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## UNDP IN SOMALIA

In 1991, parts of the north-western area of the Somali Republic declared independence as the Republic of Somaliland. To this date, no country has formally recognized it as a sovereign state. In 1998, the leaders of the north-eastern region of Puntland declared it an autonomous state but without seeking secession from Somalia. Most of South and Central Somalia remain in turmoil. High rates of poverty are driven by intractable conflicts,

persistent droughts, lack of economic resources, and a paucity of infrastructure.

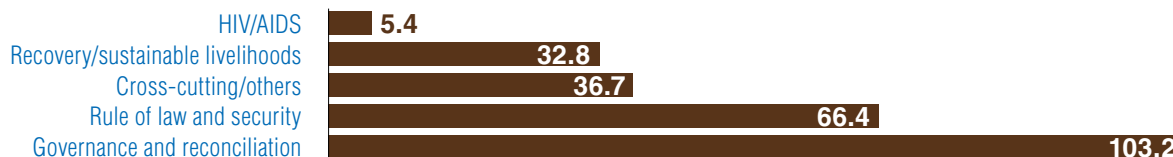
UNDP has provided support under several main programmes, including governance and reconciliation, rule of law and security, and recovery and sustainable livelihoods. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation that covered UNDP work from 2005 to 2010.

### TOTAL PROGRAMME EXPENDITURE, 2005-2009: \$244.4 MILLION

#### FUNDING SOURCES, 2005-2009



#### PROGRAMME EXPENDITURE BY THEMATIC AREA, 2005-2009 (\$ MILLIONS)



## FINDINGS AND CONCLUSIONS

UNDP in Somalia provided timely support to national reconciliation, peace promotion and political processes, such as the Djibouti Conference in 2008, which led to a ceasefire between the Transitional Federal Government (TFG) and the Alliance for the Re-liberation of Somalia, and the formation of a broader-based Government. It was involved in the payment of salaries for parliamentarians and other officials in the TFG, and offered important support for the drafting of a new federal Constitution.

Assistance to federal institutions, such as the 'start-up package' designed to facilitate the TFG installation in Mogadishu in 2009, has often been administrative. In contrast, governance programmes in Somaliland and Puntland cover more traditional interventions through technical inputs, capacity development, and some infrastructure and equipment. These have produced tangible results in, for example, civil service reform.

UNDP shifted its rule of law and security programme from strong institutional support to community level interventions and a more assertive rights-based approach. Assistance to civilian police provided training, basic operational equipment and infrastructure in all three regions. Yet in South and Central Somalia, the payment of police stipends affected the perception of UNDP as a neutral partner. In Somaliland and Puntland, continued build-

ing of civilian police capacity significantly contributed to improved security.

For all three regions, UNDP included human rights in the training curriculum for police officers and promoted gender considerations, such as through special desks for women and children in police stations. Other assistance aided in drafting a code of conduct for the judiciary, harmonizing formal and customary laws, and providing free legal aid to the poor. Positive results in Somaliland and Puntland included improved outreach of the judicial system to rural areas through the creation of mobile courts and mobile legal aid clinics.

Towards disarmament, demobilization and reintegration, UNDP supported the downsizing of security forces mainly in Puntland and Somaliland. In South and Central Somalia, the fragility of the different political advances and the repeated resumptions of conflict negated any possibility of such a programme. UNDP gradually moved towards small arms control programmes in Somaliland and a community safety approach under an armed violence reduction programme.

Income generation through work to improve social and economic infrastructure was one of the objectives of the employment generation for early recovery, area-based early recovery and watershed management projects.

During its first year, the employment generation project generated a total of 430,000 workdays. Rehabilitated infrastructure included water catchment areas, rural access roads, irrigation canals and strengthened river embankments. But most of the income generated was only for the short term.

UNDP strengthened the institutional capacity of the three AIDS commissions, developed and tested a number of training tools for general awareness, and worked with populations most at risk. To take forward the gender agenda, a national gender policy was developed by the Government of Somaliland, and gender focal points were being set up in each ministry. Puntland devised a gender policy and a gender strategic plan. Gender mainstreaming in UNDP programmes, however, was too often seen as quotas for women beneficiaries. While this was a positive step, a more nuanced and holistic understanding needs to be reinforced.

Contributions to development results varied by region, but this diversity was not reflected sufficiently in programming instruments. While UNDP cannot develop separate programme documents, instruments such as work plans could reflect the reality more adequately.

In general, projects in the more stable northern regions were more effective. Many UNDP interventions in the South and Central region have resulted in inputs such as equipment and even training being lost following the resurgence of conflict. In other cases, it was too early to assess results as interventions, particularly for capacity development and institutional building, require a long-term comprehensive approach that has not often been present. UNDP was still often operating in an emergency mode, not paying enough attention to technical quality and longer term sustainability. Programme cycles have been limited to two years, a situation not conducive to a longer term approach.

Some major donors as well as the UN Political Office in Somalia have expected UNDP to support the political process or dispense administrative services on their behalf. This association may have damaged the image of the organization and reduced its capacity for some of its traditional development activities. UNDP has often responded with nimbleness to requests to undertake new and unforeseen activities, but will need to find means to gradually concentrate more of its resources and energy on core mandate activities.

## RECOMMENDATIONS

- UNDP needs to re-anchor its country programme to areas that build on its core competence and are central to its mandate.
- The next country programme should strike an appropriate balance between interventions in support of building the capacity of government institutions and initiatives to help address, in the short and medium term, the chronic development needs of vulnerable groups of population, including on pressing environmental issues.
- UNDP needs to reassert overall leadership on development issues within the UN community and ensure that development needs of the Somali population and support for achievement of MDGs receive increasing attention from authorities as well as development agencies, non-governmental organizations and the donor community.
- UNDP should develop three region-specific five-year operational work plans in full consultation with relevant partners. This should be accompanied by a system of annual participatory reviews.
- UNDP needs to engage with a wider range of actors, including independent observers, researchers, academics and civil society to sharpen its analysis and understanding of the complex context of its operating environment.
- UNDP needs to ensure greater coherence within and between programmes and establish mechanisms that promote coherence, complementarity and synergy as key elements of the institutional culture.
- UNDP should increase Nairobi-based staff in the field and interaction with Somali counterparts.
- UNDP should pursue a conscious strategy to enhance the quality of programme planning and delivery of results and financial resources.
- UNDP needs to develop a gender strategy and implementation framework. There is a need for dedicated staff resources to promote gender mainstreaming.
- UNDP headquarters needs to provide more active, timely support to the country office, develop guidance for offices in conflict environments with restricted access, and facilitate sharing of knowledge and best practices between offices operating in similar environments around the world.

## 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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