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UNDP IN SOMALIA

In 2012, Somalia witnessed political transition with the adoption of a Provisional Constitution and election of a new Parliament and President. Supported by the international community, the Federal Government has been making progress on six priorities: functioning institutions, economic recovery, peacebuilding, service delivery, international relations and national reconciliation.

UNDP's programmes, developed in line with strategic UN assistance frameworks, have aimed at a longer-term commitment to Somalia. Four outcomes

comprised: better abilities to build peace and manage conflict; more inclusive, equitable and accountable governance, improved services, human security, access to justice and human rights; an increase in sustainable livelihood opportunities and improved natural resources management; and greater gender equality and empowerment. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation in Somalia that covered work from 2011 to 2015.

TOTAL PROGRAMME EXPENDITURE, 2011-2015: \$259.6 MILLION

FUNDING SOURCES, 2011-2015



PROGRAMME EXPENDITURE BY THEMATIC AREA, 2011-2014 (\$ MILLIONS)



FINDINGS AND CONCLUSIONS

In Somalia, both the United Nations as a whole and UNDP have come under criticism based largely on the failures of peacekeeping missions in the 1990s, but also on more recent performance. UNDP's work in the governance sector was deemed by many internal and external observers to be political, externally driven and too ambitious. Despite this backdrop, and Somalia's peculiarly challenging programming environment, the evaluation found that UNDP has made important contributions.

Generally, UNDP programme components have been relevant to Somalia's development needs, but with much greater emphasis on contributing to development, peace and security through addressing governance issues than on strengthening livelihoods. Under the governance outcome, UNDP effectiveness varied. The drafting of the Provisional Constitution, while containing many ambiguities and lacking broad stakeholder consultation, was a major achievement. The joint programme on local governance exhibited great promise in the areas of policy, service delivery and participation, and strong national ownership will likely make the results sustainable, with the Government already using programme approaches to expand the scheme.

Both the current and previous evaluations have found

that the contribution to strengthening national capacities has been less than expected. New initiatives aimed at broad capacity development in the public sector should recognize past failures and analyse context-specific constraints and opportunities. The Somalia Institutional Development Programme was an exception to otherwise strongly relevant components under the governance outcome. The project was supply-driven with limited consultations with user line ministries before design.

To make a meaningful contribution to the organization's corporate vision of eradicating extreme poverty and significantly reducing inequality and exclusion, the evaluation concluded that greater investment is required in strengthening livelihoods. The poverty reduction and environment programme carried out interesting and useful work, but at too small a scale to respond to actual needs. Given the size of the country, the national ambition of the programme, the top-heaviness of programme cost structure, high operational costs and modest success so far in attracting funding, interventions amount to a collection of small, 'one-off' injections of assistance in various locales, which are neither cumulative nor transformative.

On gender mainstreaming, UNDP was effective

in promoting more equal representation and participation, and enhancing the quality of women's participation, such as through building the capacity of women's organizations. Efforts aimed at preventing sexual and gender-based violence and helping women to access legal protection have also been successful. Here again, however, the small size and scope of these initiatives fell short against the enormity of the issue.

UNDP management and staff are committed to the corporate gender equality and women's empowerment strategy, and the country office has a gender mainstreaming architecture in place. While this is important, UNDP will deliver few gender results if it does not move away from a focus on 'soft' support (gender policy, advocacy, lobbying) and increasing the number of women beneficiaries in training events. Greater emphasis should be placed on women's economic empowerment, and specifically on enhancing their technical and business skills.

A major challenge in Somalia is implementing a single country programme across different operating environments—the Federal Government, existing and emerging states, and Somaliland. There is a trade-off between adapting to different environments and programme coherence. While it is unnecessary to implement every programme component across all regions, there are areas where by doing so, UNDP has helped to bring about coherence across the country, such as in the response to HIV and AIDS.

The complex structure of the Somalia country office

creates extra challenges for effective and efficient management. Sub-offices/area offices drive delivery, particularly in the north where security conditions allow for smoother programme implementation. But since these offices are located at the periphery of the UNDP structure, they have difficulty solving key administrative issues. Project implementation and supervision face challenges, with annual programme implementation rates, except for 2012, lower than the corporate threshold of 80 percent.

Monitoring and reporting of results tend to emphasize inputs and immediate outputs with less emphasis on intermediate outcome results. This can be linked to several factors: the broad framework of UNDP support, which has to be responsive to different governments; the intangible and difficult-to-measure nature of UNDP support; and insufficient institutional capacity. UNDP's inability to demonstrate its contribution to development results has consequences in terms of forging effective partnerships and mobilizing resources.

In sum, despite limited resources and a challenging context, UNDP has made efforts to remain relevant to national development priorities, building on its long experience in the country. The perception among donors that UNDP is neither a strong intellectual leader nor a dependable operational channel for programme delivery is slowly changing, with acknowledgement of efforts by new senior management to be more transparent and open.

RECOMMENDATIONS

- Recognizing the complexity and fluidity of the Somali context, the evaluation recommends that UNDP, in developing its new country programme, should continue to pursue an adaptive planning and management approach.
- UNDP should recalibrate the profile of the poverty reduction and environment programme if it is to meet the immediate and long-term needs of the vulnerable population.
- There is a need to review the country programme's current approach to capacity development and to develop a conceptual framework for more effective and sustainable capacity development across the board.
- UNDP should prioritize substantive gender mainstreaming in the next country programme.
- UNDP should increase investments to enhance internal monitoring and reporting capacities. It is encouraging that UNDP has already initiated alternative institutional arrangements to strengthen results-based monitoring and reporting, such as third-party monitoring in 2015. Capacities of implementing partners to monitor their work during implementation and ex-post should also be assessed and strengthened as part of broader capacity development efforts.

ABOUT THE ICPEs

Independent country programme evaluations (ICPEs) are the backbone of the work of the Independent Evaluation Office. They capture evidence of UNDP's contributions to development results and the effectiveness of strategies supporting national development. They enable continued improvement in UNDP programmes, contribute to strengthened national ownership and evaluation capacity, and underpin accountability to national stakeholders and UNDP's Executive Board. To date, over 100 ICPEs have been conducted worldwide.

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