ANNEXES
INDEPENDENT COUNTRY PROGRAMME
EVALUATION - SOMALIA
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Annex 1. TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts country evaluations called “Independent Country Programme Evaluations (ICPEs)” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national efforts for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

UNDP Somalia has been selected for an ICPE since its country programme will end in 2020. This is the third independent country evaluation of UNDP programmes in Somalia conducted by IEO, with the last one dating 2015. The ICPE will be conducted in 2019 to feed into the development of the new country programme. The ICPE will be conducted in close collaboration with the Government of Somalia, Federal Member States and Somaliland, based on the UNDP programmatic delivery, UNDP Somalia country office, and UNDP Regional Bureau for the Arab States.

2. NATIONAL CONTEXT

The Federal Republic of Somalia is located in the horn of Africa. It is bordered by Ethiopia to the west, Djibouti to the northwest, Kenya to the southwest, the Gulf of Aden to the north, the Guardafui Channel and the Indian Ocean to the east. Somalia is a country from the Least Developed Country (LDC) and fragile state category, with a population estimated at 14.7 million in 2017², with more than half of the population (52 percent) estimated to be living below the $1.9 per day poverty line. The highest incidence of poverty is found among the households located in internally displaced persons (IDP) settlements (75.6 percent) and the country’s capital Mogadishu (73.7 percent)³. More than half of Somali households are headed by women, while 2 out of 3 households in Mogadishu and IDP Settlements are headed by men.

² World Development Indicators, World Bank data 2018
From 1991, the country experienced about two decades of civil war with a devastating impact on its socio-economic infrastructure and institutions, leaving Somalia without a stable central government. This period was marked by the secession of two of the countries’ region\(^4\); and the return to customary and religious law in most regions. Between 2000-2012, the country underwent a long transition period where several transitional governments succeeded one after another in attempting to federalize the country. However, the absence of a central authority in the country for about a decade have led to the emergence of important factions and groups challenging the authority of the transitional authorities and posing extreme security threats hindering state building progress, and regional security. Since 2007, a regional peacekeeping mission operated by the African Union (AMISOM)\(^5\) has been deployed to support the security, peace and state-building process.

In 2012 the country ended its transition through the approval of provisional constitution and the election of parliament. In 2012, a Federal Government was re-established. The Puntland state was joined by Jubbaland, South-West, Galmudug, and Hirsabelle to form the federal member states. However, the issue of Somaliland’s status remains unresolved\(^6\). In 2013, with the implementation of the New Deal Compact, a partnership framework between the federal government and the international community was signed, paving the way for a new state building process. For the first time in two decades, the 9th Parliament successfully served a full-term and in 2016 indirect elections were held\(^7\). In December 2016 the Federal government presented, for the first time in over 30 years (since 1986), a ‘national owned – nationally led’ National Development Plan (NDP) covering the fiscal period of 2017 to 2019.

Built on the foundations laid by the New Deal Compact, the NDP aims at accelerating socio-economic transformation to achieve the objectives of reducing poverty, strengthening governance and political inclusion, addressing environmental vulnerability (cyclical droughts and natural disasters), promoting economic and societal transformation including gender equality. The Plan emphasises reviving Somalia’s traditional economic sectors, such as agriculture, livestock, and fishing utilizing the strengths of the private sector\(^8\). In parallel to the development path drawn by the NDP for the member states, Somaliland runs its own national development strategy, the second since 2007\(^9\) focusing on easing poverty, creating labour opportunities, especially for young people, promoting trade and international investments, bolstering productive sectors, countering droughts and adapting to climate change, developing infrastructure and public amenities, stepping up accountability, ensuring good governance and respecting human rights.

Notwithstanding progress achieved in the area of statebuilding, the two decades of conflicts have had significant effects on human development. The humanitarian crisis in Somalia is among the most complex and longstanding emergencies. Continued conflict and subsequent displacement have continuously disrupted livelihoods and access to key sources of food and income. While there are reports indicating that food security continues to improve and livestock production has increased substantially, large populations are still suffering Crisis (IPC Phase 3) and Emergency (IPC Phase 4) levels of food insecurity across the country.

Development indicators in Somalia remain among the lowest in the world. Life expectancy at birth in Somalia (56 years in 2016) is below the average in Sub-Saharan Africa (60 years in 2016)\(^10\). Under-five mortality rate

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\(^4\) Somaliland in 1991 followed by Puntland in 1998
\(^5\) https://amisom-au.org/amisom-mandate/
\(^6\) http://www.so.undp.org/content/somalia/en/home/countryinfo.html
\(^7\) http://www.so.undp.org/content/somalia/en/home/countryinfo.html
\(^10\) World Development Indicators, World Bank Data 2018
remains high (131.5 per 1,000 live births)\textsuperscript{11}, and malnutrition is the underlying cause in over a third of child deaths under the age of five. Over 47 percent of the population does not have access to safe drinking water, and more than half of the children are out of school. Inequality is also high, with the top 20 percent consuming six times more than the bottom 20 percent\textsuperscript{12}. Employment rate remains very low (only 26% of working adults are employed in urban area and 32.7 percent in rural area)\textsuperscript{13} and vulnerable (72% of vulnerable employment) with a significant gender disparity (only 19% of female ages 15-64 participates in the labour force in 2017 with 87.5% of vulnerable employment)\textsuperscript{14}. The country remains disproportionately dependent on remittances which represented five times foreign direct investment in Somalia in 2016\textsuperscript{15}. The economic sector relies on agriculture and livestock which remain underdeveloped and highly vulnerable to the persistent external shocks.

Due to the El Nino phenomenon, the country experienced a prolonged drought period that brought it to the brink of famine in 2017; followed by record level of rainfalls between late March and June 2018 of rain over much of the country, all of which had a devastating humanitarian impact in most regions of the country and aggravated the needs of an already highly vulnerable population and productive capacities.

To respond to the economic slowdown and the humanitarian and food crisis following the 2016 drought, the government has strengthened the implementation of national policies including fiscal policy and large-scale famine program with remarkable support of the donors (donor grants almost doubled between 2016 and 2017 going from 55.3 million to 103.6 million)\textsuperscript{16}. However, the real Gross Domestic Product (GDP) growth in Somalia has decreased by 2.1 percent in 2017 from 4.4 percent in 2016\textsuperscript{17}. It was estimated that natural disasters caused 800,000 new displacements\textsuperscript{18} in 2017. As of February 2018, the number of displaced populations estimated to be 3.45 million, with about 75 % of them being internally displaced persons, and about 800 thousand being refugees and asylum seekers in neighbouring countries.

Other challenges facing the country include marginalization, forced evictions, discrimination against vulnerable groups and minorities, gender-based violence (GBV), and insecurity and armed violence which continue to exacerbate vulnerabilities within Somalia. Between January 2016 to October 2017, UNSOM documented a total of 2,078 civilian deaths and 2,507 injuries; with more than half the casualties (60 per cent) attributed to Al Shabaab militants\textsuperscript{19}. Recruitment by armed groups and forces is sometimes considered by children and youth and their families to be a source of income and a means of escaping poverty. Child forced marriage is also noted to be a source of economic gains for the families, depriving young girls of the opportunity to develop their potential and contribute to wider society.

The federal government continues to face a number of major challenges, such as the political crisis resulting from a no-confidence motion against the Speaker of the House of the People (lower house).

\textsuperscript{11} Ibid
\textsuperscript{12} Consumption Quintiles per capita based on total imputed consumption is 0.469 for the first quintile (bottom 20 percent) while it is 2.674 for the fifth quintile (top 20 percent) according to the World Bank data.
\textsuperscript{13} Data from the National Development Plan II 2017-2020
\textsuperscript{14} World Development Indicators, World Bank data 2018
\textsuperscript{16} https://www.worldbank.org/en/country/somalia/overview
\textsuperscript{17} https://www.worldbank.org/en/country/somalia/overview
\textsuperscript{18} http://www.internal-displacement.org/countries/somalia
\textsuperscript{19} Protection of Civilians: Building the Foundation for Peace, Security and Human Rights in Somalia,” the report by the UN Human Rights Office and the UN Assistance Mission in Somalia (UNSMOM)

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3. UNDP PROGRAMME STRATEGY IN SOMALIA

The first cooperation agreement between the Government of Somalia and UNDP was signed in 1977\(^{20}\). In the last decade, UNDP’s partnership with the Federal Government of Somalia has been formalized through 3 country programme documents\(^{21}\). The UNDP Somalia programme has been developed within the broader framework of UN system wide country plans for Somalia, which have progressively evolved to include establishing a structurally integrated presence since 2014 and developing a number of integrated teams and joint programming among UN entities in areas of common work.

Following the endorsement of Somalia’s first national development plan in 30 years, the expiry of the New Deal Compact and the UN’s Integrated Strategic Framework for Somalia 2014-2016, the UN system in Somalia developed a strategic framework for the period 2017-2020 to continue to guide and articulate its collective strategy and contribution in support of the Somali Government’s development priorities and in achieving the Sustainable Development Goals. The UNSF 2017-2020 is focused on five interlinked and mutually reinforcing Strategic Priorities:

1. ‘Deepening federalism and state-building, supporting conflict resolution and reconciliation, and preparing for universal elections’,
2. ‘Supporting institutions to improve Peace, Security, Justice, the Rule of Law and safety of Somalis’
3. ‘Strengthening accountability and supporting institutions that protect’
4. ‘Strengthening resilience of Somali institutions, society and population’
5. ‘Supporting socio-economic opportunities for Somalis, leading to meaningful poverty reduction, access to basic social services and sustainable, inclusive and equitable development’

The implementation strategy of the UNSF puts emphasis on a one UN approach with joint programming modalities as a preferred means of implementation, including through joint funding mechanisms operated under the Somalia Development and Reconstruction Facility (SDRF)\(^{22}\). UNDP is identified among the UN implementing agencies in all five strategic priorities of UNSF but is expected to play a lead role in rule of law, resilience, inclusive politics and institutional strengthening. Accordingly, UNDP programmes for the period 2018-2020 is focused on three development priorities:

1. Inclusive and responsive political processes
2. Extending accountable and transparent service delivery in a secure environment
3. Progress from protracted socioeconomic and environmental fragility and recurrent humanitarian crises

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\(^{21}\) Previous CPD covered the periods (i) 2008-2010; and (ii) 2011-2015; (iii) and the current CPD for the period- 2018-2020. Gaps between the different CPD timeframes correspond to CPD extension approved by UNDP Executive Board

\(^{22}\) The Somalia Development and Reconstruction Facility (SDRF) serves as both a coordination framework and a financing architecture for implementing the Somalia National Development Plan (NDP), in line with the principles of the New Partnership for Somalia for Peace, Stability and Prosperity (NPS). This aid architecture builds on and reinforces the mechanisms that were set up for the implementation of the Somali Compact, with minor changes aimed at improving its effectiveness
<table>
<thead>
<tr>
<th>UNSF goals (2017-2020)</th>
<th>UNDP outcome</th>
<th>UNDP Outputs (Areas of Contribution)</th>
<th>Budget* (US$ million)</th>
<th>Utilization* (US$ million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 1: Deepening federalism and state-building, supporting conflict resolution and reconciliation, and preparing for universal elections/ UNDP development priority 1</td>
<td>Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance (outcome 5)</td>
<td>1.1: National agreement reached on a Somali-led process to deepen federalism and state building 1.2: Somali government institutions enabled to carry out their legislative functions in a transparent and inclusive manner 1.3: Somali institutions are enabled to run independent, impartial, transparent and inclusive elections 1.4: Somali women’s representation and participation in politics and public-sector institutions enhanced</td>
<td>88.5</td>
<td>74.2</td>
</tr>
<tr>
<td>Goal 2: Supporting institutions to improve peace, security, justice, the rule of law and safety of Somalis; and strategic plan, Goal 3: Strengthening accountability and supporting institutions that protect</td>
<td>Countries have strengthened institutions to progressively deliver universal access to basic services (outcome 6)</td>
<td>2.1: Core functions of government ensure effective, efficient, transparent and accountable government management. 2.2: National and subnational governments have the capacity to manage service delivery arrangements in an inclusive and transparent manner, building on Wadajir framework(^{23}) 2.3: Rule of law institutions enabled and communities empowered for increased security and improved access to justice. 2.4: Legal and policy frameworks in place to promote gender equality.</td>
<td>126.6</td>
<td>98.1</td>
</tr>
<tr>
<td>Goal 4: Strengthening resilience of Somali institutions, society and population; and UNSF</td>
<td>Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings (outcome 7)</td>
<td>3.1: Access to affordable energy and sustainable jobs increased especially for women and vulnerable groups. 3.2: Improved measures in place for environmental governance, resilience to climatic shocks and the management of natural resources. 3.3: ‘Durable solutions’ implemented for the reintegration of refugees and IDPs, especially for women and other vulnerable groups in urban and rural areas 3.4: Structural barriers to women’s economic empowerment reduced.</td>
<td>52.5</td>
<td>39.1</td>
</tr>
<tr>
<td>Goal 5: Supporting socioeconomic opportunities for Somalis, leading to meaningful poverty reduction, access to basic social services and sustainable, inclusive and equitable development.</td>
<td></td>
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</tbody>
</table>

*Financial figures extracted from UNDP Atlas/PowerBi tool as of April 2019

\(^{23}\) Wadajir National Framework for Local Governance to support community recovery and grassroots reconciliation processes, launched in 2016
4. SCOPE OF THE EVALUATION

ICPEs are conducted in the penultimate year of the ongoing UNDP country programme in order to feed into the process of developing the new country programme. The last independent country programme evaluation was conducted in 2015 covering the last CPD for the period 2011-2015. In this regard, the ICPE will cover the period 2015-2018, covering the extended programme implementation of the last CPD and the current programme cycle 2018-2020. The ICPE will focus on the results UNDP intended to achieve in support of the implementation of the UNSF, as approved by the Executive Board. The evaluation will also include a follow up on the implementation of the recommendations from last country programme evaluation conducted by IEO in 2015.

As the country-level evaluation of UNDP, this ICPE will focus on the formal UNDP country programmes. The country programme is defined in the Country Programme Document (CPD). The scope of the ICPE includes the entirety of UNDP’s activities in the country and therefore covers interventions funded by all sources, including core UNDP resources, donor funds, government funds. This evaluation will cover the period 2015-2018 as several interventions span over more than one CPD cycle. As several interventions in Somalia run over a different time frame and in several cases are a follow up to older phases, this ICPE will consider the entire programmatic portfolio which overlaps, even if partially, with the period 2015-2020. Initiatives stemming from regional and global programmes as relevant will also be included in the scope of the ICPE.

Special efforts will be made to capture the role and contribution of UNV and UNCDF through undertaking joint work with UNDP, for example through the implementation of the Joint UN Programme on Local Governance and Decentralized Service Delivery (JP-LGDSD). This information will be used for synthesis in order to provide corporate level evaluative evidence of performance of the associated fund and programme.

5. METHODOLOGY

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards. The ICPE will address the following three key evaluation questions. These questions will also guide the presentation of the evaluation findings in the report.

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP’s performance and eventually, the sustainability of results?

The ICPE is conducted at the outcome level. To address question 1, a Theory of Change (ToC) approach will be used in consultation with stakeholders, as appropriate. Discussions of the ToC will focus on mapping the assumptions behind the programme’s desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes. As part of this analysis, the CPD’s progression over the review period will also be examined. In assessing the CPD’s evolution, UNDP’s capacity to adapt to the changing context and respond to national development needs and priorities will also be looked at. The effectiveness of UNDP’s country programme will be analysed under evaluation question 2. This will include an assessment of the

24 Based on an initial data extraction from Atlas, out of the 124 outputs with a budget forming the Somalia portfolio over the period 2015 (last Assessment of Development Results Report)-2023 (based on active projects end dates), only four are scheduled to run from 2018 to 2020 (current CPD cycle), of these, one is a report preparation output.
26 The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.
achieved outputs and the extent to which these outputs have contributed to the intended CPD outcomes. In this process, both positive and negative, direct and indirect unintended outcomes will also be identified.

To better understand UNDP’s performance, the specific factors that influenced - positively or negatively - UNDP’s performance and eventually, the sustainability of results in the country will be examined under evaluation question 3. The utilization of resources to deliver results (including managerial practices), the extent to which the CO fostered partnerships and synergies with other actors (including through south-south and triangular cooperation), and the integration of gender equality and women’s empowerment in design and implementation of the CPD are some of the aspects that will be assessed under this question.

Given that 80% of the Somalia Country Programme is jointly implemented with other agencies, the evaluation will pay attention to the effectiveness of this structure and the extent to which it is delivering results in line with the UNSF. The evaluation will also focus on innovative practices implemented by the Programme and assess their contribution to the delivery of results.

6. DATA COLLECTION

Assessment of data collection constraints and existing data. An assessment was carried for each outcome to ascertain the available information, identify data constraints, to determine the data collection needs and method. The assessment outlined the level of evaluable data that is available.

The assessment indicates that a total of six decentralized evaluations of projects were carried out by the country office since the last Assessment of Development Results was conducted in 2015, four of which were conducted in 2018 during the current program cycle under review. These evaluations include five final project evaluations (in the areas of youth employment, rule of law, Gender equality and women empowerment, state institutional capacity development, support to parliament; and a mid-term review in climate change resilience) covering about 60% of programmatic expenditure across the three outcome areas of the CPD between 2015-2018. Coverage of programmatic expenditures by decentralized evaluations has been higher in the areas of inclusive and responsive political processes and extending accountable (outcome1-35% of programmatic expenditure) and transparent service delivery in a secure environment (outcome2-49% of programmatic expenditure), than in the area of early recovery (outcome 3- 17% of programmatic expenditure covered). While the quality of final project evaluations was assessed in most cases as moderately satisfactory by IEO quality assessment of decentralized evaluations, they provide a good basis of evaluative information that the ICPE will be able to draw from.

With respect to indicators, the CPD, UNDP Results-Oriented Annual Report (ROAR) and the corporate planning system associated with it also provide baselines, indicators, targets, as well as annual data on the status of the indicators.

The prevailing volatile security situation in Somalia will constitute an important challenge to the data collection for this evaluation. As of April 2019, UNDSS rates 11 of the 12 security areas in the country with security levels ranging from high to substantial with important risks (extreme, high, substantial) particularly in terms of armed conflict, terrorism, and crimes. The areas of Awdal, Woqooyi Galbeed and Togdheer region (security Area 1) is rated with a moderate security level but with substantial risks of crimes, civil unrest, and hazards. Most notably, security threats levels are among the highest in the capital Mogadishu. Thus, the security situation will pose an important constraint for the ability of the evaluation team to reach key stakeholders and project sites. In addition, all inter-city travels within the country, and some intra city travels, require to be accompanied by security escorts, which will have financial resource implication for the conduct of the evaluation. The evaluation team will maintain continuous consultations with the country office and UNDSS for the preparation of the in-
country mission and monitor the evolving security situation to determine the feasibility of accessing project sites and meetings key stakeholders during the data collection phase in Somalia.

**Data collection methods.** The evaluation will use data from primary and secondary sources, including desk review of documentation, and interviews with key stakeholders, including beneficiaries, partners and managers. The data collection phase of the evaluation will include an in-country mission to Somalia, and a mission to Nairobi, Kenya, where many of the agencies and donors operating in Somalia have established their main presence and support offices. The evaluation questions mentioned above and the data collection method will be further detailed and outlined in the outcome analysis. A multi-stakeholder approach will be followed and interviews will include government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Focus groups will be used to consult some groups of beneficiaries as appropriate.

The criteria for selecting projects for field visits include:

- Programme coverage (projects covering the various components and cross-cutting areas, new and long-standing projects);
- Financial expenditure (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);
- Maturity (covering both completed and active projects);
- Programme cycle (coverage of projects/activities from the past and mainly the current cycles);
- Degree of “success” (coverage of successful projects, projects where lessons can be learned, etc.).
- Coverage of new partnerships and established cooperation mechanisms.
- Ability to access projects based on security situation in the country and regions of projects implementations.

The IEO and the CO will identify an initial list of background and programme-related documents and post it on an ICPE SharePoint website. The following secondary data and others will be reviewed: background documents on the national context, documents prepared by international partners and other UN agencies during the period under review; programmatic documents such as workplans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the country office and partners, including the quality assurance reports.

All information and data collected from multiple sources will be triangulated to ensure its validity. The evaluation matrix will be used to organize the available evidence by key evaluation question. This will also facilitate the analysis process and will support the evaluation team in drawing well substantiated conclusions and recommendations.

In line with UNDP’s gender mainstreaming strategy, the ICPE will examine the level of gender mainstreaming across all of UNDP Somalia programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes. This information will be used to provide corporate level evidence on the performance of the associated fund and programme.

**Stakeholder involvement:** a participatory and transparent process will be followed to engage with multiple stakeholders at all stages of the evaluation process. During the initial phase a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP’s contribution to the country.
7. MANAGEMENT ARRANGEMENTS

**Independent Evaluation Office of UNDP:** The UNDP IEO will conduct the ICPE in consultation with the UNDP Somalia country office, the Regional Bureau for Arab States and the Federal Government of Somalia, as well as the Federal Member States and stakeholders in Somaliland, as appropriate, based on UNDP programmatic engagement in the different regions. The IEO lead evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

**UNDP Country Office in Somalia:** The country office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP’s programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The country office will provide the evaluation team support in kind in the preparation and conduct of country level data collection missions (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits, including providing all necessary security related information in liaison with local UNDSS officers). To ensure the anonymity of the views expressed in interviews with stakeholders for data collection purposes, CO staff will not participate. The country office will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a video conference with the IEO, where findings and results of the evaluation will be presented. Additionally, the country office will prepare a management response in consultation with the regional bureau and will support the use and dissemination of the final outputs of the ICPE process.

**UNDP Regional Bureau for Arab States:** The UNDP Regional Bureau will support the evaluation through information sharing and participate in discussing emerging conclusions and recommendations.

**Evaluation Team:** The IEO will constitute an evaluation team to undertake the ICPE. The IEO will ensure gender balance in the team which will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report. Together with the LE, he will help backstop the work of other team members.
- **Consultants:** 1 or 2 external thematic consultants (preferably national/regional but international consultants will also be considered, as needed) will be recruited to collect data and help assess the programme and/or the specific outcome areas 5 and 6. Under the guidance of LE, they will conduct preliminary research and data collection activities, prepare outcome analysis, and contribute to the preparation of the final ICPE report. The consultants will support the data collection process in Mogadishu and the Northern Regions of the country (Somaliland and Puntland).
- **Research Assistant (RA):** A research assistant based in the IEO will support the background research.
The roles of the different members of the evaluation team can be summarised in Table 2.

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Report</th>
<th>Data collection</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 5</td>
<td>LE</td>
<td>LE and governance consultant</td>
</tr>
<tr>
<td>Outcome 6</td>
<td>ALE</td>
<td>ALE and governance consultant</td>
</tr>
<tr>
<td>Outcome 7</td>
<td>Consultant</td>
<td>LE and ALE</td>
</tr>
<tr>
<td>Gender mainstreaming and women’s empowerment</td>
<td>All</td>
<td>All</td>
</tr>
<tr>
<td>Strategic positioning issues</td>
<td>LE</td>
<td>LE, ALE and governance consultant</td>
</tr>
<tr>
<td>Operations and management issues</td>
<td>LE</td>
<td>LE and ALE</td>
</tr>
</tbody>
</table>

8. EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process. The following represents a summary of the five key phases of the process, which constitute framework for conducting the evaluation.

Phase 1: Preparatory work. The IEO prepares the TOR, evaluation design and recruits external evaluation team members, comprising international and/or national development professionals. They are recruited once the TOR is approved. The IEO start collecting data and documentation internally first and then filling data gaps with help from the UNDP country office, and external resources through various methods.

Phase 2: Desk analysis. Further in-depth data collection is conducted, by administering an “advance questionnaire” and interviews (via phone, Skype etc.) with key stakeholders, including country office staff. Based on these the key evaluation questions will guide the evaluation matrix containing detailed questions and means of data collection and verification to guide data collection based on an overall evaluation matrix for the ICPEs. Evaluation team members conduct desk reviews of reference material, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection.

Phase 3: Field data collection. The data collection will be divided in two phases. The first phase of data collection will be conducted during the weeks of 13-27 May 2019 in Nairobi, Kenya, where most of the donors and management of UN agencies and partners operating in Somalia are based. This will be followed by an in-country mission in Somalia in July 2019 to engage in data collection activities. The estimated duration of the in-country mission is up to 2-3 calendar weeks. Data will be collected according to the approach outlined in Section 6 with responsibilities outlined in Section 8. The evaluation team will liaise with CO staff and management, key government stakeholders and other partners and beneficiaries. At the end of the mission, the evaluation team holds a formal debrief presentation of the key preliminary findings at the country office.

Phase 4: Analysis, report writing, quality review and debrief. Based on the analysis of data collected and triangulated, the LE will undertake a synthesis process to write the ICPE report. The first draft (“zero draft”) of the ICPE report will be subject to peer review by IEO and the Evaluation Advisory Panel (EAP). Once the first draft is quality cleared, it will be circulated to the country office and the UNDP Regional Bureau for Arab States for factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made and the UNDP Somalia country office will prepare the management response to the ICPE, under the overall oversight of the regional bureau. The report will then be shared at a final debriefing where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national

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The evaluation will be conducted according to the ICPE Process Manual and the ICPE Methodology Manual.
accountability of UNDP. Taking into account the discussion at the stakeholder event, the evaluation report will be finalized.

**Phase 5: Publication and dissemination.** The ICPE report and brief summary will be widely distributed in hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be distributed by the IEO within UNDP as well as to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Somalia country office and the Government of Somalia will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website\(^{28}\) as well as in the Evaluation Resource Centre (ERC). The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.\(^{29}\)

### 9. TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process are tentatively\(^{30}\) as follows in Table 3:

<table>
<thead>
<tr>
<th>Table 3: Timeframe for the ICPE process going to the Board in September 2020</th>
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<tbody>
<tr>
<td><strong>Activity</strong></td>
</tr>
<tr>
<td>Phase 1: Preparatory work</td>
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<tr>
<td>TOR – approval by the Independent Evaluation Office</td>
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<tr>
<td>Selection of other evaluation team members</td>
</tr>
<tr>
<td>Phase 2: Desk analysis</td>
</tr>
<tr>
<td>Preliminary analysis of available data and context analysis</td>
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<tr>
<td>Phase 3: Data Collection</td>
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<tr>
<td>Data collection - Kenya</td>
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<tr>
<td>Data collection and preliminary findings - Somalia</td>
</tr>
<tr>
<td>Phase 4: Analysis, report writing, quality review and debrief</td>
</tr>
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<td>Analysis and Synthesis</td>
</tr>
<tr>
<td>Zero draft ICPE for clearance by IEO and EAP</td>
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<tr>
<td>First draft ICPE for CO/RB review</td>
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<td>Second draft ICPE shared with GOV</td>
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<td>Draft management response</td>
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<td>Final debriefing with national stakeholders</td>
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<td>Phase 5: Production and Follow-up</td>
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<td>Editing and formatting</td>
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<tr>
<td>Final report and Evaluation Brief</td>
</tr>
<tr>
<td>Dissemination of the final report</td>
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\(^{28}\) [web.undp.org/evaluation](http://web.undp.org/evaluation)

\(^{29}\) [erc.undp.org](http://erc.undp.org)

\(^{30}\) The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.
Annex 2. COUNTRY AT A GLANCE

Net ODA received
constant 2015 USD in millions

Source: World Development Indicators, World Bank, 2019

Millions USD

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<td>Australia</td>
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Source: OECD QWIDS, September 2019
Annex 3. COUNTRY OFFICE AT A GLANCE

Evolution of Programme Budget & Expenditure, 2014-2018

Source: Atlas Project data, Power Bi, March 2019

Execution Rate by Year

Source: Atlas Project data, Power Bi, March 2019
Outcome 5: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance. (Goals 5, 11 and 16)

Source: Atlas Project data, Power Bi, March 2019

Outcome 6: Countries have strengthened institutions to progressively deliver universal access to basic services (Goals 1, 16 and 17)

Source: Atlas Project data, Power Bi, March 2019
Outcome 7: Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings (Goals 1, 5, 6, 7, 8, 11 and 15)

Source: Atlas Project data, Power Bi, March 2019

Top 10 Donors in Somalia, 2015-2018

| Source: Atlas Project data, Power Bi, March 2019 |
Total Expenditure by Fund Source and Year

Millions

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<th>Year</th>
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<th>Regular Resources</th>
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Source: Atlas Project data, Power Bi, March 2019

Expenditure by Gender Marker

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Source: Atlas Project data, Power Bi, March 2019
Expenditure by Gender Marker and Year

Source: Atlas Project data, Power Bi, March 2019

Programme Expenditure by Source, 2015-2018

Source: Atlas Project data, Power Bi, March 2019

Gender Distribution

Source: Data from Executive Snapshot
Source: Data from Executive Snapshot
## Annex 4. LIST OF PROJECTS

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<tr>
<th>Project</th>
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<th>Output Title</th>
<th>Portfolio</th>
<th>Start Year</th>
<th>End Year</th>
<th>Instl. Methodology</th>
<th>Gender Marker</th>
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<th>2015 EXPENDITURE</th>
<th>2016 BUDGET</th>
<th>2016 EXPENDITURE</th>
<th>2017 BUDGET</th>
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<td>$4,892,078.42</td>
<td>$3,008,381.83</td>
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</table>

Outcome 5: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance. (Goals 5, 11 and 16)
Outcome 6: Countries have strengthened institutions to progressively deliver universal access to basic services (Goals 1, 16 and 17)

<table>
<thead>
<tr>
<th>Country</th>
<th>Project Title</th>
<th>Phase</th>
<th>Year</th>
<th>Science/Project Area</th>
<th>Partner</th>
<th>Start Date</th>
<th>End Date</th>
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Outcome 5 Sub Total

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Outcome 4: Some of the most vulnerable and least stable regions have made steady and significant improvements in security outcomes

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Outcome 3: Countries have made significant progress in strengthening human rights institutions and practices

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Outcome 2: Countries have made significant progress in strengthening democratic institutions

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Outcome 1: Countries have made significant progress in institutional strengthening and service delivery

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**Notes:**
- Some project IDs may not be unique.
- The table includes various projects focusing on different aspects of development, including economic and social support, institutional capacity development, and support for specific initiatives like the Somali Ring. Each project is associated with specific fiscal years and amounts, indicating ongoing or completed phases of support. The table provides a comprehensive overview of the projects funded by various organizations, each with unique identifiers and descriptions. The total amount column indicates the cumulative support provided over the fiscal years, reflecting the sustained investment in these projects.
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Outcome 7: Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings (Goals 1, 5, 6, 7, 8, 11 and 15).
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Source: Atlas Project data, Power Bi, March 2019
Annex 5. PEOPLE CONSULTED

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    Unit, Office of the Prime Minister, Federal Republic of Somalia
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    Climate Change
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    Vice-President
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    Transport, Puntland
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    Management, The Federal Republic of Somalia
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20. Desma Tunya Multi Partner Infrastructure Fund, African Development Bank
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22. Emmanuel Abel Soko, UNSOM Police Adviser Garowe
23. Emmanuel Bigenimana, Deputy Country Director - Somalia, World Food Programme
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25. Falastin Omar, Human Settlements Officer, UN-Habitat
26. Francesca Caonero, UNODC Programme Coordinator
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28. Gerard Smith, ROL UNSOM
29. Gulaid Ahmed Hassan, Justice Advisor UNSOM
30. Hiroko Miyamura, Chief, IESG, UNSOM
31. Hugh Riddell, Somalia Country Representative, World Bank
32. Hussein Jama Guleid, Justice Adviser UNSOM
33. Iain Paterson, UNSOM
34. Jean Yves Bonzi, Coordination Officer, RCO
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36. Jim Haggerty, BEM
37. Joakim Klang, DSS
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39. John Purvis, Project Coordinator, FAO
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18. Nina Berg, Deputy Head of Mission, Danish Embassy, Nairobi
19. Nina Bowen, Chief of Office Democracy Stabilization and Governance, USAID
20. Onno Koopmans, Senior Advisor Regional Stability, Embassy of the Kingdom of the Netherlands
21. Per Karlsson, Head of Development Cooperation, Embassy of Sweden, Nairobi
22. Rika Karikomi, Advisor for Somalia and Eritrea, Economic Affairs and Economic Cooperation Section, Embassy of Japan in Kenya
23. Thomas Kirchner, Team Leader, Democratic Governance, EU Delegation to the Republic of Somalia
24. Thomas Oertle, Regional Director, Swiss Cooperation Office, Horn of Africa, Switzerland
25. Veronique Geoffroy, EU Delegation to the Republic of Somalia
26. Victoria Ayer, Senior Governance and Anticorruption Advisor, Democracy, Stabilization and Governance Team, USAID
Civil Society, Academia and private sector

1. Abas Omar, Director, Public Relations and International Cooperation Department, Mogadishu University
2. Abdi Kadir, monitoring and evaluation officer, ONG YPEER
3. Abdirashid Mohamed, Administrative and Finance Officer, Garowe Hospital
4. Abdirizak Yusuf Ismail, Somali National Women Organisation
5. Abdulahi Ali Jimale, Executive Director, Somali Innovation and Development Organization (SIDO)
6. Abdullahi Dahir Guled, Shaqo-doon
7. Abshir Jama Hassan, Manager, NECSOM, Garowe
8. Ahmed Mohamud Hassan, Dean of the Puntland State University Law Faculty
9. Amina Abdulkadir Arale, Somali Women Development Centre
11. Fatima Mohamed Salad, Clinic Health officer, ONG YPEER
12. Hashim Ibrahim Dakane, Save Somali Women & Children
13. Hido Abdi, Small Business Owner, Garowe
14. Hilal Abdi, Small Business Owner, Garowe
15. Khadra Ali, HarHub Manager
16. Mariyo Yusuf, Small Business Owner, Bosaso
17. Maryam Said, Small Business Owner, Bosaso
18. Mohamed Abdirisak Harel, Executive Director, ONG YPEER
19. Mohamed Abdulkadir Farah, capacity building officer, ONG YPPER
20. Mohamed Ali Khamsa, i-Rise Hub
21. Mustafa Othman, Communication and Technology Officer, Shaqodoon Organization
22. Nafisa Yusuf Mohamed, Executive Director, NAGAAD NETWORK, Hargeisa Somaliland
23. Osman Ali, Administrative and Finance officer, ONG YPEER
24. Rufus Karanja, Durable Solution Manager – Somalia, Regional Durable Solutions Secretariat (ReDSS)
26. Salaad Addow, Somali Bar Association
27. Shacban Abdilahi Elmi, Program Manager, YOVENCO
28. Suleiman Ahmed Gulaid, President and Founder of Amoud University
29. Amina A. Arale, Executive Director, Somali Women Development Center
30. Michele Cesari, Management Consultant, Conflict and International Development
31. Samatar Omar Mohamoud, Deputy Director, Solar Energy Consulting and Construction Company (SECCO)
32. Vincent Kiprotich, Project Analyst, SECCO
Site Visit – Beneficiaries

Salaama Afforestation Site

1. Abdi Yusuf
2. Dahir Mohamed
3. Saleban Farah

Qardo District Pastoral Association

1. Abdi Jama - member
2. Abdirashid Mohamed - member
3. Mohamed Hassan - Chairperson
4. Mohamed Osman - secretary
5. Muse Said - member

Qardo Municipality

1. Farah Xidig - Director of social affairs

Qardo, cooking stoves beneficiary

1. Fatima Osman
2. Sahro Hassan

Salelehy Water Catchment

1. Awil Mohamed
2. Daud Abdullahi
3. Mohamed Ahmed

Rangeland Rehabilitation, Cudud Galis

1. Dahir – Pastoralist

Qyota Village

2. Abdi Ayax
3. Adbirashid Saleban
4. Daahir Faarah
5. Deqa Ahmed
6. Halmio Yusuf Abdi
7. Hussein Omer Guled
8. Mohamed Ismail
9. Sara Hussein
10. Suleiman Abdi Yusuf

**Yorowe Dam**

1. Mohamed Ahmed, Member of the Committee
2. Awil Mohamed, Member of the Committee
3. Daud Abdullahi, Guard

**Southwest State Baidoa**

1. Anisa Isaq Adam, Civil Society Member
2. Hamdi Abdullahi Ahmed, Baidoa Youth Organization member
3. Mariam Hussein Mohamed, Baidoa Youth Organization member

**Garasballey and Hodar Districts, Mogadishu**

1. Aisha Hassan MO’ALLIM
2. Aisha Mohamed
3. Amino Mohamed Osman
4. Ayan Abdi Salah
5. Ayni Abdi Ali
6. Batulo Ali Dahir
7. Culumo Osman lidow
8. Fadumo Mohamud Mohamed
9. Fadumo Osman Nur
10. Falis Abdullahi Mohamed
11. Farhiya Sheikh Abdullahi
12. Farhiyo Hassan Osman
13. Farhiyo Ibrahim Mohamed
14. Fatima Kuusow
15. Fatima Mohamed Hussein
16. Fawziyo Abdullahi Jama
17. Habibo Madey mohamud
18. Halima Ahmed Issa
19. Halima Hassan Madobe
20. Halima Omar Rageh
21. Halimo Ahmed Isse
22. Halimo Hassan Mohamed
23. Hassan Osma Gabow
24. Hayle Hajji
25. Hibaq Mohamed Abdi
26. Jowharo Maadey Ali
27. Khadijo Mohamud Warsame
28. Madino Hussein
29. Maqsud Hassan Hussein
30. Maryam Hussein Mohamad
31. Maryan Abdikadir Ali
32. Maryan Adan Yaasiin
33. Na’imo Abdi Jama
34. Nasra Abdullahi Mohamed
35. Saafi Abdirashid Ahmed
36. Samiro Isack Matan
37. Sharifo Sheikh Ahmed
38. Soonto Mohamed Abdi
39. Sowdo Hassan Mohamed

*Berbera, Somaliland.*

40. 10 Beneficiaries from the fishery interventions of the YES programme implemented by UNDP and FAO. (list of names not available).
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31. Hagmann, Tobias, 2016, _Stabilization, Extraversion and Political Settlements in Somalia_, London and Nairobi, Rift Valley Institute, specially Chapters 1 and 2
32. HIPS, 2019, “Farmajo’s Presidency, A scorecard for the first two years and the prospects for the remaining two”, Policy Brief, Heritage Institute for Policy Studies
35. IDC, 2018, “UNDP Somalia TPM: some lessons, some suggestions”
36. IEO, 2015, “Assessment of Development Results, Somalia”
61. UN Security Council, 2018, “Report of the Secretary-General on Somalia”
70. UN, 2018, “UN Annual Coordination Framework for Somalia”
76. UNDP Somalia “Lessons learned from evaluation 2018”
77. UNDP Somalia, “Joint Mid-Term Evaluation for SIP and StEFS”
81. UNDP Somalia, 2015, “Mid-Term Review of JPLG 2”
82. UNDP Somalia, 2015, “Mid-Term Review of the UN Joint Program on Local Governance and Decentralized Service Delivery, Phase 2”, Final Report
83. UNDP Somalia, 2015, “Results Oriented Annual Report- 2015”
84. UNDP Somalia, 2016, “Results Oriented Annual Report- 2016”
87. UNDP Somalia, 2017, “Joint Evaluation of SIP and StEFS”
89. UNDP Somalia, 2017, “Prospective Evaluation for UNDP of Strengthening Institutional Performance (SIP) and Support to Emerging Federal States (StEFS)”, Joint Evaluation


97. UNDP Somalia, 2018, “Results Oriented Annual Report- 2018”

98. UNDP Somalia, 2018, “Support to Emerging Federal States (StEFS)”, Programme Annual Progress Report, January 2016- 31 December 2018


100. UNDP Somalia, 2019, “Organigram”


102. UNDP Somalia, 2019, “Strategic Summary of Coordination Results”

103. UNDP Strategic Plan 2018-2021


106. UNDP, 2017, “Design thinking, A guide for prototyping and testing solutions for the sustainable development goals”


113. UNOCHA, 2018, “2019 Humanitarian needs overview”


116. USAID Somalia, 2018, “Expanding Access to Justice (EAJ), Seeking lasting improvements in access to justice and effective mechanisms to address grievances”

118. Puntland Development and Research Center, 2019, Women’s Political Participation: Case of Puntland 2019 Elections


124. World Bank, August 2018, “Somali Poverty and Vulnerability Assessment”
### Annex 7. CPD OUTCOME & OUTPUT INDICATOR MATRIX

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Baseline</th>
<th>Target 2020</th>
<th>Baseline New CPS (2021)</th>
<th>Target New CPS (2021)</th>
<th>Status (Progress/Regression)</th>
</tr>
</thead>
<tbody>
<tr>
<td>SOM_OUTCOME_5: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance. (Goals 5, 11 and 16)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2018</td>
</tr>
<tr>
<td>1.1: Total governance score</td>
<td>-2.238 (2015)</td>
<td>-2.1</td>
<td>Whole Society: Yes</td>
<td>Yes</td>
<td>Data: Whole Society: Yes</td>
</tr>
<tr>
<td>Source: World governance indicator</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Source: Inter-Parliamentary Union</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Comments: The following elections are scheduled to occur in the year 2020. presidential election, 2020 and Somali parliamentary election, 2020</td>
</tr>
<tr>
<td>2020</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.3: Number of security incidents/internal conflicts.</td>
<td>884 armed conflicts (2016)</td>
<td>500</td>
<td>Whole Society: Yes</td>
<td>Yes</td>
<td>whole society: Yes</td>
</tr>
<tr>
<td>Source: United Nations Department of Safety and Security (UNDSS)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.4: Percentage representation of women in national institutions (elected and appointed).</td>
<td>24% women in National Federal Parliament (NFP), 23% in federal cabinet</td>
<td>At least 30% women representation in all parliaments, government institutions and appointed bodies.</td>
<td>At national level: 24%</td>
<td>30%</td>
<td>At national level: 30%</td>
</tr>
</tbody>
</table>
Women in PL, SL and SW have come together to promote the 30% quota for women’s political participation.
- Joint Quota Task forces in SL, PL, and SW established to sustain the advocacy efforts around the 30% quota.

**SOM_OUTCOME_6:** Countries have strengthened institutions to progressively deliver universal access to basic services (Goals 1, 16 and 17)

| 2.1: Somalia ranking on rule of law | -2.34 (2016) | -2.30 | At national level: Yes | Yes | At national level: Yes |
| Source: World Bank | Annual |

| 2.2: Somalia ranking on governance effectiveness | -2.22 (2016) | -2.19 | At national level: Yes | Yes | At national level: Yes |
| Source: World Bank | Annual |

| 2.3: Transparency International index | 2.3: 176 out of 176 countries | 170 | At national level: Yes | Yes | At national level: Yes |
| Source: Transparency International Annual | Annual |

| 2.4: National strategy for SouthSouth cooperation developed and under implementation. | dedicated unit for SouthSouth cooperation established in Ministry of Planning, Investment and Economic, but no consolidated plan yet. | Unit is fully operational based on approved strategy for South-South cooperation. | At national level: 0 | 3 | At national level: 1 |
| Source: FGS | Annual |

| 2.5: Improved national capacities in planning, | | | At national level: 0 | 3 | At national level: 1 |
monitoring, financing and reporting on the Goals. Extent to which updated and disaggregated data is being used to monitor progress on national development goals aligned with the Goals (Integrated results and resources framework indicator 7.2.2.A.1.1)

| SOM_OUTCOME_7: Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings (Goals 1, 5, 6, 7, 8, 11 and 15). |
| 3.1: Fragility index | 3.1: Ranked most fragile country, 114 points (2016) | 110 | Whole Society: 176 | N/A | Whole Society: 113 |
| Source: Fragility index Annual | Source: Report on Fund for Peace 2018 Fragile State Index | |
| 3.2: Percentage of target population disaggregated by sex living on less than $1.90/day | 3.2: 51.6% (2016) | 45% | Whole Society: 51% | 12% | Whole Society: 45% |
| 3.3: Number of IDPs disaggregated by sex in protracted displacement. | 1.1 million | 500,000 | Whole Society: yes | yes | whole society: Yes |
| Source: UNHCR Annual | | | Source: UNHCR Annual | |
| 3.4: Existence of internationally recognized environmental policy and regulatory frameworks. | All environmental policies and frameworks ratified. | Somalia meets obligations under multilateral environmental agreements on climate change, biodiversity and land degradation conventions. | At national level: 1 | 1 | At national level: 1 |
| Source: Ministry of Environment Annual | | | Source: Ministry of Environment Annual | |
| 3.5: Strengthened capacities | | Whole Society: No | Yes | Yes | |
of national, state and local governments/key institutions in collecting information of hazards, vulnerabilities, conducting risk assessment, developing contingency plans and build response capacities.

<table>
<thead>
<tr>
<th>Output Description</th>
<th>Output Indicator #</th>
<th>Output Indicator Description</th>
<th>Output Indicator Baseline</th>
<th>Output Indicator Target by 2020</th>
<th>Output Indicator Value 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>National agreement reached on a Somali-led process to deepen federalism and state building</td>
<td>Indicator 1.1.1.</td>
<td>Processes for inclusive and gender-responsive federalism and constitutional review are established and implemented.</td>
<td>Absence of mechanisms for consultations on federalism. Source: Ministry of Interior and Federalism Affairs and Ministry of Constitution Affairs. Data: 0 (2017)</td>
<td>Framework and mechanism for federalism and constitutional review established and implemented. Data: 1 (2020), 1 (2021)</td>
<td>Data: 1.1.1.1. Whole Society: 0 (No) Source: MPTF Reports Comments: UNDP supported women-led rights-based organization that enhanced women’s representation at national level increased to 25% (24% women MPs in the lower house, and 25% women Senators in the upper House) up from the previous 14 (E). In addition, UNDP Promoted inclusive dialogue between member states, federal and member states, between clans and sub-clans, and host communities and internally displaced people for building political cohesion and synergies in areas of federalism and state formation</td>
</tr>
<tr>
<td>---</td>
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</tr>
</tbody>
</table>

**Somali government institutions enabled to carry out their legislative functions in a transparent and inclusive manner**

| Indicator 1.2.1. | Legislative roles defined for all parliaments and assemblies. Baseline: Constitution does not yet reflect the legal status of the Federal Member States. | Constitution does not yet reflect the legal status of the Federal Member States. source: Ministries, state assemblies and NFP. Data: 0 (2017) | Legislative roles defined for federal and state-level parliaments. Data: 1 (2020), 1 (2021) | Data: 1.2.1.1. Whole Society: 1 Source: UNDP, National Federal Parliament (House of the People & Upper House) and State Assemblies. UNDP provided a comprehensive capacity building training for all Somali Parliaments on the Administration of Parliaments on best practices and experiences of contemporary parliaments from around the world. Comments: This was the first time all Somali legislative institutions trained together and enhanced knowledge. MPs and Parliamentary staff are now able to carry out their legislative, oversight and representative duties more effectively. |

<p>| Indicator 1.2.2. | Legislative institutions adopt and systematically implement operational procedures and oversight mechanisms to discharge their agendas. | Absence of legislative agenda and timelines. source: State assemblies, NFP and ministries. Data: 0 (2018) | A public legislative agenda agreed for the parliament. Complete set of operational arrangements and mechanisms in operation by 2020. Data: 1 (2020), 1 (2021) | Data: 1.2.2.1: Whole Society: 0 Source: Oversight Committee of Federal Parliament Developed to support the leadership to progress constitutional review and implementation agenda Comments: Project has been developed in close partnership with the Speaker and Committee Chair + specific TA resources are dedicated to up-skilling the Committee. |</p>
<table>
<thead>
<tr>
<th>Indicator 1.3.1</th>
<th>Gender-sensitive voter registration system in place.</th>
<th>No system source: NIEC</th>
<th>A voter registration system is initiated</th>
<th>Data: 1.3.1. Whole Society: 1 (Yes) Source: NIEC website including registered political parties; (social) media, Minutes IESG Board meeting, Pilot Project lessons learnt report, NIEC Parliamentary report Comments: NIEC has registered 30 political parties NIEC announced its decision of a biometric voter registration methodology. NIEC mapped 1,763 voter catchment areas throughout the country. Pilot project conducted in 2 districts to assess viable voter registration sites (111 catchment areas).</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indicator 1.3.2.</td>
<td>Number of Inclusive and gender-responsive legal framework to support elections established.</td>
<td>Legal frameworks incomplete. source: NFP.</td>
<td>Five legal frameworks by 2019 (political parties, electoral body reform, citizenship, electoral systems and electoral dispute resolution)</td>
<td>Data: 1.3.2.1. Number of people in voter registry: 0 Source: MPTF Report on Electoral Assistance Project Comments: In the support of NIEC covered capacity building of female personnel in electoral administration and field work, including the provision to establish a Gender Unit in the NIEC’s Secretariat. The Joint Programme for Electoral Support has been impacted the NIEC that conduct activities to promote participation of women in electoral processes – including as potential voters, candidates and election officials, and as overall participants in electoral processes</td>
</tr>
<tr>
<td>Indicator 1.3.3.</td>
<td>Preparations for 2020 elections are completed.</td>
<td>2016 electoral process was implemented in accordance with plan and with limited number of voters. source: NIEC, NFP.</td>
<td>NIEC capacitated to implement its five-year strategic plan and inclusive election in 2020/2021.</td>
<td>Data: 1.3.3.1. Whole Society: 1 (Yes) Source: NSC Agreement (Baidoa 5 June 2018 – public document) Copy of draft Electoral Law circulated by MOIFAR Comments: Agreement on the Electoral Model [NSC Baidoa (5 June)] Draft Electoral Law developed by MOFAIR and presented to Cabinet (Nov 2018)</td>
</tr>
<tr>
<td>---</td>
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<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Indicator 1.4.2.</td>
<td>Legal framework for elections incorporate a quota to secure a minimum 30% representation of women.</td>
<td>24% women in the NFP. source: NIEC Data: 24% (2017)</td>
<td>National and state-level electoral laws, revised constitution, and other legislation provided for enough representation in all bodies Data: 30 (2020), 30 (2021)</td>
<td>1.4.2.1. % of women representation: 20% Source: National Independent Electoral Commission (NIEC) World Bank [Proportion of seats held by women in national parliaments (%)] MPTF Annual Report 2018 Comments: Somaliland Cabinet approved a 20% quota for women (target is 30%) in the next elections. Advocacy will continue in support of advancing the 30% quota.</td>
</tr>
<tr>
<td>---</td>
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<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Indicator 2.1.3.</td>
<td>National integrity system (transparency, accountability, anticorruption) agreed and under implementation.</td>
<td>Absence of a national integrity system. source: Prime Minister’s Office.</td>
<td>A national integrity system agreed and under implementation.</td>
<td>Data: 2.1.3.1. At national level: Yes Source: Somali Federal Parliament (House of the People and Upper House) Federal Ministry of Justice Comments: Somali federal parliament has passed a bill to establish the national anti-corruption agency in the country in 2018.</td>
</tr>
<tr>
<td>Indicator 2.1.4.</td>
<td>A national statistical plan that is fully funded and under implementation (Goal 17.18.3)</td>
<td>Newly instituted department of statistics with no plan. Source: Ministry of Planning, Investment and Economic Development (MOPIED)</td>
<td>A comprehensive national statistical plan prepared.</td>
<td>Data: 2.1.4.1. At national and sub-national level: 0 Comments: credible information not available 2.1.4.2. At sector level: 0 Comments: credible information not available</td>
</tr>
</tbody>
</table>
National and subnational governments have the capacity to manage service delivery arrangements in an inclusive and transparent manner, building on Wadajir framework.

**Indicator 2.2.1.** National agreement on division of functions between three levels of government for selected sectors reached and articulated in legislation and policy.

<table>
<thead>
<tr>
<th>Data</th>
<th>2.2.1.1. At national level: 0 (No)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Source:</td>
<td>MOIFAR, PMO.</td>
</tr>
<tr>
<td>Data:</td>
<td>0 (2017)</td>
</tr>
<tr>
<td>Agreement</td>
<td>reached by end of 2018, and laws developed onwards.</td>
</tr>
<tr>
<td>Data:</td>
<td>1 (2020), 1 (2021)</td>
</tr>
<tr>
<td>Comments:</td>
<td>No credible information available</td>
</tr>
</tbody>
</table>

**Indicator 2.2.2.** Number of districts and newly recovered areas delivering basic services based on agreed upon decentralized functions of selected sectors.

<table>
<thead>
<tr>
<th>Data</th>
<th>2.2.2.1. At sub-national level: 0 (No)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Source:</td>
<td>Ministry of Interior, Federal Affairs and Reconciliation (MOIFAR), third-party mechanisms.</td>
</tr>
<tr>
<td>Data:</td>
<td>0 (2017)</td>
</tr>
<tr>
<td>Agreement</td>
<td>reached by end of 2018, and laws developed onwards.</td>
</tr>
<tr>
<td>Data:</td>
<td>1 (2020)</td>
</tr>
<tr>
<td>Comments:</td>
<td>The project assisted the FGS to rebuild its relationship with its citizens through the re-established administration structures and capacities in the newly recovered areas of south central regions of Somalia that achieved empowerment on the capacities of local administrations and provided support to its peace consideration activities in the newly recovered districts</td>
</tr>
</tbody>
</table>

**Indicator 2.2.3.** Number of districts that develop measures to facilitate improved gender-responsive service delivery at district level.

<table>
<thead>
<tr>
<th>Data:</th>
<th>2.2.3.1. At sub-national level: 0</th>
</tr>
</thead>
<tbody>
<tr>
<td>Source:</td>
<td>MOIFAR, third-party mechanisms.</td>
</tr>
<tr>
<td>Data:</td>
<td>0 (2017)</td>
</tr>
<tr>
<td>Agreement</td>
<td>reached by end of 2018, and laws developed onwards.</td>
</tr>
<tr>
<td>Data:</td>
<td>2 (2020)</td>
</tr>
<tr>
<td>Comments:</td>
<td>Not done yet</td>
</tr>
</tbody>
</table>

**Rule of law institutions enabled and communities empowered for increased security and improved access to justice.**

**Indicator 2.3.1.** Number of states adopting gender-responsive national policing model (NPM), and national justice and corrections models.

<table>
<thead>
<tr>
<th>Data:</th>
<th>2.3.1.1. Population eligible for justice: N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Source:</td>
<td>Ministry of Internal Security and Ministry of Justice.</td>
</tr>
<tr>
<td>Agreement</td>
<td>NPM approved in 2016; justice model remains unapproved.</td>
</tr>
<tr>
<td>Data:</td>
<td>Population accessing justice: 16,000 (2020), 25,000 (2021)</td>
</tr>
<tr>
<td>NPM rolled out to at least four states; justice and corrections model approved and rolled out to at least four states.</td>
<td></td>
</tr>
<tr>
<td>Data:</td>
<td>Target: 25,000 (2021)</td>
</tr>
<tr>
<td>Comments:</td>
<td>CO joint ROL programme continued to prioritize the increase of women into the legal profession, access to justice for women and increased participation of women in the alternative disputes resolution mechanisms.</td>
</tr>
<tr>
<td>Comments:</td>
<td>2.3.1.3. Proportion of population accessing justice: N/A</td>
</tr>
<tr>
<td>Comments:</td>
<td>Credible information not available</td>
</tr>
</tbody>
</table>

**Rule of law institutions enabled and communities empowered for increased security and improved access to justice.**
<p>| Indicator 2.3.3. | Number of women and men (including IDPs) accessing justice and protection services. Source: Puntland Legal Aid Center Comments: Puntland Legal Aid provided free legal services for 641 clients (W:512, M:129 received legal counseling. 337 cases finalized, 32 cases dismissed and 272 cases are pending. 20,972 women received legal aid and ADR (alternate dispute resolutions), 2013-2016; No psycho-social legal counselling services available with police. source: Ministry of Justice and Ministry of Internal Security. Data: Male accessing justice: 34,551 (2017) | 25,000 (20,000 IDPs – 50% women) benefit from formal and informal justice services; at least 50,00 women use protection and referral services; 50 districts with community policing. Data: Male accessing justice: 8,000 (2020), 12,500 (2021) | Data: 2.3.3.1. Male eligible for justice: N/A Comments: Credible information not available 2.3.3.2. Male accessing justice: 10,206 Baseline: 34,551, Target: 12,500 (2021) Comments: credible information not available 2.3.3.3. Marginalized people accessing justice: 1,212 Comments: credible information not available 2.3.3.4. Proportion of marginalized people accessing justice: N/A Comments: credible information not available |
| Indicator 2.4.1. | Number of legal and policy frameworks to promote gender equality, and improve legal empowerment. | Constitutional reference to human rights, no quota for women’s representation. Female genital mutilation (FGM) policy approved. National gender policy adopted. | At least four national legal instruments, including anti-FGM and CEDAW ratification, laws on sexual offences and women’s access to business, property, inheritance in place. | Data: 0 (2018) | Data: 2.4.1.1. Regulation of identity, tenancy rights, inheritance, martial status: 0 (No) Comments: credible information not available |
| Indicator 2.4.2. | Number of communities declaring abandonment of FGM. | No community has formally abandoned FGM. | Six communities publicly declare abandonment of FGM. | Data: 1 (2018) | Data: 2.4.2.1. SGBV: 1 (Yes) Comments: credible information not available |
| Indicator 2.4.3 | Number reached with standardized HIV prevention messages. | 17,567 (Men: 5,193; Women: 12,374). | 20,000 (Men: 7,000; Women: 13,000). | Data: 17,567 (2018) | Data: 2.4.3.1. Others: 0 Baseline: 17,567, Target: 2,500 (2021) Comments: credible information not available |
| Indicator 2.4.4. | Number of women judicial officials, prosecutors, police recruited and appointed. | 731 women police officers at federal level; less than 10% women in judiciary. | 30% women in technical and decision-making positions in judiciary and police. National policy instruments, including ratification of CEDAW, in place. | Data: 2.4.4.1. 0 (2018) 2.4.4.2. 0 (2018) 2.4.4.3. 0 (2018) | Data: 2.4.4.1. Discrimination in labor market (formal and informal sectors): No, Comments: credible information not available 2.4.4.2. Reduction or redistribution of unpaid care work: No, Comments: credible information not available 2.4.4.3. Access to control over asset and services: No, Comments: credible information not available |</p>
<table>
<thead>
<tr>
<th>Access to affordable energy and sustainable jobs increased especially for women and vulnerable groups.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Indicator 3.1.1.</strong></td>
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<tr>
<td><strong>Indicator 3.1.2.</strong></td>
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</tbody>
</table>
the construction sites. Through water harvest construction initiative, 1504 short term created (1313-Male and 191 Female).

Indicator 3.1.3. Number of long-term jobs created disaggregated by sex.

Social media-UNDP Facebook and Twitter pages, Project Annual reports (MPTF) UNDP, Benadir Regional Administration, Jubaland and South west States, HDC and WARDO (Service providers) Comments: Long term job created through Solar Enterprise development in Mogadishu (17 Female and 19 Male) and Kismaayo (7 Female and 5 Male) and 44 (20 female and 24 male) opened business Enterprise and got placement in Benadir regional administration and Jubaland and South West Federal member states as well as private companies.

<table>
<thead>
<tr>
<th>Source</th>
<th>Women</th>
<th>Men</th>
<th>Minimum 30% Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>515</td>
<td>219</td>
<td>371</td>
<td>5,000</td>
</tr>
</tbody>
</table>

Source: Social media-UNDP Facebook and Twitter pages, Project Annual reports (MPTF)
<table>
<thead>
<tr>
<th>Indicator 3.2.1.</th>
<th>Number of households most vulnerable to droughts benefitting from improved water management/water security infrastructure under the conditions of climate change disaggregated by sex.</th>
<th>1,000 households. source: Third-party mechanisms.</th>
</tr>
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<tbody>
<tr>
<td></td>
<td></td>
<td>Legal and regulatory frameworks: 2 (2018)</td>
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<tr>
<td></td>
<td></td>
<td>Data: Policy frameworks: 96,000 (2021)</td>
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<tr>
<td></td>
<td></td>
<td>Institutional frameworks: 96,000 (2021)</td>
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<tr>
<td></td>
<td></td>
<td>Legal and regulatory frameworks: 96,000 (2018)</td>
</tr>
<tr>
<td>Indicator 3.2.2.</td>
<td>Number of local authorities implementing gender responsive environmental and disaster risk reduction plans (Goal 1.5.3).</td>
<td>Absence of national disaster management policy, eight disaster management and contingency plans drafted for 16 north-west and four south central districts. source: Government. Third-party mechanisms</td>
</tr>
<tr>
<td></td>
<td>At least 30 districts are implementing environmental and disaster risk reduction plans.</td>
<td>Data: Institutional frameworks: 5 (2020), 30 (2021)</td>
</tr>
<tr>
<td></td>
<td>Data: 3.2.2.1. Institutional frameworks: 13</td>
<td>Source: UNDP, Federal government, Somaliland and Federal Member states</td>
</tr>
<tr>
<td></td>
<td>Comments: Three disaster Policies (Somalia national Disaster Management Policy, Puntland disaster management policy, Somaliland policy on disaster risk management Completed. 8 Disaster Management and Contingencies plans were completed for 20 districts (Somaliland: 8, Puntland:8, South Central :8). These plans identify triggers of various actions to be taken by the institutions and communities. These plans also quantify the resources required in the event of climatic disaster.</td>
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<tr>
<td>Indicator</td>
<td>Description</td>
<td>Data</td>
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<tr>
<td>3.2.4</td>
<td>Number of flood-affected persons benefiting from effective flood mitigation measures disaggregated by sex</td>
<td>21,500 (Women: 11,180; Men: 10,320). source: Third-party mechanisms. Data: Natural Hazards: 21,500 (2018)</td>
</tr>
<tr>
<td>Indicator 3.3.1.</td>
<td>Number of refugees and IDPs with identification papers, property/tenancy entitlements disaggregated by sex.</td>
<td>No mechanism in place for land and property registry, source Third-party mechanisms</td>
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<td>----------------</td>
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<td>---------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Indicator 3.3.2.</td>
<td>Number of displacement affected communities benefiting from improved local infrastructure disaggregated by sex.</td>
<td>1,000 source: Third-party mechanisms.</td>
</tr>
<tr>
<td>Indicator 3.3.3.</td>
<td>Number of men and women benefiting from increased livelihood/employment opportunities disaggregated by sex</td>
<td>0 source: Third-party mechanisms.</td>
</tr>
</tbody>
</table>
| Indicator 3.4.1. | Number of women successfully completing vocational and business education courses. | 300 source: Project reports.  
Data:  
Total beneficiaries: 300 (2018) | 1,000.  
Data:  
Total beneficiaries: 1,000 (2021) | Data:  
3.4.1.1. Total beneficiaries: 251  
Source: Annual and Quarterly reports  
MPTF reports  
Comments: Vocational skills trainings and Business Education courses is provided under Youth employment, Re-Integ, and Community Stabilization Projects |
|----------------|------------------------------------------------------------------|---------------------------|-------------------------------|---------------------------------------------------------------------------------------------------|
| Indicator 3.4.2. | Number of women headed households with the adoption of appropriate climate smart technologies and disasters risk reduction measures. | 500 households. source: Project reports.  
Data:  
Data:  
Women beneficiaries: 10,000 (2021) | Data:  
3.4.2.1. Women beneficiaries: 120  
Source: UNDP, Federal government, Federal member states.  
Social media-UNDP Facebook and Twitter pages, Project Annual reports  
Comments: Enhancing Climate Resilience Project support to the Natural Resource Management Cooperatives in Puntland, Hir-Shabelle, Galmudug, and South West |
| Indicator 3.4.3. | Percentage increase in women recruited in private sector corporations. | 5% Source: Survey.  
Data:  
Proportion women beneficiaries: 5 (2018) | 15%.  
Data:  
Proportion women beneficiaries: 15 (2021) | Data:  
3.4.3.1. Proportion women beneficiaries: 0  
Comments: credible information not available |

*Source: Data from Corporate Planning System*
Annex 8. LESSONS LEARNED FROM THE EXPERIENCE ON JOINT PROGRAMMING IN SOMALIA

Introduction and context

The Somali Compact was agreed in September 2013. It was based on the “New Deal for engagement in fragile states” agreed at Busan in 2011. Its aim was to provide “… an overarching strategic framework for coordinating political, security and development efforts for peace and state building activities”. The Somali Development and Reconstruction Fund (SDRF) was set up by the Somali government and its international counterparts to coordinate aid flows to the country, and became operational in 2015. The UN Multi Partner Trust Fund (MPTF, managed by UNDP) is one of the three funding windows of the SDRF and has two objectives: “To increase the coherence and focus of UN programming on the Somali Compact and NDP priorities; and 2. To allow for greater national participation in resource allocation in Somalia.” The first National Development Plan (NDP) in 30 years was developed in 2016 for the period 2017-2019 by the Federal Government of Somalia (FGS), with UNDP support.

In line with the UN’s principle of delivering as ONE, the development of joint flagship programs was identified by the Government and its international partners as the main vehicle to articulate the UN’s programmatic contributions to the Somali Compact and the NDP, with the aim of bringing UN agencies together around common objectives. The MPTF is the mechanism to facilitate such a process.

As a result, approximately 75% of the UNDP program over the period 2015 to present has been jointly implemented. UNDP has been at the forefront of Joint Programs by acting as the coordinator and facilitator for most of the programs it is part of, except for some programs under the Early Recovery and Development Portfolio, and the Women’s Participation Program.

This annex presents some reflections and lessons on the experience on Joint Programming in Somalia, as they emerged from the evaluation process. The UNDG guidelines note that “A joint Program may face more difficulties in a fragile and conflict affected settings”. This exercise acknowledges that the Somali context is one of the most complex, fragile and fragmented settings and the effort to set up an aid coordination system, leading to the development of Joint Programs was indeed difficult, ambitious and challenging, requiring time and determination. The Evaluation Team hopes that this short review will encourage a discussion within UNDP and among UNDP and its partners on what measures can be taken to further improve the ability of Joint Programs to deliver results, in Somalia and other countries.

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32 The key objectives of the SDRF as the financing architecture are to: • Align resources behind the critical priorities set out and agreed under the NDP; • Develop sustainable institutional capacity by placing Somali institutions in the lead; • Facilitate a transition towards increased use of country systems; • Increase transparency and accountability of the delivery of aid in Somalia; • Reduce transaction costs through pooling funds; • Mitigate risks through innovative, collective approaches to risk management; • Improve coordination and avoid parallel and duplicative efforts, SDRF Operations Manual, 2015
33 MPTF Office, 2016, “UN MPTF Guidance Document”
34 When the entire program portfolio is considered, including the security and support to UN coordination projects, total expenditure amounted to $219.45 million out of which JP represented 73%. JP with UNCT represented 20% of the total expenditure while JP with UN Mission accounted for 53%. When security and support to UN coordination are considered as part of the program budget, total expenditure amounted $ 207 million over the period 2015-2018. All JPs represented 77% of the program expenditure. JP with UNCT accounted for 21% while JP with UN Mission represented 56%.
Lessons

Lesson 1: Joint Programming in Somalia reflects in some, but not all, cases the lessons identified during the 2013 Joint Programme Mechanism Review, which resulted in the development of the 2014 Guidance Note on Joint Programmes (UNDG). Some lessons were not acted upon from the outset, but a reflection process led to their uptake.

Joint Programs, under the SDRF/MPTF mechanism, were required to develop a joint program proposal, indicating the intended results, fleshed out in joint workplans. The SDRF/MPTF also facilitated joint reporting through the MPTF (see lesson 2).

Joint reporting however led to several challenges, including: 1) a focus on activity level results 2) reluctance of individual agencies to provide more in-depth reporting when required by donors 3) a general dissatisfaction with the quality and frequency of information shared and unclarity on roles and responsibilities on reporting. This led to a situation in which the MPTF support office was sometimes required to act as intermediary and produce additional information, while its role should have been clearly understood to be that of facilitator, based on the information provided by Lead Agencies (which in turn had to rely on the contributions of participating agencies (PUNOs)). Equally, joint design did not necessarily lead to a joint workplan, risk analysis and a coordinated delivery of results (e.g. JP YES).

The requirement to limit the number of agencies involved to ensure efficiency and effectiveness was not always taken into account (e.g. first phase of the JP on Rule of Law, though this model was revised in the second phase). Joint monitoring and evaluation remain a weakness, with only some programs showing effective use of Third Party Monitoring covering the results of the entire program (e.g. JPLG). Evaluations of joint programs remain limited (and are in some cases the result of external donors efforts). Evaluations tend to be commissioned by one agency to cover its contribution, but, because of the joint nature of the work, they end up covering aspects of the entire program. Furthermore, the interpretation of “joint budget” was mostly limited to a “shared budget” (see lesson 3).

Lesson 2: The SDRF/MPTF ensured that in Somalia all Joint Programs followed minimum requirements for the preparation of joint proposals, a defined approval process via the Pillar Working Groups and the SDRF Steering Committee and established Joint Program Boards.

Approximately 20 years since the development of the concept, there is no shared view of the characteristics that define a Joint Program, even if the UNDG guidelines highlight key elements, chiefly the intention to achieve common results. In the absence of a common view on the characteristics and implementation modalities of Joint Programs, the SDRF/MPTF introduced a structure for Joint Programs in Somalia.

However, in practice, the preparation of Joint Proposals did not always imply the development of joint problem and risk analyses. While most JPs had annual workplans, they were not always followed, with individual agencies’ priorities sometimes prevailing over agreed common objectives (e.g. JP YES) (see also lesson 1).

The approval process was considered cumbersome and complex by most interviewed stakeholders’, who highlighted several problems, including unclarity of roles and responsibilities of the actors involved (government,
partners), underrepresentation of some key actors (e.g. Federal Member States), quality and frequency of the discussions leading to approval, etc.

While Program Boards or equivalent were established in most cases, they did not always meet regularly, nor were they always tasked with covering all required functions (including, for example, ensuring collective commitment, providing strategic guidance, ensuring oversight). In some cases, this situation presents increased risks for the implementation of the programme, which usually require strong sequencing of interventions by several agencies to ensure progress. Joint Programs were not able to redeploy resources in cases of slow delivery or a change in priorities/strategy (see lesson 3).

This evaluation identified three categories of Joint Programs that UNDP contributed to in Somalia (more details can be found in finding 20):

- **Joint Programs UNDP/UN Mission:** this is where the strongest partnerships were noted, especially during the first period covered by the evaluation. It includes cases of joint delivery through close coordination and teams operating almost as one (e.g. Election Program, Joint Justice Program, PCVE, StEFS). Stakeholders identified some of the programs in this group as the ones which achieved the most effective results or are perceived to have the potential to do so.

- **Joint Programming/UNCT level:** the evaluation notes varying degree of results, ranging from cases of effective coordination and overall positive results (JPLG) to challenging and difficult situations with limited results (e.g. YES program).

- **Joint Programming/UNCT and non-resident agencies:** UNDP is seen in some cases as facilitator for the engagement of non-resident agencies (e.g. PROSCAL) and their expertise in the delivery of results. However, the evaluation also notes limited interactions and exchange on a regular basis among agencies, which is limiting the possibilities for closer coordination and joint discussion. Key weaknesses in some programs were felt when non-resident agencies were unable to deliver and take prompt remedial action (e.g. WPP).

**Lesson 3:** At operational level, the level of integration in the key functions of joint programmes varied, with only some programs exercising collective oversight functions or at least supporting the programs ability to identify and rectify problems. There is a tendency to allocate budgets by agencies rather than developing a common result-based budget in line with the agreed workplan.

This, combined with limited joint monitoring and evaluation (see lesson 2), a lack of high level oversight and strategic guidance (see lesson 2) and problems with reporting (see lesson 1) have resulted in difficulties in taking remedial action and ensuring adaptive management in cases of lack of/slow delivery (e.g. WPP, YES, first RoL) and change in priorities, including through the reallocation of resources. The evaluation noted that the following three paths were pursued instead: 1. Closing of a program and restructure (first phase of RoL), 2) Attempt to coordinate and count on willingness of other partners, with mixed results (WPP, YES), 3. Direct earmarking of resources by donors concerned with problems in delivery and/or in disagreement with the strategic direction, led to parallel programs, different demands for coordination, increased reporting requirements, and even competition (e.g. JP on Police, JPLG and Stabilisation).

**Lesson 4:** Not all interventions are suitable for a joint approach, as presented in the UNDG guidelines. While the evaluation could not carry out a counterfactual analysis and identify whether the delivery would have been equal, better or less under a single implementer modality, it did note the absence of systematic analysis on 1) the cost benefit of implementing a joint programme 2) possibility to continue working on the delivery of
separate but related results where coordination can be ensured through other mechanisms (e.g. MoUs, information sharing, bilateral agreements) 3) requirement for speed in delivery.

Factors contributing to successful implementation of Joint Programs in Somalia

The evaluation identified the following key factors:

- Leadership and commitment at senior level, identified as key for all JPs, but particularly important for the first category of JPs, where the strongest partnerships were observed.
- Quality of coordination, which should combine facilitation skills, technical expertise and strategic skills.
- Clarity and acceptance of division of labor and responsibilities, in line with agencies’ mandates and expertise, as noted in JPs with a clear division of labour which could easily be described to evaluators by participating agencies and other actors (e.g. PROSCAL, JPLG36).
- Clear and regular communication to partners, interested parties (e.g. non-participating but interested Ministries), donors on objectives, progress and challenges (e.g. JP on Elections). This includes regular, outcome-based reporting.
- Regular monitoring beyond activity verification feeding into adaptive management, including through the strategic use of TPM, supplemented by direct oversight (e.g. JPLG, recent SDG 16 monitoring pilot).

Factors hindering the successful implementation of Joint Programs in Somalia

As well as the absence of the factors listed above, the evaluation noted the following:

- Absence of a collective accountability framework and quality control (see lessons 2 and 3).
- Conflicting messages from Agency HQs and conflicting incentives for heads of agency in-country may undermine efforts at shared approaches and coordination at country level, which is closely connected to the first factor identified above.
- Absence of clear procedures for operational management of joint programs and agreements among agencies on how to deal with common challenges (e.g. delayed implementation) (see lesson 4).
- Parallel and separate communication to partners and donors without joint approach, stemming from a lack of support for and buy-in into a joint approach, couple with the inability to enforce joint implementation along agreed workplans (see lesson 2).
- Parallel funding channeled bilaterally to the same objective (see lesson 3).

Areas for discussion and reflection

This exercise identified the following areas for consideration to support improvement in the design and implementation of Joint Programs:

1. Requirement to carry out an analysis on the feasibility of a joint program vs alternative options, and requirement to clarify criteria for developing joint program
2. Strengthen the role of the Program Management Boards or equivalents in ensuring maintenance of collective commitment, provision of strategic direction and oversight, including the ability to enforce decisions on the PUNOs, as required by the context (recommendation 8 in the report), and based on the result of regular joint monitoring and evaluation.

36 The evaluation did however note that in some cases, alignment of roles and responsibilities to agencies’ mandate was unclear, e.g. ILO was responsible for building roads under the umbrella of JPLG.
3. Ensure Program Management delivers effective coordination and oversight and has the authority to act based on the Boards’ guidance. Within this framework, consider development of result-based budgets and introduction of joint audits and investigations.

4. Inclusion of mechanisms to facilitate effective adaptive management, including, for example, the possibility to re-allocate resources.

5. Given the changes in the UN context at country level, consideration should be given to the possibility for the resident coordinator’s office to play a greater role in the coordination of programmes. Identification of areas where a neutral coordinator (e.g. RCO, under the current structure) would be preferable to a lead agency which is also a PUNO.