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UNDP Somalia

Rule of Law and Security (ROLS) Programme

Re: Management response to the Rule of law and Security programme evaluation

17th September 2012

In November 2011 UNDP Somalia's Rule of Law and Security (ROLS) programme commissioned an independent evaluation of the ROLS third phase. The terms of reference for the evaluation summarise its purpose as:

"....providing an independent expert assessment of the implementation of the ROLS III Programme and will provide UNDP, its partners in Somalia, the UN and donors with a valuable assessment and recommendations for the further development of rule of law and security (Access to Justice, Police, Armed Violence Reduction), programming in the changing context of the country, its regions and of international political engagement."

More specifically, the evaluation was to:

- i. Determine the extent to which the programme has been able to deliver against the main documented indicators contained in the ROLS III Programme Document and against the evolving situation and needs of each of the three Somali regions
- ii. Conduct an assessment of each of the ROLS projects to determine how far they have, individually and collectively, contributed to the outcomes and indicators to date and the obstacles encountered
- iii. Assess in depth how the projects have worked in a mutually complementary manner within a Rule of Law framework and with other Programmes in the UNDP Country Office as well as with other UN agencies
- iv. Identify lessons and good practice, including programme and project management, risk management, approaches and processes for designing, preparing and implementing activities in the context of statelessness, weak government and on-going violent conflict
- v. Assess the extent to which the projects have systematically assessed and develop the capacity of their partners
- vi. Assess the value of relationships with governmental and non-governmental counterparts at federal, regional and local levels

- vii. Assess the identified and unforeseen risks faced by the programme, the UN and the IC against the capacity of ROLS to adapt and manage those risks politically, programmatically, effectively and responsibly
- viii. The review should be forward looking and make recommendations for future approaches to supporting rule of law and security programming in the Somali context so as to best contribute to the outcomes in a context-specific manner as laid out in UNDP's new Country Programme Document for 2011 - 2015

The evaluation team noted that ROLS works in a complex political and security situation in Somalia and this has presented UNDP with significant strategic and operational challenges during the ROLS III Programme period and this has influenced decisions by UNDP and its donors. The decisions reached and resulting effects have formed the basis on which the evaluation recommendations were made. The evaluation identified a number of lessons and recommendations for the programme. UNDP Somalia and in particular rule of law programme recognizes the importance of the issues raised in the evaluation and has taken necessary steps in addressing the recommendations in order to ensure the rule of law programme remains relevant in Somalia. A summary of some key points UNDP ROLS is taking to strengthen the programme management is discussed below and follow the major findings of the key recommendations of the evaluation report.

RECOMMENDATION 1:

'Develop a clear 'theory of change'

The new Programme is based on a clearly articulated 'theory of change' which outlines UNDP Somalia's conceptual approach to enhancing security and justice provision for Somali citizens. The programme is addressing this by building on elements outlined in the UNDP Somalia CPD but also through the merger of the Governance and Rule of Law Programmes. The programme is making all effort to work in a coherent and coordinated manner across not only the criminal justice chain – police, judiciary and correctional services but also with governance thematic areas such as the institutional development project with the aim of streamlining all governance processes such as public sector reform in Police, Justice, civil service etc. and is working in partnership with UNODC, UNPOS and others. The programme has embarked on working with marginalised and at-risk groups – including youth, women and minorities; empowering Somali citizens, in particularly women and youth, to demand change and to build a vision for reform, strengthening systems of accountability and oversight to minimise opportunities for corruption.

RECOMMENDATION 2:

'Ensure the programme is informed by an analysis of the political economy, conflict and drivers of change, as well as baseline assessments'

The programme endeavours to continue to be informed by analysis and baseline surveys. This effort is being emphasized at not only GROL programme level but also at the Country Office level. It is envisaged that the analysis will be updated on a regular (quarterly) basis, and used to inform programme interventions and the programmes risk log.

RECOMMENDATION 3:

'Continue to pursue a regionally-differentiated approach'

The programme is continuing to cover the country in a regionally differentiated approach. Somaliland (post-conflict), Puntland (fragile), and Mogadishu / South Central (conflict but stabilizing) and the programme is working on addressing the differing political contexts and opportunities for change in each region. The programme is making improved efforts to respond to the opportunities to stabilise

Mogadishu and to expand the reach of the new government, whilst at the same time cautiously exploring opportunities to engage with other viable (i.e. including more than one sub-clan) regional authorities in South Central, and only once viewed as legitimate. To ensure this the country office has embarked on revamping the sub office guide with the aim of advancing a common approach in the three regions.

RECOMMENDATION 4:

'Key elements of the ROLS IV Programme'

The rule of law programme is now merged with the former governance programme but the ROLS pillars will continue to consist of three thematic areas:

- Civilian Police
- Access to Justice
- Community Security - with a strong focus on peace building (as a cross-cutting issue thereby aligning itself with Outcomes 1 & 2 of UNDP Somalia's Country Programme Document)

RECOMMENDATION 5 & 6:

'Maximising synergies with Governance and Recovering Sustainable Livelihoods and strengthening planning'

With the ROLS and governance programmes now merged they are working on maximising opportunities for greater collaboration with the Somali Institutional Development Programme and Joint Programme from for Local Governance including considerations of developing joint work plans. This is the same for Poverty Reduction and Environment Protection programme (formerly RSL) especially relating to the community security project.

RECOMMENDATION 7:

'Staffing and management'

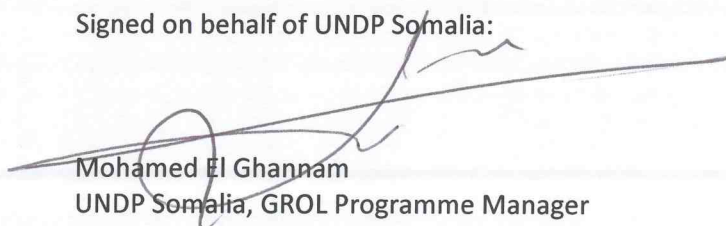
The programme has a new programme structure based on the recommendations of the evaluation team i.e the organogram as drawn up by the evaluation team. This new management and staffing structure is envisaged to enable the Programme to deliver a differentiated regional approach, and facilitate the development in priority districts.

RECOMMENDATION 8:

'Enhancing co-ordination'

The new GROLS programme is making all efforts in coordinating with other stakeholders so it may deliver development outcomes. Co-ordination is being strengthened with security, justice and community security actors. The District Security Plans are now part of the District Development Framework and issues raised in these plans are being implemented by the JPLG partners. The Police and Justice sectors are key actors in the Joint Security and Justice Sectors which are chaired by national counterparts but which other actors like AMISOM and UNPOS participate.

Signed on behalf of UNDP Somalia:



Mohamed El Ghannam
UNDP Somalia, GROL Programme Manager