SOMALIA
FOOD SECURITY CLUSTER
Strengthening Humanitarian Response

INTERIM GUIDANCE NOTE ON DETERMINING CASH TRANSFER VALUES FOR FOOD SECURITY DROUGHT RESPONSE PROGRAMING IN SOMALIA

BY
SOMALIA CASH AND MARKETS TASK FORCE

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SPECIFIC RECOMMENDATIONS FOR THE 2017 PREVENTION PRE FAMINE PREVENTION RESPONSE

The FSC/ Cash and Markets Task Force initiated the Guidance note in 2015 as a normative document to guide partners in 'peace time'. However at the time of drafting (February 2017), Somalia is facing a widespread and severe drought that could result in famine conditions if the Gu (April-June) rains fail or are inadequate. The international humanitarian community is currently making concerted efforts to prevent famine conditions from emerging by responding early and with a 'no-regrets' approach. Cash transfer programming is anticipated to be central to the drought response. Under these circumstances, and with the need to develop a large-scale harmonised cash programme quickly that can complement other sectoral activities, it is recommended that:

1 Emergency **(IPC Phase 4) and Crisis (IPC Phase 3) receive priority** in terms of targeting and the value of transfer.

2 In order to prevent a deterioration of the situation and specifically to avoid people in phase 3 from slipping into phase 4, it is recommended that both phases be targeted with the **same value of transfer** and this would be at the level of Phase 4: which recommends **between 66 and 80% of the MEB**. If the situation does deteriorate to phase 5 (famine) it is recommended that 100% of the MEB is transferred to those affected.

3 In accordance with IPC standards, it is recommended that cash transfers targeting Emergency (IPC Phase **4) and Crisis (IPC Phase 3) are unconditional** (i.e. targeted beneficiaries are not required to do anything, such as work, in order to receive the transfer) if the physical condition of beneficiaries is weak or if conditional cash transfer projects can not be implemented due to logistical constraints. Areas in Stressed (IPC Phase 2) and Crisis (IPC Phase 3) could be considered for CFW interventions.

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Acknowledgements

The Somalia Food Security Cluster (FSC) is very grateful to the Cash Learning Partnership (CaLP) for their technical support as well as willingness to co-lead the Cash and Markets Task Force (CMTF). Special thanks go to the CMTF members namely FSNAU, COOPI, WFP, NRC, FEWS NET, FAO, WASDA, JDO, UNICEF and Save the Children. Their significant time and knowledge investment were vital to the formulation of this document. The household data used in the analysis and determination of the transfer value logic recommended in this guidance note was provided by FSNAU, WFP and the REACH Initiative and their contribution are gratefully acknowledged. Finally, the FSC would like to thank the reference groups composed of several donors, Global Food Security Cluster Cash and Markets Working Group and other reviewers for their technical feedback.

3 Cash Transfer logic

1. BACKGROUND

Humanitarian agencies in Somalia have been implementing Cash Transfer Programs (CTP) since at least 2003 and routinely consider cash interventions, as an option for meeting beneficiaries needs with varied programmatic and operational approaches. Somalia's Food Security Cluster (FSC) has a strong cash transfer programming history which, over time, has allowed it to accumulate a wealth of knowledge regarding good/bad practices and lessons learned.

Through the Somalia Humanitarian Response Plan (HRP) as well as Common Humanitarian Fund/Somalia Humanitarian Fund (CHF/SHF) allocations, the FSC has noticed that humanitarian actors are using a wide range of CTP transfer values along with a wide range of justifications. This variation has in the past and could continue to contribute to challenges between different beneficiary groups, villages, and FSC partners. As a result, there has been demand from partners for the FSC to provide guidance around transfer values.

Given this background, FSC with support from its partners and members formed a Cash & Markets Task Force (CMTF) in March 2015 to address this gap. Interested FSC partners/members were requested to submit their nomination, and the final selection was based on technical expertise, in-country experience, and FSC engagement.

Through face-to-face consultative meetings, email communication, and desk reviews, the draft guidance was developed based on a desk review to determine cash transfer values that allow geographic, seasonal, and economic and livelihood variations considering the pragmatic operational considerations in the context of Somalia. The draft guidance was reviewed by the FSC Strategic Advisory Group[1] who requested the Task Force to enrich the draft guidance note through empirical analysis by collating and analyzing data related to per capita food and total expenditure gaps in Somalia aggregated by Integrated Food Security Phase Classification (IPC)[2] phases. The data was provided by FSNAU, WFP-VAM and REACH. This process required soliciting additional skills contributed to the analysis of the data available and the finalization of the guidance note.

This guidance note is the first initiative in determining transfer value for food security response using cash as modality. However, it should be treated as a work in progress and the cluster will further review based on subsequent feedback received from the users. It should be noted that this guidance note was primarily developed based on analysis of IDP and urban household data. As more data becomes available, including from rural household surveys conducted by FSNAU and others, the guidance note whould be reviewed and updated periodically.

2. OBJECTIVE

The objective of this guidance note, as laid out in the Terms of Reference, is to: Leverage FSC partners' knowledge and experience to develop guidance on cash transfer value logic for both unconditional and relevant food security cash for work/assets[3] programming. It focusses on acute food insecurity and associated short-term "improved access to food and safety" and "livelihoods assets" interventions using cash as one of the modalities. This guidance note does not address multi-year transfers which are intended to address chronic food insecurity or multi-purpose cash transfers.

The CMTF sought to develop a clear framework and set of principles to determine transfer values that allow for geographic, seasonal, economic livelihood variations and pragmatic operational considerations. This framework is particularly useful for agencies, which do not have internally determined frameworks for establishing transfer values. It must be noted that variations on

[1] The FSC Strategic Advisory Group plays quality control role in development any guiding document in the cluster. They have to endorse any technical guidance prepared by the thematic WG's before dissemination within the FSC.

[2] The Integrated Food Security Phase Classification (IPC) is a set of tools and procedures to classify the severity of food insecurity using a widely accepted five-phase scale. At the area level, it divides areas into the following phases: IPC Phase 1=Minimal; Phase 2=Stressed; Phase 3=Crisis; Phase 4=Emergency; and Phase 5=Famine.

[3] Relevant food security conditional programming should at minimum include Cash for Assets / Cash for Work. Other conditional activities relevant to FSC can be included at the discretion of the CMTF. The unconditional activities refers to unconditional cash transfers when households receive a transfer without having to fulfill a requirement such working on activity or sending children to school

all elements of this guidance may be relevant, subject to sufficient justification which may include, for example, the specific objective of the intervention or the type of asset being created/rehabilitated. The guidance note will be reviewed when additional data becomes available.

3. SOMALIA MARKET INFORMATION RESOURCES

FSNAU developed a minimum expenditure basket (MEB), consisting of minimum quantities of essential and basic food and non-food items for Somalia. The food component represents the minimum set of basic food items comprising 2,100 kilocalories| person per day basic energy requirements for a household of 6-7 members. The non-food MEB consists of other essential non-food items necessary for survival associated with food preparation and consumption i.e. salt, soap, kerosene and/or firewood for cooking and basic lighting, and any expenditure on water for human consumption. The total cost of the MEB (CMEB) is the sum of expenditure on food and essential non-food items as stipulated by the FSNAU. Please refer Annex 1 for the composition of the CMEB as per FSNAU's classification.

FSNAU has a robust market monitoring system in place which tracks the MEB prices within primary markets across the country on a monthly basis. It allows partners to apply the transfer value logic guidance to the geographic and temporal (monthly) specific data to arrive at the appropriate transfer values. Partners wishing to access this data are requested to visit http://www.fsnau.org/sectors/markets.

4. TRANSFER VALUE LOGIC MODEL

The transfer value logic model was developed considering the below three foundational elements a) Integrated Food Security Phase Classification (IPC); b) Household Economy Approach (HEA) and c) The Cost of Minimum Expenditure Basket (CMEB). (See Annex 3 for further details on Methodology and Calculations.

a) Integrated Food Security Phase Classification (IPC):

The IPC phase classification (area as well households) are determined by FSNAU considering food and nutrition indicators including contributing factors. Households are classified into three Food Consumption Groups (FCGs) based on the standard thresholds: poor, borderline or acceptable. The indicator is correlated with caloric intake, coping strategy index and household income.

Food consumption (quantity and nutritional quality) is one of the four food security outcomes indicators in IPC analytical framework. "The Food Consumption Score (FCS) serves as a proxy indicator of food consumption outcomes for IPC analysis. If certain proportions of households within geographic areas (e.g. administrative levels, livelihood zones, crisis areas) fall into poor or borderline categories or a combination thereof, then thresholds could be determined that would allow classifying respective areas according to IPC phases[4]"

The household food consumption score (FCS) is a composite score based on dietary diversity, food frequency and the relative nutritional values of the different food groups. While the Reduced Coping Strategy Index (rCSI) is used to determine food and total expenditure gaps. So whereas the FCS assesses the diversity of food consumed and diet quality, the rCSI enumerates context-specific coping behaviors that household members rely on whenever they do not have adequate food to consume. The household percentage expenditure allows us to understand the ease with which households meet food needs. Thus food secure households have a lower percentage expenditure on food, a varied diet (high FCS) and a low rCSI. Conversely insecure households have a high percentage.

As different levels of vulnerability need different levels of support (updated every six months following seasonal assessments), transfer value recommendations should be aligned with specific IPC household classification phases. The food gap is to be determined for each phase based on the IPC description of that phase. Please refer to the IPC reference table in the IPC manual provided in the footnote. It should be noted however that the IPC combines the food consumption score and the Household Economy Approach (HEA) in the IPC reference table (regarding proportion) so as to infer the food gap and essential non-food requirements.

[4] http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC-Manual-2-Interactive.pdf

Table 1: The conceptual model of transfer value determination logic

HH expenditure on food		≤50%			51-65%			≥65%		
rCSI		≤15	16-35	≥36	≤15	16-35	≥36	≤15	16-35	≥36
FCS	Poor <28									
	Borderline 28-42									
	Acceptable >42									

Minimal | Stressed | Crisis | Emergency | Famine

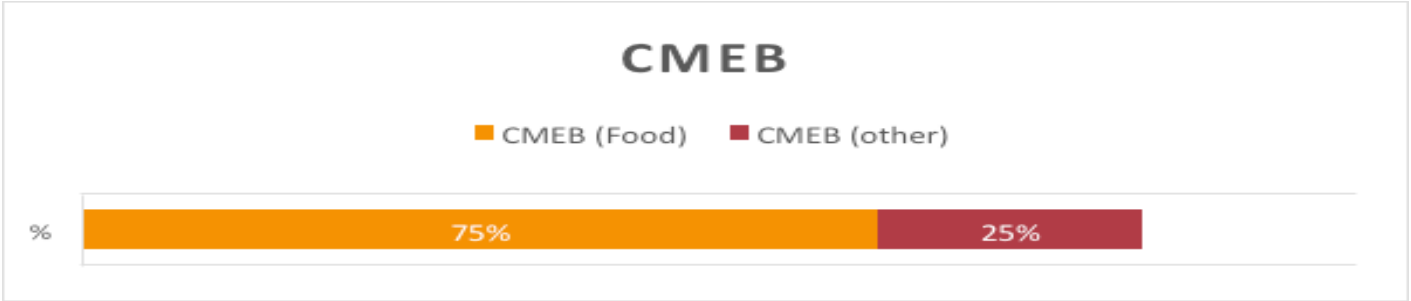
b) Household Economy Approach (HEA):

The transfer value should consider both survival food needs as well as essential, complementary non-food expenditures. The latter includes cooking fuels, water and grinding meal costs which are directly related to food consumption, preparation, and utilization. The inclusion of these non-food items in the cost of the Minimum Expenditure Basket (MEB) calculation stems from the recognition that households with insufficient budgets may limit the quantity or quality of food to make additional room for essential non-food expenditures. Practically speaking, this means that when partners calculate the CMEB, it should be based upon the entire basket (food and non-food). Please refer to Annex 1 for the CMEB.

c) The Cost of Minimum Expenditure Basket (CMEB):

Transfer values were based upon a percentage of CMEB values. Food and non-food CMEB was considered in order to align with the HEA approach. The proposed non-food components suggested for inclusion meet the survival threshold while ensuring that the transfer values are locally appropriate and universally cover the same proportion of the CMEB. http://www.fsnau.org/sectors/markets

The image below displays what the transfers' baskets are intended to cover. As per FSNAU CMEB guidance document, survival food transfers comprise 75% (i.e. 70 to 80%) of the overall CMEB applying mid-point / measure of "central tendency" of statistics



d) Seasonality

For cash for work/assets transfers, the CMTF advises that programming should take into consideration (i) the seasonal nature of livelihood activities of communities they plan to target; and (ii) the objectives of their interventions.

Table 2: Typical Livelihood Seasonal Calendar in Somalia

Livelihoods	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Main Seasons	Jilaal (Dry)			Gu (Rainy)			Hagaa (Dry)			Deyr (Rainy)		
Pastoral/Agropastoral		Migration season						Migration season				
Riverine			Agricultural activiteis						Agricultural activiteis			

5. PROPOSED CASH TRANSFER RANGES

The Food Security Cluster consolidated and analyzed data collected by FSNAU, WFP and REACH from all the 18 regions in Somalia covering the period from 2012 to 2016. Subsequently the percentage expenditure gap vis-à-vis the total CMEB was determined and aggregated by IPC phases (see Annex 2 for detailed methodology and calculation).

The analysis recommends cash transfer values cover both survival food needs as well as non-food livelihood protection needs. Further, rather than give a definitive value it has been found more practical to adopt a range of transfer values given the variations within given areas or even IPC phases and the potential for changes in the food security condition, food prices and CMEB that could justify using the higher or lower end of the range. Table 3 below summarizes the transfer vale range recommended.

Table 3: The range of Total MEB gap for Households in IPC phases 2, 3 and 4

IPC	Lower Limit	Upper limit
Stress (phase 2)	35%	50%
Crisis (phase 3)	51%	65%
Emergency (phase 4)	66%	80%

In order to prevent a deterioration of the situation and specifically to avoid people in phase 3 from slipping into phase 4, it is recommended that both phases be targeted with the **same value of transfer** and this would be at the level of Phase 4: which recommends **between 66 and 80% of the MEB**. If the situation does deteriorate, (poor rainfall performance with a risk of slipping into famine) it is recommended that 100% of the MEB is transferred to those affected.

Some partners indicate challenges when trying to apply differential transfer values where IPC phases vary within one area. So, in a situation where - within a given area – there are households in various phases 2 and 3, then the worst phase will be selected. Partners implementing cash based interventions are expected to carry out comprehensive targeting exercises in order to identify the most vulnerable households in the areas where they implement projects. This actual calculation should be done per district based FSNAU values of the overall MEB.

Partners in using this guidance are advised to closely monitor the FSNAU monthly cost of the MEB posted on the website and their own localized market monitoring (if they have) to detect any changes that will affect the "really" purchasing power of the transfer value. The cluster recommend any increase of the CMEB of 10 % and above warrant revision of the transfer value upwardly to maintain the purchasing power of the beneficiaries. However, the cluster recommends maintaining the existing transfer value if any decrease in CMEB is observed in given area.

Table 4: Example of transfer value calculation based on Total CMEB[5] of December 2016

	Region	Worst IPC Phase in the Region	Range of total MEB gaps (%)		Monthly CMB as per FSNAU (December 2016)	Range of transfer recommended (% of December 2016 CMB)	
1	Awdal	Crisis	51%	65%	130	66	85
2	Woqooyi Galbeed	Stressed	35%	50%	138	48	69
3	Togdheer	Crisis	51%	65%	145	74	94
4	Sanaag	Emergency	66%	80%	221	146	177
5	Sool	Emergency	66%	80%	208	137	166
6	Bari	Emergency	66%	80%	175	116	140
7	Nugaal	Emergency	66%	80%	176	116	141
8	Mudug	Crisis	51%	65%	109	56	71
9	Galgaduud	Crisis	51%	65%	133	68	86
10	Hiraan	Crisis	51%	65%	100	51	65
11	Middle Shabelle	Crisis	51%	65%	72	37	47
12	Banaadir	Emergency	66%	80%	97	64	78
13	Bakool	Emergency	66%	80%	113	75	90
14	Bay	Emergency	66%	80%	100	66	80
15	Lower Shabelle	Crisis	51%	65%	85	43	55
16	Gedo	Crisis	51%	65%	129	66	84
17	Middle Juba	Crisis	51%	65%	102	52	66
18	Lower Juba	Crisis	51%	65%	111	57	72

The actual calculation should be done per district based on monthly FSNAU values of the overall MEB.
The IPC phases do not necessarily reflect a particular season. These percentages are based on the findings of the cash transfer value determination logic

[5] http://www.fsnau.org/sectors/markets

ANNEXES

Annex 1 – CMEB Composition

Items Included in Total MEB	
Items included in Food MEB	**Items included in Non-food MEB**
Sorghum/Rice	Kerosene
Wheat Flour	Soap (Laundry Bar)
Sugar	Firewood
Vegetable Oil	Charcoal
Milk	Water (Jerican 20Lt)
Meat	Human Drugs
Tea leaves	School Fees
Cowpeas	Grinding Cost
	Clothes
	Social Tax
	Other (Specify)

Source: FSNAU

Annex 2: Methodology and calculation

This Annex describes the research methodology applied in developing the cash transfer model that will allow humanitarian actors in Somalia to aptly determine transfer values to be made to affected populations taking into account economic, geographic, seasonal and livelihood variations in the Somalia context. It details the selected sample, unit of analysis, key variables of analysis and the statistical analysis conducted.

3.1 Sample

The data used in this exercise was obtained from FSNAU, REACH and FSNAU. Following its consolidation, a convenient sample size of 51,166 households was obtained which was considered to be quite robust since:

- It covered different population groups in Somalia among them rural and urban poor and IDPs
- It covered the period from 2012 to 2016 and
- It covered all the eighteen regions in Somalia

The figures below illustrate the temporal and spatial distributions of the sample data following a frequency analysis.

Figure 1: Temporal distribution

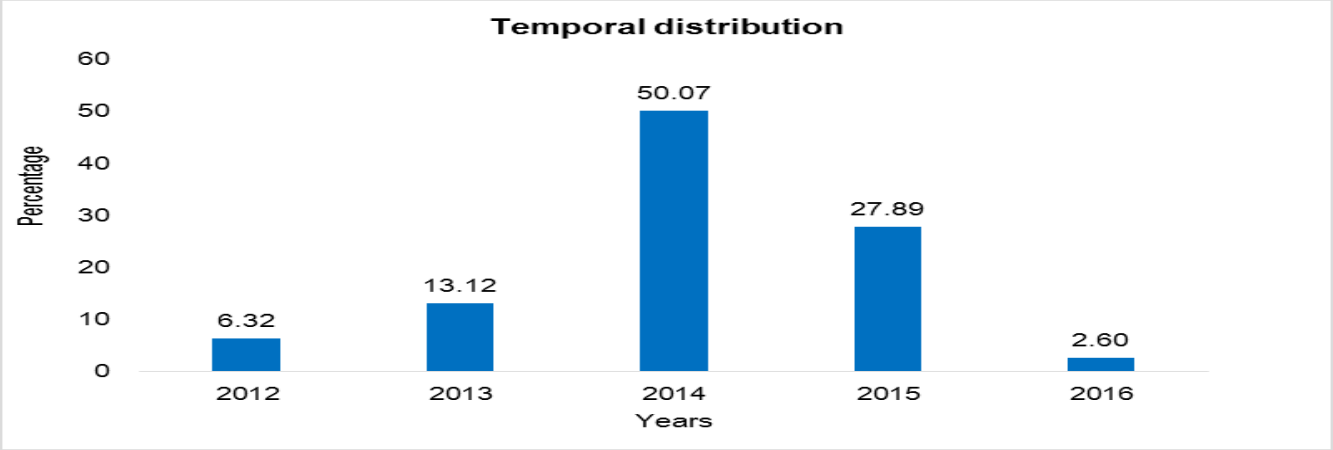
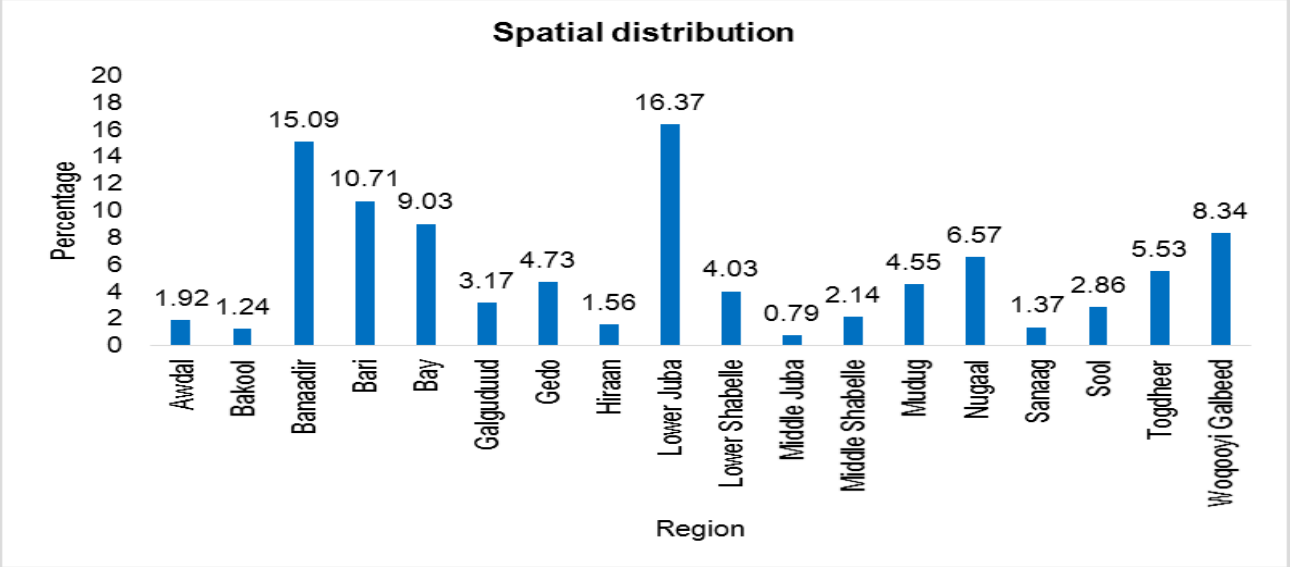


Figure 2: Spatial distribution



3.2 Unit of analysis

The unit of analysis used in this exercise was the household.

3.3 Key variables

The main variables taken into consideration in the analysis were:

a) Household size
b) Household food consumption score
c) Household reduced coping strategy index
d) Household percentage expenditure on food
e) Household food expenditure
f) Household total expenditure
g) Food MEB
h) Total MEB

3.4 Data integration

Considering that part of the sample lacked primary data on some key variables mentioned above, the sample was grouped into five categories and a number of actions taken to integrate it into the analysis, in particular the category containing primary data on income.

Category 1
Households in this category 5,143 had primary data on household size, household food consumption score, household reduced coping strategy index, household percentage expenditure on food, household food expenditure, household expenditure on non-food items and household total expenditure. Therefore this data was immediately integrated into the analysis.

Category 2
Households in this category 31,372 had primary data on household size, household food consumption score, household reduced coping strategy index, household percentage expenditure on food, household percentage expenditure on non-food items and the household income. Since traditionally household surveys collect expenditure data to measure household income, recorded household income was used as a proxy for potential total household expenditure.

To establish comparability of given expenditure and this expenditure derived from income, an independent samples t-test was run. There was not a significant difference between the given expenditure and the expenditure derived from income. The below calculations were then performed to arrive at the household's expenditures on food and non-food items.

a) expenditure on food = percentage expenditure on food * income
b) expenditure on non-food items = percentage expenditure on non-food items * income

Summation of a) and b) above was then interpreted as the total household expenditure. Thus if a household was able to save, this was not factored into the expenditure analysis.

Category 3
Households in this category 1,594 had primary data on household size, household food expenditure and the household food consumption score.

Category 4
Households in this category 1.835 had data on household size, household food consumption score and household income.

Category 5
Households in this category 11, 222 had data on household size, household food consumption score and household total expenditure. Since categories 3, 4 and 5 above did not have data on either the household reduced coping index or the household percentage expenditure on food they were excluded from the analysis reducing the sample size to 36,515 cases.

Reduced coping strategy index
Given that the approaches used to determine the reduced coping strategy index in categories and 1 and 2 were slightly different, a number of steps were taken to harmonize the reduced coping strategy index for the sample.

Table 1: Considerations for category 1

Recall period	Strategy	Weight
7 days	Rely on less preferred, less expensive food	1
	Borrow food or relied on help from friends or relatives	2
	Reduce the number of meals eaten per day	1
	Reduce portion size of meals	1
	Reduce quantities consumed by adults/mothers for young children	3

Data from this category was immediately integrated into the analysis.

Table 2: Considerations for category 2

Recall period	Responses	Strategy	Weight
30 days	**0.** Never **1.** At most 1 time a week **2.** 1-2 times a week **3.** 3-6 times a week **4.** All the time	Shift to less preferred, less expensive foods	2
		Limit the portion consumed in a meal	2
		Take fewer number of meals in a day	4
		Borrow food on credit from the shop	4
		Borrow food from another household	4
		Restrict adult consumption for small children to eat	6
		Rely on food donations from relatives	6
		Rely on food donations from clan | community	6
		Seek or rely on food aid from humanitarian agencies	6
		Beg for food	8
		Consume spoilt or left over foods	8
		Skip entire day without eating	8
		Send household members to eat elsewhere	8

The strategies:
a) Seek or rely on food aid from humanitarian agencies
b) Beg for food
c) Consume spoilt or left over foods
d) Skip entire day without eating and
e) Send household members to eat elsewhere were disregarded.
This was because they did not correspond to any of the strategies in category 1.

Based on the responses the frequency, that is the number of days a given strategy was applied in a week, was determined as shown below:

Table 3: Frequency calculation

Response	Frequency
0	0 days
1	1 day
2	1.5 days
3	4.5 days
4	7 days

The strategies:

a) Borrow food on credit from the shop
b) Borrow food from another household
c) Rely on food donations from relatives and
d) Rely on food donations from clan | community

were combined into one strategy namely borrow food or rely on help from friends and relatives.

To determine the number of days this strategy was applied the sum of a) and b) below was calculated.

a) the maximum frequency between borrow food on credit from the shop and borrow food from another household was selected
b) the maximum frequency between rely on food donations from relatives and rely on food donations from clan | community was selected

The maximum frequency from the summation was limited to seven days. Since the coping strategies were now similar in both categories, the weights used in category 1 were applied to the entire sample.

IPC determination

To determine the specific IPC a certain household fell under the below IPC matrix, based on reducing strategy index, food consumption score and percentage expenditure on food thresholds, was used.

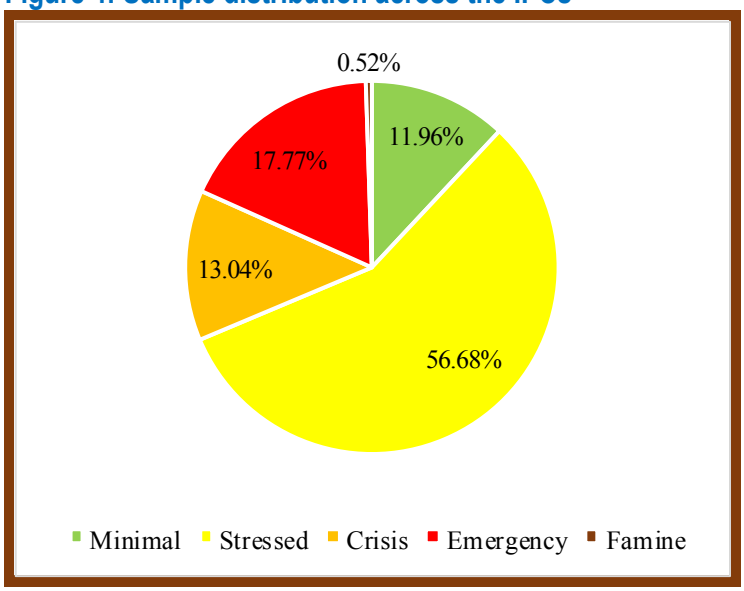
Figure 3: IPC matrix

HH exp on food		≤50%			51-65%			≥65%		
rCSI		≤15	16-35	≥36	≤15	16-35	≥36	≤15	16-35	≥36
FCS	Poor <28									
	Borderline 28-42									
	Acceptable >42									

Minimal
Stress
Crisis
Emergency
Famine

Due to missing data within the sample the sample size further reduced to 23,969 cases. The figure below provides a graphical illustration of the distribution of the sample across the IPCs.

Figure 4: Sample distribution across the IPCs



3.5 Data analysis

3.5.1 Approach

- Recalculated food and total MEB
  The current food and total MEB has adopted a fixed price of meat which compared to prevailing market prices is considered to be very low hence for this analysis these were recalculated based on food price data collected by WFP in May 2016 as follows:
  E.g. Bakool

	Unit price	Quantity (South)	Total price	Food MEB
Old	0.65	4	2.60	69
New	5	4	20	86.40

20-2.60 = 17.40
69+17.40 = 86.40
(17.40 | 69) * 100 = 25.22

Therefore:
The food MEB for Bakool was increased by 25 percent
The total MEB for Bakool was increased by 17.40 units.

- Normalized expenditure by household size to obtain the per capita expenditures
  Household food expenditure | household size
  Household total expenditure | household size

- Calculated absolute expenditure per capita gaps
  Per capita food MEB- per capita food expenditure
  Per capita total MEB- per capita total expenditure

- Calculated proportionate expenditure per capita gaps
  (Absolute food expenditure per capita | per capita food MEB) * 100
  (Absolute total expenditure per capita | per capita total MEB) * 100

- Calculated the average proportional expenditure gap by IPC

3.5.2 Results

Below are the results from this analysis:

IPC	Food-HH	Total-HH	Food-PC	Total-PC	Food-PC-Proportionate	Total-PC-Proportionate
Minimal	2.60	3.70	0.50	0.64	28.50%	28.64%
Stress	2.20	2.72	0.42	0.48	30.00%	40.00%
Crisis	1.55	1.88	0.31	0.34	50.40%	58.12%
Emergency	1.18	1.38	0.22	0.24	65.00%	70.20%

From the above results:
The food gap for households in IPC phases stress, crisis and emergency is 30%, 50% and 65% respectively of the food MEB. The total gap on the other hand for households in IPC phases stress, crisis and emergency is 40%, 58% and 70% respectively of the total MEB.

Therefore based on the above results and the understanding that transfer values should consider both survival food needs as well as non-food livelihood protection needs, partners should provide households in IPC phases stress, crisis and emergency with cash transfer values equivalent to 40%, 58% and 70% respectively of the total MEB.

The analysis recommend cash transfer values of equivalent to 40%, 60% and 70% of the total MEB for households in Stressed (IPC Phase 2), Crisis (IPC Phase 3) and Emergency (IPC phase 4), s respectively based on the rational that transfer values should cover both survival food needs as well as non-food livelihood protection needs. It has also been found more practical to adopt range of transfer values than definitive value given the variation in a given area or even IPC phases and the potential for changes in the food security condition, food prices and CMB that could justify using the higher end or the lower end of the range, depending on the context. The total food gap values associated with each IPC Phase as shown in Table 3 above have been converted to ranges by calculating midpoint by apply measure of "central tendency" in statistics. The table below summarizes the recommended transfer value ranges

IPC	Lower Limit	Upper limit
Stress	35%	50%
Crisis	51%	65%
Emergency	66%	80%