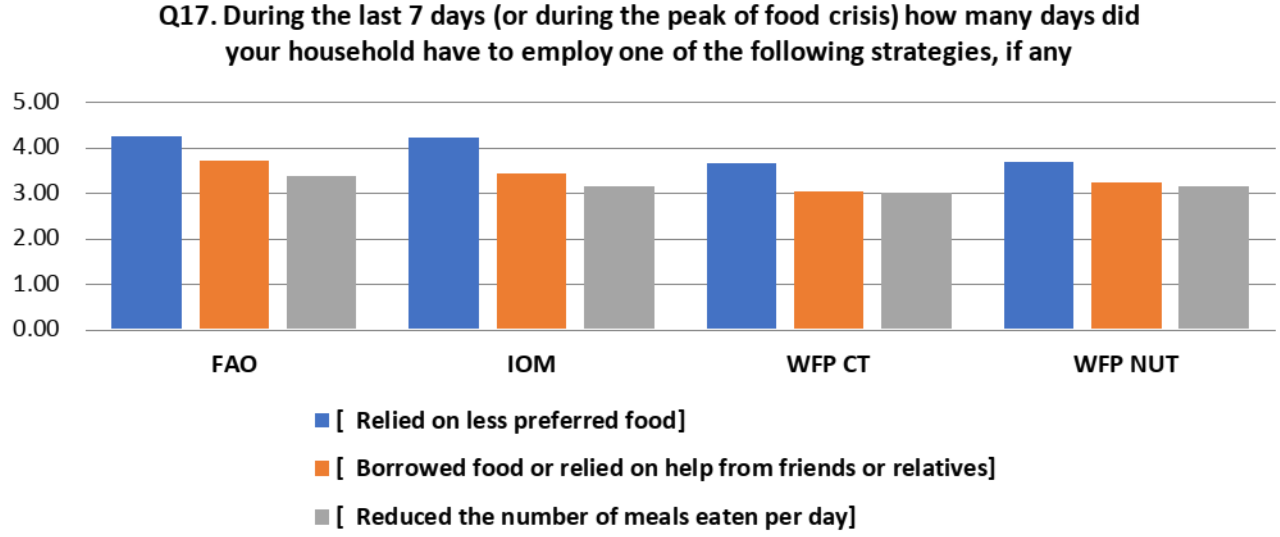
	FAO	IOM	WFP CT	WFP NUT
Rank the main effects of the support received	Rank 1	Rank 1	Rank 1	Rank 1
Less livestock lost	74%	21%	15%	19%
No migration needed	11%	5%	13%	6%
Less stress over access to water	5%	20%	34%	35%
Less harvest lost,	4%	21%	5%	5%
Less Selling of productive assets	4%	15%	11%	7%
Less children being malnourished/ taken out of school	2%	17%	23%	29%



- For WFP beneficiaries, the main impact of the intervention is in terms of "*less stress over access to water*" (34% and 35%) and "*Less children being malnourished/ taken out of school*" (23% and 29%). It is therefore remarkable that two different interventions for WFP generate similar responses for the two groups of respondents. As their profile is similar, it also emphasizes the importance of profiles to generate specific effects. **The importance of water is interesting as the WFP interventions were not targeting water but as described in the previous section, the importance of water and its impacts when people cannot access it is central when dealing with the most vulnerable**. We can assume than cash was also spent on access to water decreasing time pressure to fetch water from far sources, decreasing negative effects of access to low quality of water

- IOM beneficiaries based on their respective responses reported an impact more distributed across the different possible answers but with an emphasis on water. As the IOM beneficiaries were the recipients of **hygiene** kits in village where IOM has also supported numerous shallow wells, the importance of water is remarkable.

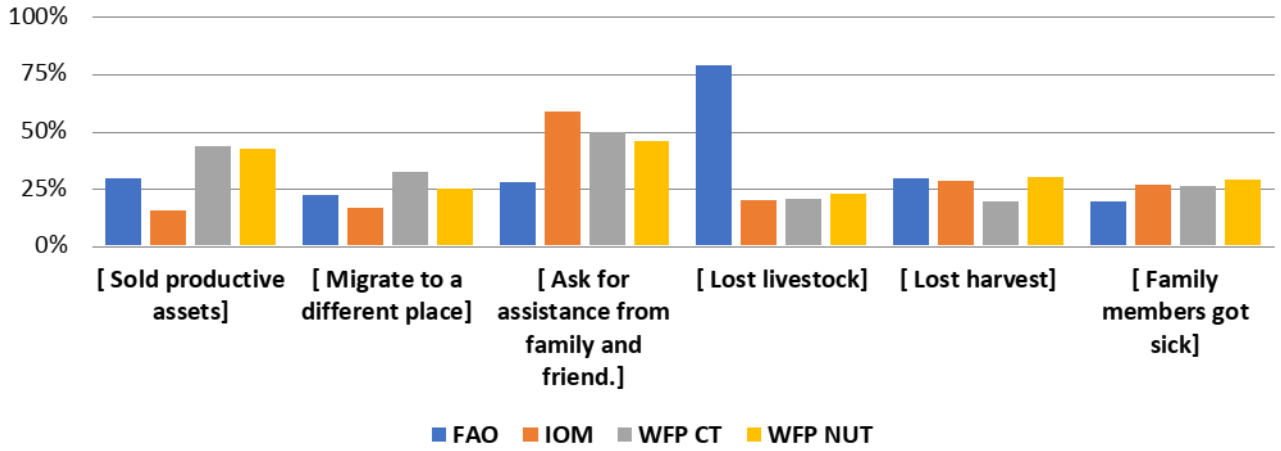
- For FAO beneficiaries, as they are pastoralists, the main effect is on less "*livestock lost*" which is also coherent with the purpose of the project. However, for FAO beneficiaries we are looking at one direct effect reported while beneficiaries from other projects reported effects across the board. One interpretation could be that that WFP and IOM projects have a wider range of direct effects while for FAO, the direct effect is on livestock health which is the only one reported but the indirect effects are also on food security and health in general;



- FAO and IOM reported relying on less preferred foods most frequently during the time of crisis. As WFP beneficiaries are understood to be the most vulnerable we can assume that **FAO and IOM beneficiaries had more preferred choice of food prior to the crisis**. As the presence of pastoralists in these 2 groups is higher than in WFP beneficiary groups, they could for example prefer to have milk and this would reduce during the crisis while WFP beneficiaries would not have milk as part of their preferred food without consideration for the crisis.

- All groups reported to reduce the number of their meals to around 3 days per week and all groups reported borrowing food from family or relatives between 3 and 4 days a week. For IOM and FAO beneficiaries as they are mainly composed of the host community, the trust is already established as they live within their respective community and benefit from established social connections. IDPs are however less integrated within the society and do not benefit from the same support emanating from their social groups. Their social group will be understood to be located in or around IDPs camps, and the clan connection would not be as developed as in their place of origins. IDPs are, however, regular beneficiary from the aid agencies and therefore, at some point, will receive sufficient support to return the borrowed inputs which is the main source of trust to repay debts. This can also be particularly applicable when accessing debt from local shops.

A3. What changed between the time it became difficult for your household and the time you receive support ?



There are some remarkable observations to be made.

- FAO beneficiaries mainly reported to have lost livestock during the time of crisis. However, the number or proportion of livestock lost is unknown. Also, it should be noted that the looses are not directly associated to a specific crisis.

- WFP beneficiaries reported to a higher extent than other project beneficiaries that they had to resort to the selling of productive assets during the time they were under stress. As this group is already very poor, the selling of any assets, has major negative effects.

- FAO beneficiaries are relying less on assistance from family members and friends and therefore we can assume that they are perceived to be less vulnerable.

- All groups reported to have some family members who became sick during the crisis. This further emphasizes the overall vulnerability of all groups in terms of health and further increases the need of health facilities.

Beyond the [Intervention] did you receive any other assistance since July 2020?

	Cash transfer	Food voucher	Receipt of food	Receipt of seeds	Nutritional supplements for children	Other assistance
FAO	30%	24%	24%	12%	19%	18%
IOM	9%	6%	7%	4%	19%	45%
WFP CT	88%	22%	12%	4%	10%	6%
WFP NUT	14%	16%	8%	9%	86%	0%

RF2. On a scale of 0-10, how likely is it that you would recommend [Humanitarian assistance in general] provided to a friend, where 0 is not at all likely and 10 is extremely likely? [How likely would you recommend]

WFP NUT	4.6
WFP CASH	5
IOM	4.1
FAO	5.2
All	**4.85**

The score developed by beneficiaries from all agencies is relatively low while many respondents appreciated the intervention from the different agencies. There is no clear interpretation of the scoring, but it could be related to the scale of intervention, the timing and relevance of interventions which might not have been sufficient to address the problems affecting the beneficiaries. Also, beneficiaries might have higher level of expectations, beyond the emergency response the projects are intending to address.

Understanding the shocks and the needs

The beneficiaries reported some interesting points to better appreciate their needs and the usefulness of the humanitarian intervention.

POVERTY

- **High dependency of the most vulnerable**. The most vulnerable beneficiaries are in a constant need of support making the anticipatory concept relevant in light of a global understanding of the needs rather than predicting specific crisis and their cascading effects. This point is very interesting for the concept of anticipatory action as timing of specific support is less a determinant factor of success of the intervention than the regularity of support. The connection with resilience type of programming is then interesting to consider along the emergency response.

- *« Poor feeding of children at the family puts them at risk of malnutrition which also creates food crisis within the family ». Habo. Middle Shabelle. WFP Nutrition beneficiary.*
- *« Being a single mother it was hard to raise my children without assistance ». Faama. Lower Shabelle. IOM beneficiary.*

- **Making a difficult choice all with negatives impacts**. The poorest highlighted the importance and the dilemma of choosing how to spend the little money they have on rent, water, food, health. Poorest persons have to deal with the fact that they cannot afford all these essential needs and would therefore needs to prioritize some over others.

- *« When a household member is sick, it means that we should be using the available money to treat them thus using money to be used to buy food ». Amina. Banaadir. WFP CT beneficiary.*

- *"Failed access to water will contribute to food crisis because looking for water from distant make me to get less food". Fartun. Banaadir. WFP CT beneficiary.*

- **Water is central.** Some beneficiaries stated the importance of water stating that if they have to choose between water and food, they would choose water and some further added that they cannot cook without water. One beneficiary further added the time allocated to fetch water has a direct impact on their food security. Furthermore, another beneficiary emphasized the importance of protecting water points from livestock contamination.

- *"**We prefer buying water instead of buying food and we don't have enough money for buying both of them** ». Hajji. Woqooyi Galbeed. FAO beenficiary.*
- *« Without water there is no food to be cooked leading to less consumption of food during water shortage a ». Maxamed. Sanaag. FAO beneficiary.*
- *« Spend considerable time in search of water, stress over access to water, no food could be cooked , reduce meals of the day due to water shortage ». Diiriye. Awdal. FAO beneficiary.*
- *"Same time the dam was muddy and not well fenced and the wild animals drink from the dam at night this lead to the water being contaminated and as result of the water contamination we used to suffer from the diarrhoea ». Nimco. Awdal. FAO beneficiary.*
- *« Lack of rain last year has made it difficult for us to access water and wells have dried up ». Ahmed. Woqooyi Galbeed. FAO beneficiary.*

- **Cost of adaptation.** Some beneficiaries highlighted the fact that becoming an IDP is increasing their expenses, increasing their vulnerabilities and decreasing their capacity to recover. In the context of anticipatory action, the idea would be to increase timely interventions prior displacement as the VFM of the intervention would then be much higher than supporting beneficiaries who have reached a situation of high dependency of humanitarian assistance.

- *« Not having a house of my own makes me use the amount that I could have used to buy food to pay rent » Abdirahman, Banaadir, WFP CT beneficiary.*
- *« Displacement to another location caused loss of property and expenses that cause food crises and shortage of food consumption. » Xasan. Awdal. FAO beneficiary.*

CASCADING EFFECTS OF THE DROUGHT AND HOW ITS IMPACT FOOD SECURITY

The livestock is the productive assets for the pastoralists and the food security of the pastoralists is directly connected to the status of their livestock. Protecting this asset in a timely manner is a priority. Monitoring livestock milk production could be very useful to anticipate whether food security crisis would evolve. However, livestock protection strategy through vaccination, timely access to early warning, timely provision of fodder, securing sufficient access to water during the dry seasons could be considered.

- *« Animals have died due to diseases. Hence, caused food shortage because of no access to milk » Xabiiba. Awdal. FAO beneficiary.*
- *« Livestock is the only source of livelihood for us even though our drought has ended ». Sahro. Nugaal. FAO beneficiary.*
- *« Livestock is the backbone of the nomadic people who do not have farms or their livelihood does not depend on the city, if they get sick there is no other source of income ». Jama. Nugaal. FAO beneficiary.*
- *« Food shortages are a result of repeated droughts, so there are many people whose livelihoods depend on the rains such as pastoralists ». Yasin, Sool. FAO beneficiary.*
- *« Livestock often leave us sick and dying, because animals are not able to resist drought and water shortage ». Mohgamed. Bari. Beneficiary.*

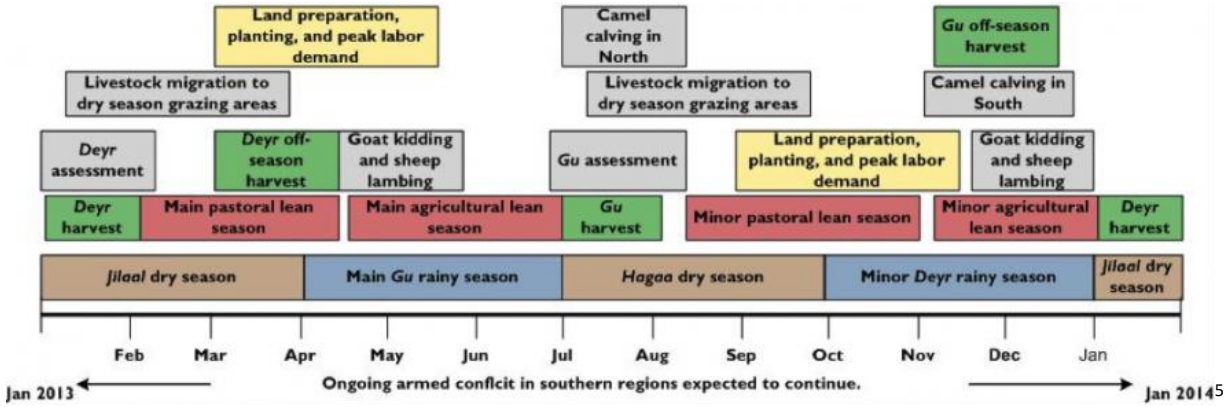
- *« Animals are the backbone of our lives and we would like to be informed and vaccinated ». Yusuf, Togdheer. beneficiary*

LOCUST

- *« The locusts have had a significant impact on the livelihoods and food expected of the farms as well as destroyed grazing land for livestock ». Abdirahman. Sanaag. FAO beneficiary. Woqooyi Galbeed. FAO beneficiary.*
- *« Dayr rains failed. Hence, faced shortage of water ». Amina. Woqooyi Galbeed. FAO beneficiary.*

Timeliness of the assistance

When was assistance most needed in 2020 (MONTH)												
TIMELINESS	FAO			IOM			WFP			WFP NUT		
	Rank 1	Rank 2	Rank 3	Rank 1	Rank 2	Rank 3	Rank 1	Rank 2	Rank 3	Rank 1	Rank 2	Rank 3
January	26%	7%	4%	17%	5%	2%	20%	2%	2%	26%	3%	1%
February	6%	14%	4%	14%	10%	0%	11%	15%	3%	12%	21%	1%
March	12%	9%	10%	15%	15%	10%	20%	15%	21%	15%	14%	22%
April	5%	6%	5%	12%	17%	12%	11%	16%	11%	8%	9%	11%
May	4%	5%	1%	20%	15%	11%	4%	11%	15%	10%	11%	10%
June	4%	7%	2%	3%	9%	6%	5%	5%	6%	4%	9%	6%
July	7%	14%	8%	8%	11%	14%	14%	9%	8%	11%	5%	11%
August	4%	5%	8%	1%	4%	10%	1%	8%	4%	1%	7%	5%
September	5%	5%	11%	1%	2%	6%	3%	2%	10%	2%	1%	10%

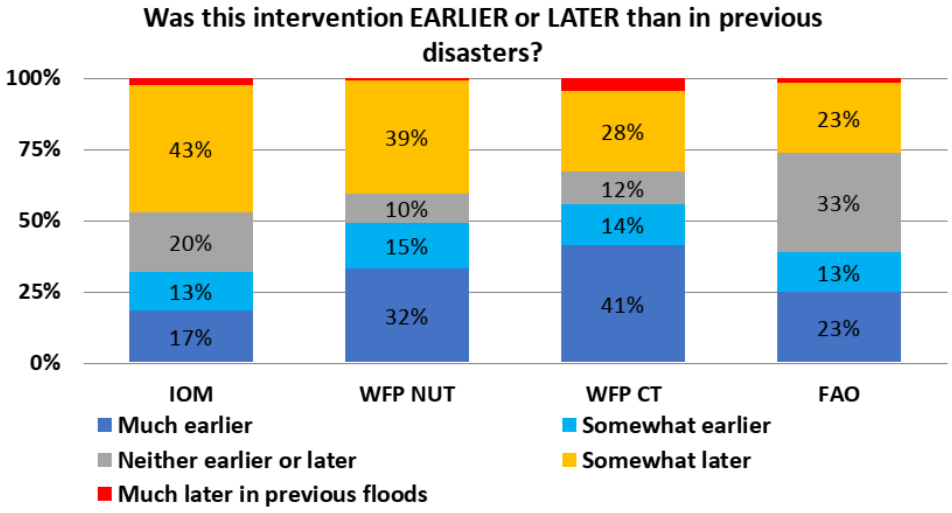


This table is interesting to increase the predictability of the occurrence of needs of the targeted population. FAO beneficiaries were in more need of assistance in the period between January to March 2020 which corresponds to the Jilaal season and can be interpreted as the seasons where pastoralist livelihood group are most vulnerable. However, the needs should not start at the beginning of the dry season and the performance of the raining Deyr seasons known at the end of the raining season is already an indication for the pastoralist on how they would be able to cope and resist to the dry season. Furthermore, it is significant that beneficiaries have not mentioned the Hagaal dry season to be a period of much need for them and therefore we can assume that the Gu season was good enough to allow beneficiaries to cope with the Hagaal season. The statement is important to state when the beneficiaries were in more need of assistance. However, the anticipation of this need induces to also provide immunization of livestock at an earlier stage. IOM type of beneficiaries reported to have needs from January to May 2020 which means that they reported facing more needs in the first half of 2020.

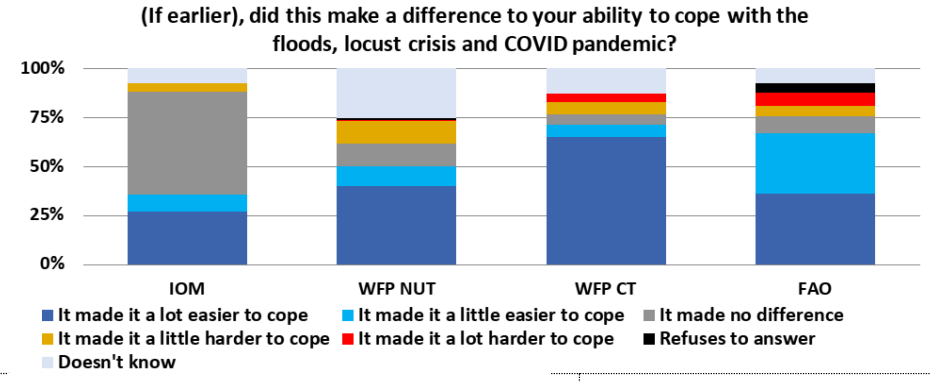
[5] https://fews.net/east-africa/somalia/food-security-outlook/april-2013

In fact, it is remarkable that a peak of needs was reported in July 2020 and therefore the food crisis of July 2020 is visible from the responses of beneficiaries.

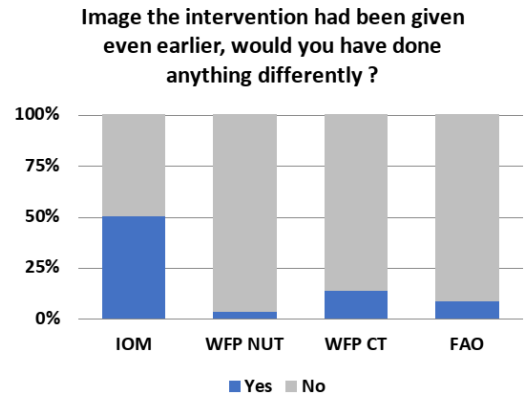
Timing of the Intervention



The beneficiaries of the WFP nutrition and cash transfer projects reported earlier response in 47% (WFP NUT) and 55% (WFP CT) of the cases , followed by FAO (36%) and IOM (30%).



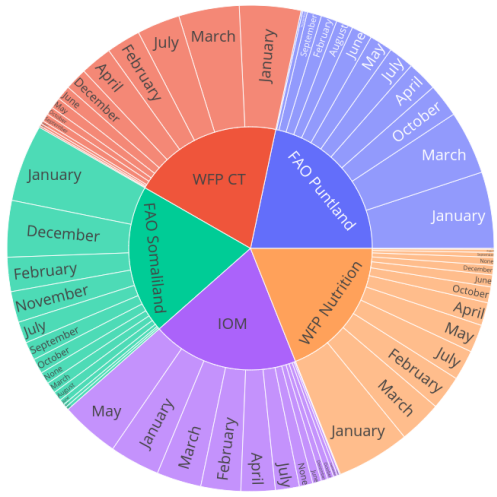
A higher proportion of the beneficiaries of the WFP cash transfer project reported that the earlier cash transfer made a difference in their ability to cope with the crisis.



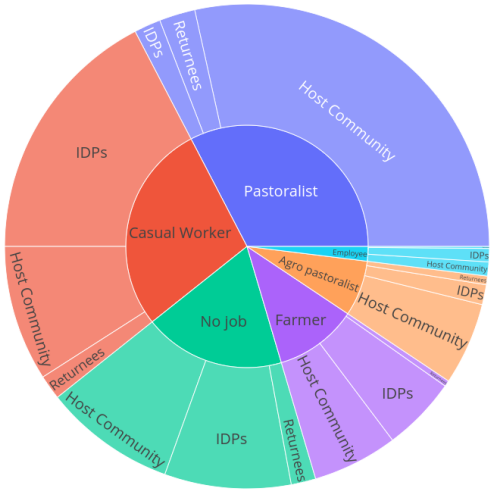
50% of beneficiaries of the IOM project reported that they would have done things differently if the assistance was provided earlier.

Timing of the Needs as Expressed by Respondents

When was assistance most needed? per organization



Source of livelihood per displacement status



The graph above indicates periods in which assistance was the most needed. Majority of FAO beneficiaries in Puntland reported the need for assistance in January and March 2020 while FAO beneficiaries in Somaliland reported the need for assistance in December and January 2020. These peaks in the need for assistance imply a critical need of timely response for specific groups. It should be noted that this is not specifically limited to a region or a livelihood group. Rather it includes targeting of the groups of beneficiaries. A different targeting approach would lead to a different conclusion on the timing of needs and of the response.

The target groups of the WFP project reported an increase need of assistance in January and March 2020.

However, the beneficiaries of the IOM project were more equally distributed between January, February, March, April and May, indicating a lower need for a time bound response.

The majority of respondents are pastoralists, followed by casual workers, unemployed people, farmers and agro-pastoralists. It is worth noting that a very low proportion of respondents reported being employees. It is also worth noting that most pastoralists are from the host community.

The casual workers and the unemployed represents large proportion of the respondents. These groups remain particularly vulnerable due to low and inconsistent incomes.

RF13. At what time would you need this assistance?

- *« The assistance is needed during the last six months of the year (Three in Autumn/ fall and three in Winter (June , July, August - plus Sept, Oct and November). These rain shortages happen so as we are livestock herders , we go in a difficult situation. Hence, we would need the most assistance in these months of the year ». Xabiiba. Awdal. FAO beneficiary.*
- *« Before the crisis and during the crisis to help prepare my family for the crisis and also easily adopting the shocks of the crisis ». Maryan. Bandair. WFP CT Beneficiary.*
- *« We often need in later months of the year (October - December) because the Dayr rain often failed during these times ». Amina. Woqooyi Galbeed. FAO beneficiary.*
- *« before the occurrences and after the disaster to improve the coping and recovery abilities of the family ». Maryan. Banadir. WFP CT beneficiary.*
- *« Any time because vulnerable person needs regular assistance ». Fatima. Banadir. WFP CT beneficiary.*

- *Mostly we need assistance during the winter (From January to March). We often face shortage of water. Maxamed. Woqooyi Galbeed. FAO beneficiary.*

RF3a. If 0-6: What actions could [Humanitarian assistance in general] take to make you more likely to recommend them to a friend or family member?

- *« I would recommend giving crops as gives the person the chance to work for himself and sew the crops given hence harvest it. it also makes the person to work instead of dependent to another person or organizations ». Maano. Middle Shabelle. WFP nutrition.*
- *« I would recommend to the cash base transfer and provision of crops. because for the cash transfer it enables the beneficiaries to buy whatever he needs and for the crops, it makes the person to harvest what he sew ». Habibo. Middle Shabelle. WFP nutrition.*
- *« To increase the Humanitarian assistance, and to provide it actually when needed, with direct contact ». Muse. Togdheer. FAO beneficiary.*

Anticipatory character of the assistance

For all groups of the respondents, "**prevention**" before the disaster was the most reported as the type of assistance most helpful to deal with the next crisis.

During the next food crisis what type of assistance would be most helpful for you and your community? [Before disaster]

	FAO	IOM	WFP CT	WFP NUT
Prevention	21%	40%	25%	23%
Awareness campaign	8%	11%	18%	13%
Water	8%	6%	13%	11%
Food	7%	6%	6%	8%
Boreholes/Berkhads/Dams/Wells	7%	5%	4%	7%
Vaccine and treatment	6%	4%	3%	4%
Food and water	6%	3%	3%	3%

After the disaster, "**food", "cash", "emergency response**", and "**recovery**" were the responses more often mentioned. The responses are interesting as they contrast with the importance of water described in other sections of the report. An interpretation of this difference could be that Water support is usually provided at community level while the answer here might overly focus on the response at household level.

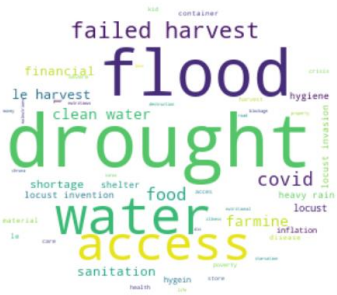
During the next food crisis what type of assistance would be most helpful for you and your community? [After disaster]

FAO		IOM		WFP CT		WFP NUT	
Food	15%	**Food**	21%	**Cash**	23%	**Food**	19%
Emergency response	11%	**Cash and food**	10%	**Food**	20%	**Emergency response**	11%
Recovery	10%	**Emergency response**	9%	**Emergency response**	10%	**Livelihood**	8%
Vaccine and treatment	9%	**Cash**	7%	**Basic needs**	4%	**Nutritional assistance**	6%
Humanitarian aid	7%	**Food, shelter and water**	7%	**Healthcare and water**	4%	**Rehabilitation**	6%
Food and water	7%	**NA**	5%	**Livelihood**	4%	**Cash**	6%
Water	4%	**Basic needs**	5%	**Rehabilitation**	3%	**Basic needs**	5%

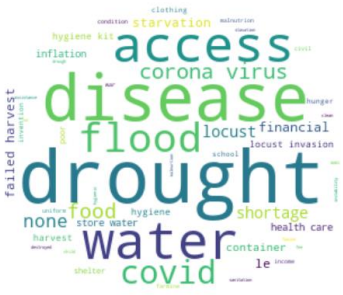
Assistance Received by Beneficiaries versus their respective needs

IOM. The wordcloud of the rank of shocks that the intervention helped address as per question "(RF10) : *Rank the 3 MAIN shocks that the intervention helped address (e.g. Lack of access to water, failed harvest, etc.)" shows that "*flood" and "drought" and somehow related issues like "diseases", "water", were the main issues.

Main Shock



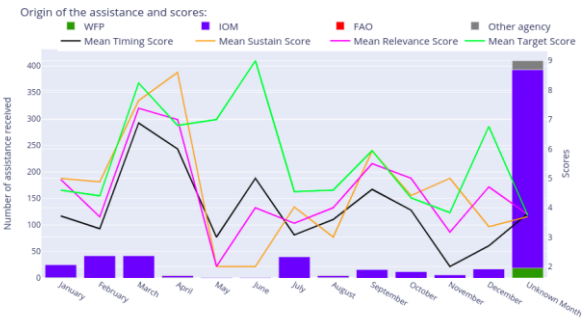
Second Main Shock



Third Main Shock

If we look at when the beneficiaries say they would have ideally needed the support based on the question *"In 2020, when was assistance most needed?* the assistance was reported to be the most needed in the period between January – May 2020 for the IOM beneficiaries.

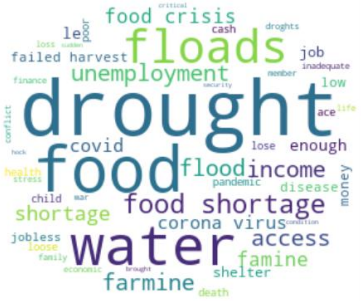
In terms of support provided[6] by IOM to these beneficiaries throughout 2020, the timeliness of the intervention was better scored in term of "*timing*", "*sustainability*", "*relevance*" in March-April (black line, orange line, and pink line). However, the "*targeting*" was better scored in June (green line) but also in March.



[6] *A2. How would you score the performance of these projects? (0-10 i.e.10 being the highest score; 1 being the lease score). Timing, Quantity of support received, Quality, Relevance, Targeting, Sustainability*

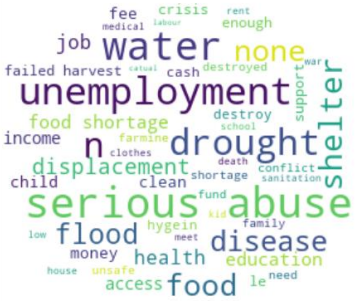
WFP CT. The wordclouds of the rank of shocks that the intervention helped addressing as per question "(RF10) : *Rank the 3 MAIN shocks that the intervention helped address (e.g. Lack of access to water, failed harvest, etc.)" shows that* "drought" and "flood" and somehow related issues like "water", were the main issues.

Main Shock



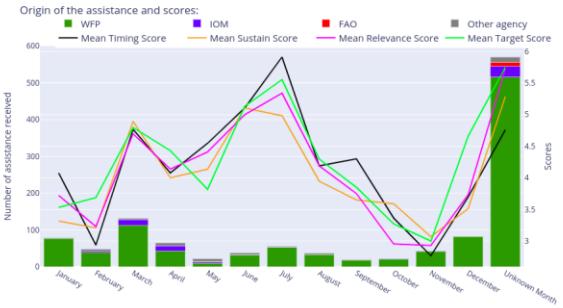
Second Main Shock

Third Main Shock



If we look at when the beneficiaries say they would have ideally needed the support based on answers to the question *"In 2020, when was assistance most needed?* assistance was reported to be the most needed in the period between January – March 2020 and then in July 2020 for the WFP CT beneficiaries.

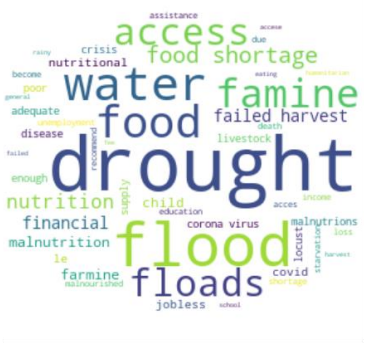
In terms of support provided[7] by WFP for WFP CT beneficiaries throughout 2020, the timeliness of the intervention was better scored in term of "*timing*", "*sustainability*", "*relevance*", and "targeting" in July. It however scored very low in February and November.



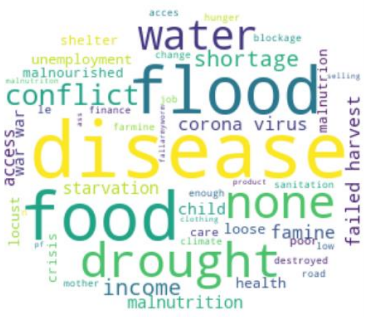
[7] *A2. How would you score the performance of these projects? (0-10 i.e.10 being the highest score; 1 being the lease score). Timing, Quantity of support received, Quality, Relevance, Targeting, Sustainability*

WFP Nutrition. The wordcloud of the rank of shocks that the intervention helped addressing as per question "(RF10) : *Rank the 3 MAIN shocks that the intervention helped address (e.g. Lack of access to water, failed harvest, etc.)" shows that "*flood" and "drought" and somehow related issues like "diseases", "water", "famine", and ""disease" in the second rank graph were the main issues.

Main Shock

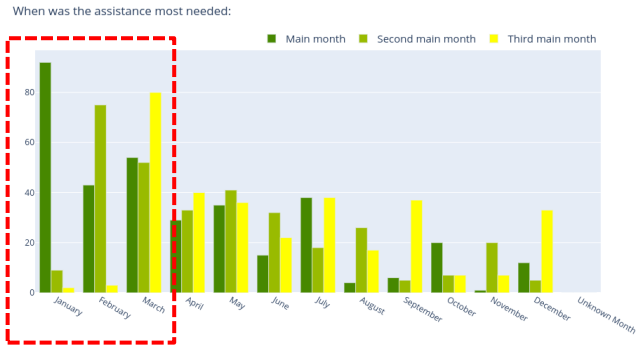


Second Main Shock

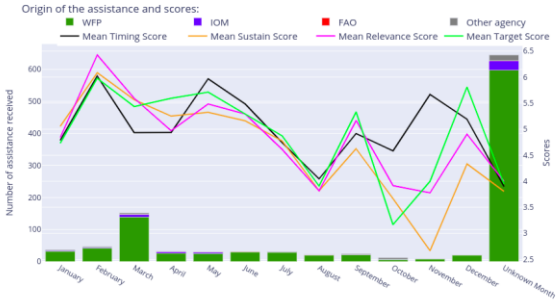


Third Main Shock

If we look at when the beneficiaries say they would have ideally needed the support *"In 2020, when was assistance most needed?* the assistance was reported to be the most needed in the period between January – March 2020 for the WFP NUT beneficiaries.



In terms of support provided[8] by WFP for WFP NUT beneficiaries all over 2020, the timeliness of the intervention was better scored in term of "*timing*", "*sustainability*", "*relevance*", and "targeting" in January. The "timing" (black line) shows a good score in November



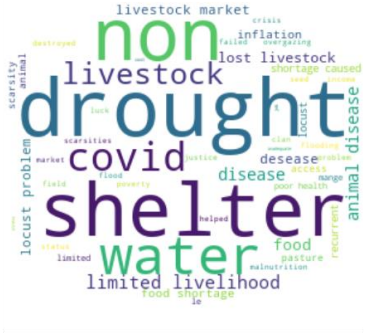
[8] *A2. How would you score the performance of these projects? (0-10 i.e.10 being the highest score; 1 being the lease score). Timing, Quantity of support received, Quality, Relevance, Targeting, Sustainability*

FAO Puntland. The wordcloud of the rank of shocks that the intervention helped addressing as per question "(RF10) : *Rank the 3 MAIN shocks that the intervention helped address (e.g. Lack of access to water, failed harvest, etc.)" shows that "*flood" and "drought" and somehow related issues like "diseases", "water", "famine", and "disease" were the main issues.

Main Shock

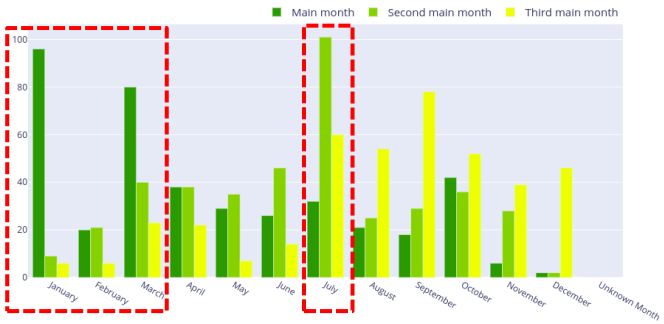
Second Main Shock

Third Main Shock

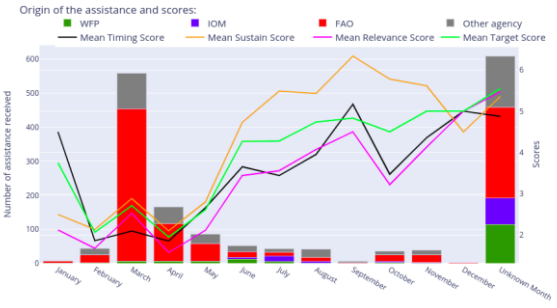


If we look at when the beneficiaries say they would have ideally needed the support *"In 2020, when was assistance most needed?* the assistance was reported to be the most needed in the period between January – March 2020 and then in July 2020 for the FAO Puntland beneficiaries.

When was the assistance most needed:



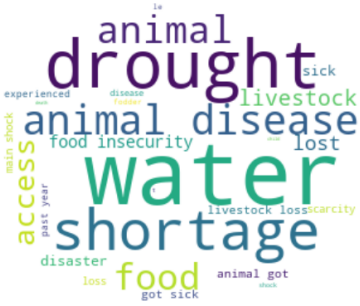
In terms of support provided[9] by FAO for FAO Puntland all over 2020, the timeliness of the intervention was better scored in term of "*timing*", "*sustainability*", "*relevance*", and "targeting" in December. The "timing" (black line) shows a good score in September



[9] *A2. How would you score the performance of these projects? (0-10 i.e.10 being the highest score; 1 being the lease score). Timing, Quantity of support received, Quality, Relevance, Targeting, Sustainability*

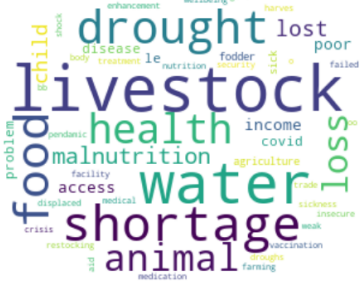
FAO Somaliland. The wordcloud of the rank of shocks that the intervention helped addressing as per question "(RF10) : *Rank the 3 MAIN shocks that the intervention helped address (e.g. Lack of access to water, failed harvest, etc.)" shows that* "drought", "water", "animal disease", and "food" in the second rank were the main issues. It is remarkable that for this group of respondents, "floods" was not mentioned.

Main Shock

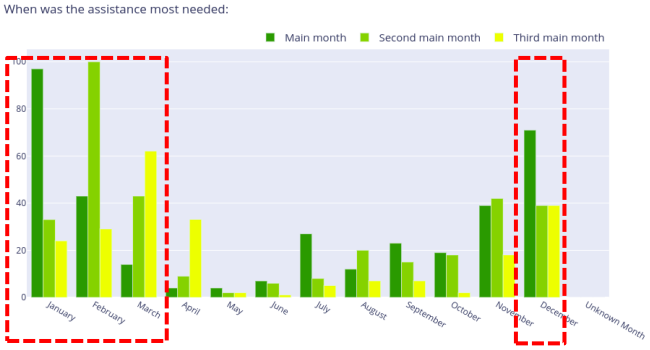


Second Main Shock

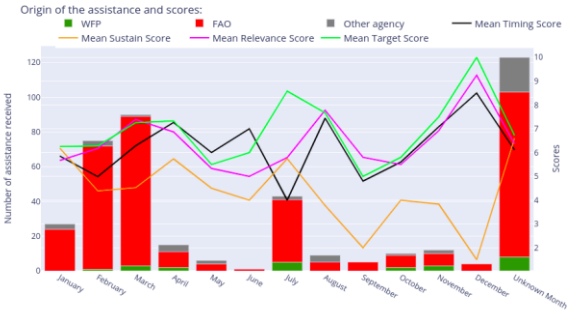
Third Main Shock



If we look at when the beneficiaries say they would have ideally needed the support *"In 2020, when was assistance most needed?* The assistance was reported to be the most needed in the period between January – March 2020 and then in December 2020 for the FAO Somaliland beneficiaries. It is interesting to compare the high needs reported in December and the little number of activities implemented by FAO in December.



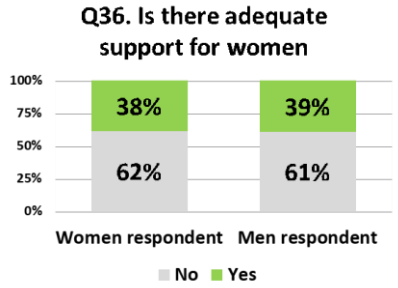
In terms of support provided[10] by FAO for FAO Somaliland all over 2020, the timeliness of the intervention was better scored in term of "*timing*", "*relevance*", and "targeting" in December and progressively increased during the year. "Sustainability'" however decreased during the year. It should however be noted that more interventions were reported in February and March (so during the dry season), but a peak for all intervention was noticed in July.



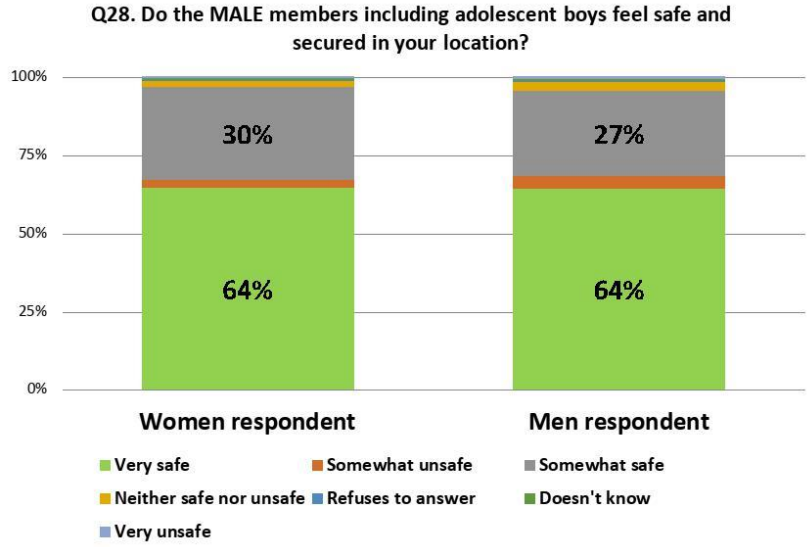
[10] *A2. How would you score the performance of these projects? (0-10 i.e.10 being the highest score; 1 being the lease score). Timing, Quantity of support received, Quality, Relevance, Targeting, Sustainability*

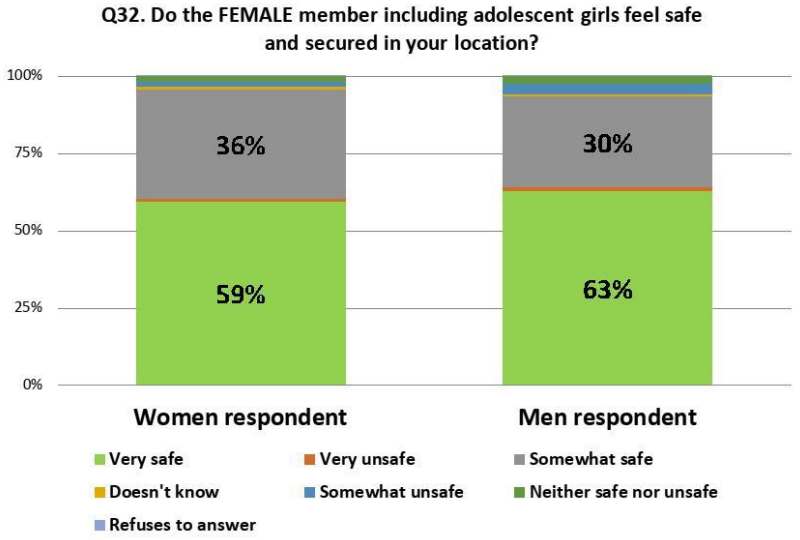
Notable gender dynamics

In general, the interventions have made some effort toward gender sensitive but there is a still a difference of perception between men and women respondents on whether women have benefit enough from the project



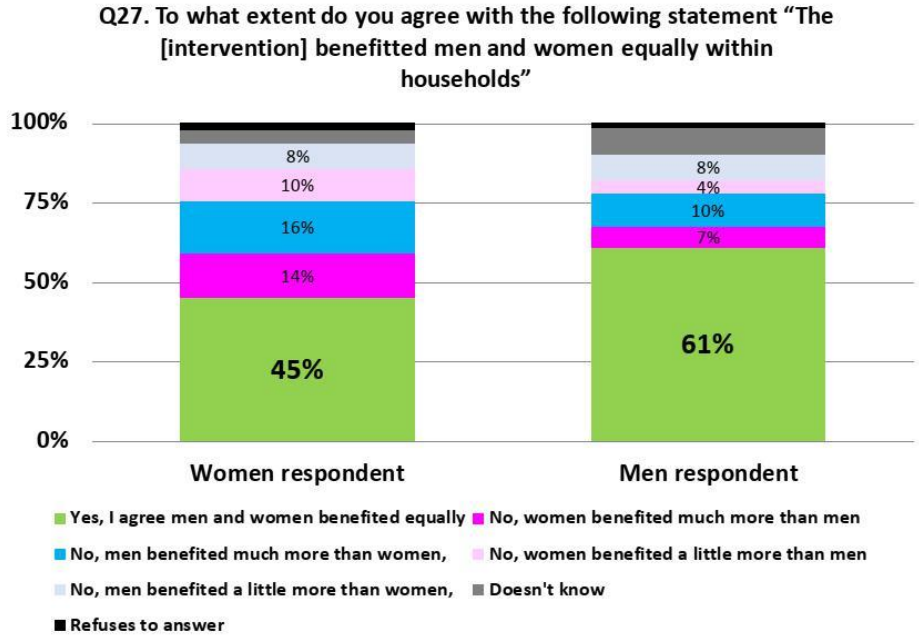
The support for women was reported almost equally between men and women respectively as 39% and 38% indicating that both genders are in agreement in terms of perception of adequate of support for women. However, 38-39% is very low considering the focus on targeting women by these projects.





While women and men respondents do share an almost similar perception of security for men and boys in the community (64% perceived men and boys security as “very safe”, there is a slight difference between women and men respondent over the security of women and girls in their community (63% of men respondents reported “very safe” while only 59% of women respondents reported “very safe”). However, the overall perception of security of is

positive for all genders as most responses mentioned being either “very safe” or “somehow safe”.



61% of men respondents perceived that men and women benefited equally while only 45% of women respondents perceived that men and women benefited equally.

While the WFP projects prioritized women, FAO’s focus was on livestock and not specifically toward a particular member of the household, therefore only 14% of women respondents reported that women benefited much more than men.

Gender - Q36b. Explain

- *« No adequate support for women always men are benefited more than women in our community intervention ». Mudug. FAO beneficiary.*
- *« Women are vulnerable to any problem, they have nowhere to go for help and support, they are struggling in family life it is important to get support ». Bari. FAO beneficiary.*
- *« Although humanitarian agencies are doing their best to help women so much, there still many women out there who are still suffering ». Banadir. WFP CT.*
- *« The support given to the women in the community is increasing day by day either agency pr local people ». Middle Shabelle. WFP nutrition.*
- *« Women are supported by the international organization and the government because they always benefit from every project implemented by the NGOs ». Lower Shabelle. IOM beneficiary.*
- *« There is support of women because most of all organizations are supporting women empowerment and at the same time they are benefiting all the services that they are providing ». Lower Shabelle. IOM beneficiary.*
- *« Women are supported by both the government and international organizations as most of the projects implemented in the region are targeting women to increase gender equality within the community ». Abullahi. Lower Juba. IOM beneficiary.*

Key Findings

C1) The pattern of crises in Somalia defines the basis of crisis prediction in the country. In Somalia, there is a recurrence of crises, notably, those related to floods and drought. Therefore, the predictability of these crises, especially for groups like farmers and pastoralists depending on natural resources is high. These crises very much follow the seasonal calendar. Droughts occur every two or three years while floods occur once or twice every year. By extension, pest infestations can be also associated with specific periods of the year or periods when specific climatic conditions have materialized. Properly anticipating these risks would allow for anticipatory resilience type of programming i.e addressing the core roots of the vulnerabilities of the target groups based on specific shocks and preparing rapid response mechanisms. *Source: Desk review and KIIs.*

C2) The appreciation of the intervention is relatively low among beneficiaries. The average score given by beneficiaries is between 4.6 and 5.1 for the appreciation of the intervention as reported in terms of "recommendations to a friend" on a scale of 0 to 10. However, the specific reasons for this low scoring are unclear. Nevertheless, the low scoring could be related to ownership, consultation, timing, mismatch between beneficiary expectations and assistance provided, etc. This highlights the need to consider the process and quality of interventions along the timing of response. This would require considering options better appreciated by the target communities and following processes warranting high quality. *Source: Interview with beneficiaries*

- **C3) Working on the emergency side of the emergency development nexus of resilience strategy facilitates more effective and timely responses to emergencies needs.** Timing of implementation faces some uncompressible elements, some implementers assessed were still implementing some activities at the time of the evaluation. A minimum duration of implementation is required in a context like Somalia and some activities require more time due to constraints in access, type of targeting (targeted versus blanket, household targeting versus community targeting, etc.) and the procurement of items. The anticipated level of upcoming crises will be determinant in defining the level of mitigation of the crises to reach beneficiaries before further deterioration of their situation toward irreversible status (e.g. displacement, death, loss of harvest or loss of livestock, etc). This approach will be very close to resilience strategic targeting, but OCHA programming could be on; **Water seems to be central for all respondents and non-access to water generates numerous negative effects.** Securing access to water would contribute towards the reduction of cost of water where the most vulnerable stated they need to choose between water and food, but would also contribute to reduce the time allocated to fetching water. *Source: Interview with beneficiaries*

- **Reaching out to IDPs prior to their displacement would be the most cost-effective approach and should be embedded into an anticipatory strategy**. Migration toward urban centers in search of assistance generate IDPs would now have to pay for a rent, would be disconnect from their community, and would have low capacity to adapt to urban employment skills generating very low level of incomes and using the selling of productive assets as a coping mechanism. Therefore, from an anticipatory and a value for money perspective, reaching out to targeted communities prior the loses of their assets (livestock, harvest, …) and prior they migrate toward urban centre should be a priority. *Source: KIIs and general analysis.*

C4) Different approaches to targeting. IOM and FAO projects are both targeting some of their implementation at community level. The community targeting such as support of water points (IOM) or desert locust control (FAO) interventions is interesting from a value for money perspective as the number of beneficiaries is higher and from an implementation point of view decreases the issues of selection of specific households. Water points or any infrastructure should be appreciated for their long-term potential effects, if properly done, and their ability to provide support to the whole community over **different shocks. The VFM of infrastructures for resilience objectives is relatively high and the need of anticipatory intervention is maximized with intervention generating a long term effects (a water points will remain functional over many dry seasons).** *Source: Implementing agencies projects documents.*

C5) Different needs of accuracy of the anticipatory action needs to be considered. Both can be supported by CERF but with different objectives and with different anticipatory triggers for decision making.

- **Intervention timely bounded in need of accurate anticipatory decision making**: Desert locust control is very time sensitive as the intervention needs to occur prior the exponential development of locust (NB: The cascading effects of this intervention can be exponential but remain difficult to measure. However, if the desert locust control occur too late in the locust maturation, then the windows of opportunity of the intervention would have close). Provision of cash, health or nutrition services to targeted vulnerable households who might have exhausted all their coping mechanisms is time bound. *Source: Implementing agencies projects documents.*

- **Intervention not timely bounded and no need of accurate anticipatory decision making**: water points are less time sensitive as they would serve equally during drought and floods and would serve during numerous shocks. However, their geographic targeting could be done on the basis of long term drinking analysis of water scarcity in specific locations. Infrastructure could therefore present a longer term strategy based on long-term analysis of the risks and could be rehabilitated or constructed as early as possible and prior to seasonal rise of EW indicators. AA is still fully relevant to support water points but this is less time bound but instead requires a global analysis of access to water. *Source: Implementing agencies projects documents.*

C6) Late response to one crisis can be timely response for another crisis. The timeliness of intervention is to be measured as the time gap between the occurrence of the needs and the time of the response. Some agencies reported extreme delay in terms of implementation and therefore would score low in terms of emergency response. However, due to the cycle of crisis, late implementation can still match with emergency timing of later shocks. Some intervention such as livestock immunization or rehabilitation of water points are not really time bound and not associated to a need occurring just once. Also, many similar activities are needed while responding to different crisis (cash distribution, health services, nutrition services, access to water, livestock immunization, etc). *Source: Implementing agencies projects documents, and general analysis.*

C7) Earlier intervention is foreseen to develop specific advantages including: **Reduced stress of the targeted beneficiaries** (food security indicator, health status, access to water, etc); 2) **Increased ability for beneficiaries to adapt to the crisis** (knowledge, infrastructures); 3) d**ecreased long term effects related to late provision of assistance and negative coping mechanism** (selling of production assets, loss of harvest or loss of livestock, 4) **creating long-term needs where adaption or resuming of normal activities would either be not possible or more costly** (e.g.

migration toward urban centers) and generating new difficulties. A set of indicators within similar livelihood groups should be set up. For example, timely intervention should aim at decreasing the loosing of livestock, or the selling of productive assets. *Source: General analysis*

C8) Early intervention can support some beneficiaries' ability to adapt but some others are only undergoing the crisis and the responses. The difference of profiles of beneficiaries is de facto very important. It is remarkable that only IOM beneficiaries reported in high proportion that they would have done things differently should they have received earlier assistance. This point is important as the decision making of the beneficiaries kicks in and allows them to adapt rather than to undergo the crisis and the assistance. *Source: Implementing agencies projects documents*.

- The WFP beneficiaries for nutrition and cash transfer projects were reporting earlier response respectively in 47% and 55% of the cases, followed by FAO (36%) and IOM (30%). *Source: Interview with beneficiaries.*
- The beneficiaries of Cash transfer from WFP reported in higher proportion that the earlier cash transfer made a difference in their ability to cope with the crisis. *Source: Interview with beneficiaries.*

C9) Timely intervention is more determinant for life saving intervention. The most vulnerable are foreseen to be IDPs and Women and are the most represented amongst IOM and WFP beneficiaries. WFP intervention is very much geared toward lifesaving support and therefore the timing of intervention is more important than the intervention for IOM and FAO. However, WFP intervention is targeting urban poor, mostly IDPs unemployed or casual worker and therefore their ability to adapt is very limited. However, their respective level of vulnerability calls only for life saving strategy with no programmatic sustainability. *Source: Implementing agencies projects documents.*

Recommendations

1) **Consider categorizing beneficiaries based on the level of vulnerability and separating those in need of life-saving intervention and those in need of interventions addressing longer term vulnerabilities.** This means, a difference of the specific profiles of beneficiaries to be targeted should be considered as different effects should also be reached.
    - Some profiles are in constant status of vulnerability and have constant and urgent needs and in such cases, the interventions would focus on life saving, with limited sustainability
    - Some others profiles face specific risks for their livelihood during specific times of the year (droughts, floods, etc) and the interventions could focus on protecting productive assets with longer term sustainability.

    References to conclusion:

    C9) Timely intervention is more determinant for life saving intervention.

    C4) Different approaches to targeting.

    C5) Different needs of accuracy of the anticipatory action needs to be considered.

    C8) Early intervention can support some beneficiaries' ability to adapt but some others are only undergoing the crisis and the responses.

2) **As the process of repeated crisis can lead to progressive increased vulnerability status, the efficiency of aid responses, from a targeting and timing points of views, can contribute to decrease the pace and the proportion of profiles becoming fully dependent on external support to survive (such as IDPs)**. This would impact on the overall VFM of the anticipatory approach. Separating the profiles of targeted beneficiaries between the ones already dependent on external support for their survival, and the profiles able to reach resilient status and with sufficiently performing livelihood is needed. However, this would induce to segregate the timing of intervention, the selection criteria and the trigger to justify an anticipatory intervention.

    References to conclusion:

    C4) Different approaches to targeting.

    C5) Different needs of accuracy of the anticipatory action needs to be considered.

    C6) Late response to one crisis can be timely response for another crisis.

    C7) Earlier intervention is foreseen to develop specific advantages

    C8) Early intervention can support some beneficiaries' ability to adapt but some others are only undergoing the crisis and the responses.

    C9) Timely intervention is more determinant for life saving intervention.

3) **Increase targeting at community level and notably on infrastructure** as these infrastructures will benefit all community members and will remain operational for future shocks.

    References to conclusion:

    C3) Working on the emergency side of the emergency development nexus of resilience strategy facilitates more effective and timely responses to emergencies needs.

4) **Along the institutional Early warning, develop community-based monitoring based on public information.** Axiom ME has developed analysis of the tweets for the period 2020 and demonstrated that the tendency of population communication can be used as a source of information and if longer time period of analysis is used, for example 2-3 years, this could help in adapting the anticipatory action framework. While it can be argued that not all community members will have a smartphone or would access social network, this approach would only represent an extra monitoring layer susceptible to take the pulse of the community members statements to be compared with more formal early warning system. Furthermore, the

community can be used to monitor shocks crises as part of community-based monitoring. The respondents reported that they knew between 5 and 15 weeks in advance that they would face a crisis.

References to conclusion:

C1) The pattern of crises in Somalia defines the basis of crisis prediction in the country.

5) **Some interventions were implemented at a very slow pace but are still relevant within the overall cycle of crises.** Therefore thinking beyond the response to the crisis, anticipatory should look at the cycle of recurrent crisis and should provide response addressing vulnerabilities met by specific groups at a specific time.

References to *conclusion:*

C1) The pattern of crises in Somalia defines the basis of crisis prediction in the country.

C6) Late response to one crisis can be timely response for another crisis.

6) **Build regular target community consultation into the anticipatory action framework** and ensure that this is also reflected in agency projects. This is essential for ensuring the selection of the groups that are most in need of assistance as well as beneficiary satisfaction and appreciation of the project

References to conclusion:

C5) Different needs of accuracy of the anticipatory action needs to be considered.

C6) Late response to one crisis can be timely response for another crisis.

C7) Earlier intervention is foreseen to develop specific advantages

C8) Early intervention can support some beneficiaries' ability to adapt but some others are only undergoing the crisis and the responses.

C9) Timely intervention is more determinant for life saving intervention.

7) **CERF could collaborate with resilience programmes by focusing on life saving, emergency assistance, or livelihood protection allowing resilience actors to maintain their focus on long-term issues during the peak of crisis.** This would avoid resilience interventions to be reprogrammed toward emergency response at the time of crisis. This would improve efficiency and VFM of resilience programs. CERF would then target the vulnerable groups not eligible for resilience. Resilience strategy is clear for beneficiaries able to decide on their livelihood strategy and with sufficient production capacity at household levels (farmers, pastoralist, business owners, etc). It should be noted that these livelihoods are actually entrepreneur types, not dependent on receiving regular salaries, but rather, generating income on the basis of investment, labour and risk management. However, unemployed profiles with no production capacity or low-level casual workers such as IDPs could in many cases remain on the lower band of the resilience capacity. Therefore, they would need a programming closer to emergency response. From comparing the profile of beneficiaries assessed under this evaluation, it is evident that the pastoralists supported by FAO would be more on the resilience side, while the WFP beneficiaries undergoing the crisis without capacity to deal with the shocks would be much more on the emergency side.

References to conclusion:

C5) Different needs of accuracy of the anticipatory action needs to be considered.

C7) Earlier intervention is foreseen to develop specific advantages

C8) Early intervention can support some beneficiaries' ability to adapt but some others are only undergoing the crisis and the responses.

C9) Timely intervention is more determinant for life saving intervention.

Annexes

TOR Survey

Beneficiary Assessment for Independent Evaluation of Anticipatory Action Pilot in Somalia

Summary

Purpose	Conduct a beneficiary assessment of anticipatory action in Somalia
Scale	1,500 complete calls in areas affected by triple threat of locust, flooding and COVID-19
Duration	Between 22 December 2020 and 15 March 2021
Start	Date 22 December 2020
Reporting Line	Chief, Humanitarian Financing Strategy and Analysis Unit, HFRMD

1. Background

In the last quarter century, Somalia has experienced three major droughts and two famines. Famine in 1992 killed over 200,000 people and displaced 1 out of 5. During the 2011 East Africa drought, more than a quarter of a million people died in Somalia, half of them children under five. This event resulted in 955,000 Somali refugees in neighbouring countries and devastating economic losses to agriculture, livestock and other critical sectors. In 2016-2017 Somalia experienced another devastating drought which left 5.4 million people in need of humanitarian assistance, displaced more than a million and caused damages and losses over $3.25 billion. The Horn is expected to face even more erratic and extreme weather patterns over the next half century.

In 2019, Somalia became the first country where OCHA together with the Humanitarian Country Team, the World Bank and other partners, set up a system-wide Anticipatory Action Framework to respond to an out-of-the-ordinary drought. When a drought is predicted to lead to severe humanitarian need, such as was the case in Somalia in 2010-2011 and 2016-2017, CERF will release funding against a pre-developed Anticipatory Action Plan. The funding will help mitigate the projected life-threatening humanitarian impact and protect vulnerable people under worsening conditions.

In line with best practice, building on existing structures, interested agencies developed the pilot combining three pre-agreed components: forecast and triggers; anticipatory actions; and, finance. In other words, this pilot establishes when and on what basis the action will be triggered for a specific event; how much funding will go to which agency; and what activities the funding will be used for. In addition, the pilot includes pre-agreed elements on evaluation and learning.

The pilot rests on the following trigger: 1

The projected population in phase 3 and above exceed 20%, AND

- The projected population in phase 3 is projected to increase by a further 5%, OR

- The projected population in phase 4 or above is 2.5%

In June 2020, the pre-agreed threshold for the triggering of the framework was exceeded when food insecurity projections forecast the number of people in Somalia facing crisis levels food insecurity or worse outcomes (IPC Phase 3 or higher) to rise to 3.5 million between July and September 2020, or 22% of the population. The Emergency Relief Coordinator agreed to activate the AA framework and trigger a $15 million CERF allocation, even though the food security trigger was reached because of the mounting impacts of the locust infestation, flooding, and the COVID-19 pandemic and not because of an extraordinary drought.

From the pre-agreed Anticipatory Action Plan, the Somalia Humanitarian Country Team and clusters prioritized a comprehensive package consisting of health, food security, water and sanitation, nutrition and protection assistance[11] for the $15 million CERF allocation. These include preventing declining food consumption and livelihood loss of150,000 households by vaccinating of 6 million goats and controlling 20,000ha affected by desert locusts; providing preventive and curative health assistance for over 200,000 Somalis – including 7,205 pregnant and lactating women and 40,000 children under the age of 1 through deployment of rapid response teams, training of health personnel, procurement of medical supplies, vaccination, malaria prophylaxis and spraying; giving over 200,000 vulnerable persons access to clean water to mitigate health and nutrition deterioration through rehabilitation of 30 boreholes and 73 shallow wells, disinfection of 288 wells and distribution of 16,000 hygiene kits; providing nutrient supplements to 120,500 children and 5,700 pregnant and lactating women to circumvent increased cases of acute malnutrition and excess mortality; and deploying protection monitors to ensure safe, dignified, equitable and meaningful access to humanitarian assistance and essential services.

This allocation is an important contribution to saving lives – and will serve as an opportunity to learn and demonstrates the value of triggering pre-agreed plans to reduce suffering and costs.

2. Purpose of the independent evaluation

Based on a Theory of Change (ToC) that establishes the rationale for OCHA's pilots and the anticipated results, evaluators will track indicators to capture intermediate outcomes from implementing anticipatory action.

The independent evaluation will track the intermediate results of anticipatory action being triggered (reporting on delivery) according to the following:

• Indicator: Cost per beneficiary reached is lower or amount of support provided per beneficiary reached is higher (relative to historic costs). Current OCHA reporting includes the total amount spent per project, allowing the amount spent per beneficiary to also be calculated. For greater disaggregated analysis of costs, partners could also be asked to report on costs per output.

• Indicator: Beneficiaries reached more quickly than in a usual response (calculated based on historic response times) AND beneficiaries that report experiencing severe hardship/welfare losses before they received support is lower. This will be based on a survey of beneficiaries using self-reporting and does not necessarily require a comparison group (for example, those experiencing severe hardship/welfare loss is below 10 percent).

[11] The triggering rule is based on the proportion of the population expected to be in IPC3 (crisis) or higher ("IPC3+") conditions. This is widely accepted as an appropriate focus for anticipatory action as those experiencing IPC 3 conditions are in "crisis" and have high food consumption gaps and rates of acute malnutrition.

However, it could be useful to have a comparison group to make the case that anticipatory action allows reported hardship to be lower. The comparison group could be from the same country but not in an area receiving response.

3. Scope of the Work Assignment

An assessment of beneficiaries will be conducted to provide an independent source of information for reporting on delivery. The assessment will focus on the beneficiary experience, including for instance when did beneficiaries receive support, did they receive it at the right time for them, was it timelier than in previous years, and did support come in the right form? The assessment will be based on one phone survey conducted with beneficiaries after they have received assistance. As much as possible, the survey will use standardized modules that have been used in other countries to benchmark the targeting and reports of beneficiary experience. The survey data will be analysed and summarized in a report that draws out the main findings and lessons.

4. Methodology and Timetable

The assessment will provide the Office for the Coordination of Humanitarian Affairs (OCHA) with an independent assessment on delivery. It will assess the beneficiary experience during the anticipatory action provided by the implementing agencies allowing lessons to be drawn on timeliness and relevance of the interventions as well as the impact of the interventions on household dignity and welfare.

An ad-hoc pilot learning, monitoring and evaluation committee, chaired by OCHA, will oversee the evaluation.

Methodology

The purpose of this assignment is to provide an assessment of the beneficiary experience across several of the agencies 2 involved in providing anticipatory action and to draw lessons for work going forward. As such the assessment will:

- Design an assessment that provides independent information on targeting, timeliness of payments and appropriateness of support provided. Design an assessment that captures the beneficiaries' own assessments of the impact of the support on dignity and welfare.
- Design a survey tool in a short period of time using standardized modules as much as possible to allow the assessment to compare quality of the targeting and beneficiary experience to be compared to other interventions in other countries. Translate the survey tool into the local language, contextualizing the questions as appropriate.
- Conduct surveys with beneficiaries by well-trained enumerators in the local language after the receipt of assistance.
- Record qualitative and quantitative data on beneficiary experiences in a manner suitable for analysis, coding qualitative responses as needed. 3
- Conduct qualitative and quantitative analysis, including benchmarking.
- Pull insights into a deck of slides for UN-OCHA and present it to involved agencies.

5. Outputs

The firm will provide the following outputs to OCHA:

- Final questionnaires in local language and in English.

- Training manual outlining survey protocols for enumerators.
- Excel tracking respondents that were randomly selected and response rates, with reasons for refusals.
- Data of 1500 completed survey responses, well labelled and structured in a standardised way.
- Deck of slides with insights from the data collection.
- Draft report after surveys conducted.
- Final analysis and report.

6. Roles and Responsibilities

The Contractor is expected to carry out the work assignment independently. Guidance and feedback will however be provided by OCHA as required and/or requested throughout the contractual process. Furthermore, the service provider is expected to deliver the services directly.

Although the use of sub-contractors is possible – the added value of sub-contracting any components of the works would have to be clearly demonstrated together with available quality assurance systems in place. Direct supervision of the works at country level would also have to be demonstrated.

The following tasks are expected to be delivered on a regular and recurrent basis with periodic updates to OCHA:

a) During the design and data collection phases: weekly update reports sent via email to the OCHA team and partners, highlighting progress and challenges;

b) Maintain a real-time tracker of surveys, including the number of respondents contacted, refusals and rescheduling;

c) Regular updates, when necessary, between the contracted entity and OCHA's Humanitarian Financing

Strategy and Analysis Unit;

d) Produce a draft and final report and share complete data set;

e) A debriefing meeting with OCHA and other partners at the end of the contracts to consolidate experiences and identity progress and main challenges.

OCHA Roles & Responsibilities

The selected service provider will work closely with OCHA and members of the ad-hoc pilot learning, monitoring and evaluation committee, chaired by OCHA. Members of the group, including CDP, will provide the following support:

a) Provide lists with contact details for the survey;
a) Provide a list of indicators for which data needs to be collected.
b) Review and provide guidance on survey instrument and protocol;
c) Manage survey process and its progress, in accordance with the signed contract;
d) Facilitate regular coordination and information flow between all the relevant stakeholders;
e) Maintain regular exchange and follow-up with the service provider on all operational and substantive issues;
f) Ensure quality assurance of the services delivered by the service provider;
g) Ensure the results of the services are utilised in the final independent evaluation report.

7. Qualifications of the Successful Service Provider

Supporting document for each of the required qualifications need to be submitted. This includes as a minimum a company profile, organigramme, CVs for key project staff, demonstrated experience in delivering requested services.

a) Required qualifications and experience - Company

- Must demonstrate previous experience with evaluating humanitarian and/or development programmes for international organizations and non-governmental organizations using light phone surveys.
- Must demonstrate previous experience in developing standardized modules for phone surveys used in multiple countries to allow benchmarking of survey responses. Must confirm at least 200 projects conducted across at least 30 countries.
- Service provider or proposed implementing partner must have experience conducting client/beneficiary surveys by phone in the Horn of Africa.
- Experience in translating surveys into local languages (Somali) and rephrasing questions as needed to ensure they are appropriate to the local context.
- Highly skilled staff (as specified in sections 7 b, c and d), with experience performing database management and programming of surveys, able to develop customized data entry and verification systems within a few weeks
- A pool of male and female researchers who are available for conducting surveys on short notice.

Experience in drawing insights from qualitative and quantitative data and developing slide decks and succinct reports to highlight the main findings.