

Operational Plan 2011-2015

DFID Somalia

May 2011

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Introduction

The UK Government is determined to help reduce the inequalities of opportunity we see around the world today. We believe that promoting global prosperity is both a moral duty and in the UK's national interest. Aid is only ever a means to an end, never an end in itself. It is wealth creation and sustainable growth that will help people to lift themselves out of poverty.

In May 2010, the International Development Secretary, Andrew Mitchell, commissioned the Bilateral Aid Review (BAR) to take a comprehensive and ambitious look at the countries in which the Department for International Development (DFID) works through our direct country and regional programmes. The review focussed on the best ways for the UK to tackle extreme poverty, ensuring that we make the greatest impact with every pound we spend. In parallel, through the Multilateral Aid Review (MAR), DFID assessed how effective the international organisations we fund are at tackling poverty.

On the 1st March 2011, the key outcomes of the reviews were announced, including the results that UK aid will deliver for the world's poorest people over the next four years. The Bilateral Aid Review has refocused the aid programme in fewer countries so that we can target our support where it will make the biggest difference and where the need is greatest. The Multilateral Aid Review findings enable us to put more money behind effective international organisations which are critical to delivering the UK's development priorities. In addition the independent Humanitarian Emergency Response Review looked at how the UK can build on its strengths in responding impartially to humanitarian needs and help ensure future disaster responses can be better prepared and coordinated.

DFID is committed to being a global leader on transparency. In the current financial climate, we have a particular duty to show that we are achieving value for every pound of UK taxpayers' money that we spend on development. Results, transparency and accountability are our watchwords and guide everything we do. DFID regards transparency as fundamental to improving its accountability to UK citizens and to improving accountability to citizens in the countries in which it works. Transparency will also help us achieve more value for money in the programmes we deliver and will improve the effectiveness of aid in reducing poverty.

The UK Aid Transparency Guarantee commits DFID to making our aid fully transparent to citizens in both the UK and developing countries. As part of this commitment we are publishing Operational Plans for country programmes. The Operational Plans set out the vision, priorities and results that will be delivered in each of our country programmes.

We will concentrate our efforts on supporting achievement of the Millennium Development Goals (MDGs), creating wealth in poor countries, improving their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.

1) Context

After almost two decades of conflict, Somalia is the **world's most fragile state**¹. There is no political stability; the central state is ineffective. Security and minimal basic services are provided, if at all, largely through informal community institutions. The political outlook is highly uncertain. The Transitional Federal Government (TFG) remains under attack from Al Shabaab (al-Qaeda linked insurgents). It is not currently clear what will happen beyond the end of the current mandated transition in August 2011.

The causes of conflict in Somalia are complex. Somalia has known periods of stability and security in recent decades, and large parts of it remain relatively free of violence. But multiple levels of armed conflict and insecurity exist. These include localised communal clashes over resources, political clashes over control of the state, regional proxy involvement, and violence fuelled by global ideologies. The effects of the conflict are far-reaching. 1.4 million people are internally displaced, and 3.5 million (43% of the population) live on less than \$1 a day². The unemployment rate is above 47%³. Women and girls suffer the effects of instability and conflict disproportionately – a woman has a 1 in 10 risk of dying during her reproductive years⁴. Years of conflict, drought and flooding have caused a prolonged **humanitarian crisis**. 2.4 million people are estimated to be in need of emergency support⁵, and many more are vulnerable to further deterioration.

Instability in Somalia also has broader impacts. It presents risks to regional stability, including in Kenya, Ethiopia and Uganda. It is the source of serious threats to the UK and other countries from terrorism, piracy and migration. Somalia is a **priority country for the UK National Security Council (NSC)**. DFID's work is a core element of the **UK government strategy for Somalia**, which recognises that the underlying causes of instability need to be addressed. DFID staff work as one team with the rest of the UK government to deliver the strategy.

Somalia is often thought of as three zones, with different characteristics. Semi-autonomous **Puntland** (about 2 million people) has governmental institutions of its own and a degree of stability, though no aspirations for independence. Like the rest of **South-Central Somalia** (about 3.5 million people) it continues to suffer from insecurity, criminality and the impact of piracy. Over 80%⁶ of Somalia's humanitarian needs are in South-Central. Despite the absence of central government institutions, effective development programmes are possible, particularly where local government functions effectively. Meanwhile, the current signs in **Somaliland** (about 2 million people) are more positive. After a second successful Presidential election last year, and with relatively little violent conflict, the promising government there could – with the right help - continue progress which might help anchor stability for the rest of Somalia. Somaliland currently offers more opportunities for working with government. There is also a firmer basis for regulated economic development, including moving beyond the current heavy emphasis on the livestock sector. But Somalia as a whole has potential in services, notably telecoms, and for growth in fisheries and agriculture. GNP is estimated at around \$200 per capita⁷.

Conflict and insecurity present significant challenges to delivering aid, working with partners, and monitoring and evaluating results. DFID does not have staff based in Somalia. Our programme is managed from Nairobi, and access is extremely limited. We work mainly through a **range of trusted UN and non-governmental implementing partners**, who are able to operate on the ground across most of Somalia, and whose work is subject to rigorous scrutiny.

Somalia has had **14 peace processes over 20 years, which have failed** to achieve peaceful agreement on who has the right to govern the country and how. A central insight of the UK strategy for Somalia is therefore that there is no military or political solution to Somalia's instability that can be imposed by central government or the international community. A national peace process and a national government are necessary. But they must draw on and support, rather than threaten, **effective local arrangements for stability and governance**. Building on these areas of peaceful governance is key to promoting lasting stability in Somalia. There is currently a window of opportunity in Somaliland in particular to do so, but progress there alone will not create peace across the whole country.

2) Vision

Overview

DFID aims to promote longer-term stability, and to directly transform the lives of poor Somalis. The programme will have **four pillars: a) governance and peace-building; b) wealth and job creation; c) health care, particularly for women and children, and d) humanitarian assistance**. By working in these areas, we aim both to address the humanitarian effects of the conflict and to consolidate local areas of stability by helping local communities to take control of their own affairs, creating jobs, and improving access to women's and children's health and reproductive care. We will also promote government that is more broadly accepted, by helping the central and Somaliland governments to be credible alternatives to militias, and to build on widely accepted local government structures and ways of resolving disputes. We believe we can reduce instability, including its impact on the region and the UK, by reducing incentives for people to participate in violence and crime; reinforcing peaceful ways for communities to agree on the use of resources; undermining reliance on militia for security, food, incomes and services; and by shifting expectations for a stable future from extremists or warlords towards legitimate authorities.

There is much to build on, including a strong tradition of business and trade; deep-rooted community mechanisms for governance and resolving disputes; a large, active and sometimes wealthy diaspora; strong nationalist and moderate Islamic traditions; and development projects which are already learning how to build on Somalis' own attempts at delivering services and reconciliation. Our plans cover all three geographical zones, but recognise the **differences in context and opportunities**. Flexibility to respond to varying and changeable circumstances is critical, and is built into all programmes.

As part of the UK cross-government team, we will work with like-minded partners to develop a more coherent international approach to political, development and humanitarian issues in Somalia, led by the UN. We will offer **leadership in the international community** on our focal sectors, and champion transparency in international aid and its results. We will support the new Somaliland authorities to identify a medium-term development vision, and encourage the use of more efficient funding mechanisms to ensure that development assistance responds effectively to their priorities.

Alignment to DFID and wider UK Government priorities

This operational plan has been developed with other UK government colleagues as a central part of implementing the UK strategy for Somalia and addressing the priorities of the National Security Council. It is aligned with commitments in the Strategic Defence and Security Review. Our programmes will also support delivery of DFID's Structural Reform priorities. We will help the UK to **honour international commitments** by increasing access to healthcare and reducing maternal mortality through training of skilled birth attendants and improved antenatal care. We will boost **wealth creation** through supporting investment climate reform, skills development and job creation. There will be a strong focus on **girls and women**, with targeted interventions to enable 100,000 women to plan whether and when they have children, provide women with enhanced skills to respond to demand for labour, and increase women's access to justice. Through our health programmes we will take action to reduce the incidence and effects of female genital mutilation (experienced by 98% of Somali women⁸). We will support protection of women and children affected by armed conflict through our humanitarian programmes. Through innovative application of DFID's state-building/peace-building framework, the overall programme will **improve governance and security**.

What we will stop doing

We will conclude our support to basic education from the end of 2011. This is part of an agreed division of labour with the European Commission, which has withdrawn from the health sector (where DFID is doing more). The Commission plans to spend £47 million (€55 million) on education over 2011-13, of which the UK share is £7m. With some exceptions in humanitarian assistance and conflict prevention, we will not fund small projects which do not fit in with our wider programmes.

3) Results

Pillar/ Strategic Priority	Indicator	Baseline (including year)	Expected Results (including year)
Wealth Creation	Additional number of jobs created. <i>(Attributable to DFID funding)</i>	Somalia: 0 (new programme) (2010) <i>of which:</i> Somaliland: 0 (2010)	Somalia: 45,000, 15,000 for women (2015) (end-year snapshot) <i>of which:</i> Somaliland: 22,500, 7,500 for women (2015)
Governance and Peace-building	Total number of local governments (districts and communities) that meet citizens' performance criteria (participatory planning, budgeting, execution of priority services and projects). <i>(DFID is contributing to this total result. Accurate attribution is not possible)</i>	Somalia: 12 districts, 17 communities (281,000 beneficiaries) (2010) <i>of which:</i> Somaliland: 6 districts out of the 9 supported (2010)	Somalia: 16 districts, 23 communities (370,000 beneficiaries) (2015) (end-year snapshot) <i>of which:</i> Somaliland: 8 districts out of 9 supported (2015)
Health	Number of female contraceptive users (aged 15-49 years old) for birth spacing each year. <i>(DFID is contributing to this total result. Accurate attribution is not possible)</i>	Somalia: 10,000 (2006) <i>of which:</i> Somaliland: 4,000 (2006)	Somalia: 100,000 (2015) (end-year snapshot) <i>of which:</i> Somaliland: 55,000 (2015)
Health	Number of births delivered with the help of nurses, midwives or doctors, with DFID support each year. <i>(DFID is contributing to this total result. Accurate attribution is not possible)</i>	Somalia: 42,000 (2006) <i>of which:</i> Somaliland: 9,600 (2006)	Somalia: 100,000 (2015) (end-year snapshot) <i>of which:</i> Somaliland: 30,000 (2015)
Humanitarian	Number of starving children aged under five benefiting from specific acute malnutrition prevention programmes each year <i>(Attributable to DFID funding)</i>	Somalia: 60,000 (2010), 30,000 are girls <i>(Humanitarian need and activity in Somaliland currently low.)</i>	Somalia: 61,000 (2015) (end-year snapshot), 31,500 will be girls

3) Results (continued)

Evidence supporting results

What we spend in 2013-15, and where, will be largely determined by what we can prove we have achieved in 2011-13. The security situation in Somalia means that statistics are notoriously variable and unreliable. Data availability and project monitoring are still major challenges. But we are confident that we will be able to demonstrate and quantify results particularly on health and employment. We are also seeking to contribute to less easily measurable outcomes – but potentially those which have a very high impact for the UK as well as for Somalis - such as stability, community strengthening, and resilience to conflict and to extremist and criminal influence. The evidence base for our ability to affect these through our programmes is weaker, and it is an important element of our approach to find innovative ways to help create much stronger evidence.

- Our proposed **wealth creation** outputs are grounded in good analyses by implementing partners of how jobs are created and the markets for particular sectors and products. We have done our own analysis of the main constraints that impede growth and job creation in Somalia. Our work on wealth creation aims to tackle these.
- Global evidence from UNICEF and WHO demonstrates that the **health** interventions selected will have high impact and are cost-effective. In this sector, Somalia itself is relatively rich in data and evidence. The main source of data is the UNICEF multi-indicator cluster survey (MICS) 2006. The next MICS in 2011 will provide national health status statistics. The innovations we will support, including performance pay schemes and solar panels, have been proven in Somalia: a DFID-project which introduced them resulted in significant increases over 12 months in deliveries by skilled birth attendants, and the provision of 24-hour services.
- The **governance and peace-building** pillar is informed by external research and analysis of state and peace-building efforts in Somalia, and by DFID's state-building and peace-building framework. Research on Somalia is analytically robust but cannot be backed up by reliable and long-term quantitative data. DFID is currently supporting the development of a monitoring framework to be agreed across the international community, and a feasibility study and pilot of an annual survey tool on conflict and governance. Work under this pillar will also further develop the research underpinning our evidence base.
- The Food Security and Nutrition Analysis Unit (FSNAU) provides comprehensive survey and assessment data to inform baseline and results measurement for **humanitarian** programmes to which DFID contributes. However, we are still in the early stages of trying to increase our ability to monitor more attributable indicators, and further increase our confidence in the monitoring (often done remotely) of UN, Red Cross/Crescent and non-governmental partners.

Value for Money (VfM) rationale

The success of DFID's investment in Somalia will be assessed both on the basis of its direct returns (such as numbers of jobs created and lives saved) and of wider, longer term security and economic gains. It can be expensive to provide aid in a conflict environment. But the potential benefits – to the UK, the region and Somalis – of increased security are also high. There are potential savings – if for example, the need for a major UN peace keeping operation can be averted, and the need for humanitarian assistance significantly reduced. We will need to generate more evidence of this wider impact (see above).

We believe that our programme can be effective in achieving the specific results we have set out for the next four years, on the assumption that there is no significant deterioration in the overall political and security situation. Despite the high costs of providing aid in a conflict situation, our partners are redoubling their focus on managing down the costs of delivery. UN Development Programme (UNDP), under a local government programme, are making more economical purchases in Somalia by improving the procurement standards districts use. This focus on economy is reinforcing the wider effectiveness of the programme, by increasing the capability and accountability of local governments. Working through agencies with greater reach across Somalia, such as UN and Red Cross/Crescent, also creates economies of scale reducing overall unit costs. If the security situation allows, we will also increasingly encourage competition to deliver our aid. The impact of a deterioration in security would depend on its severity and location: partners have become adept at adapting or moving in response to security changes. It is likely that we would be able to continue most elements of our programme with adjustments and some scaling back; and we would also need to respond to increased humanitarian needs.

4) Delivery and Resources

Responsibility for delivering our results lies with DFID Kenya and Somalia, a joint office in Nairobi covering both countries. During 2010, the Somalia programme has changed radically, from a string of smallish projects to a small number of larger and more coherent programmes. We will build on this by contracting out more programme management; exploring new ways of channelling aid in Somaliland; looking for ways to harness diaspora skills and remittances for productive investment; using Challenge Funds, and diversifying from UN agencies and international non-governmental organisations (NGOs) to direct use of contractors (subject to security considerations). Somalia programme results will be delivered through the following partnerships:

UK Government: The DFID team is part of the British Office for Somalia in Nairobi, which includes staff from the Foreign and Commonwealth Office (FCO), Ministry of Defence and other agencies. We are working ever more closely within this wider team to a joint UK strategy and implementation plan on Somalia. Our advisers contribute a development perspective to the whole cross-Government Somalia effort, not just DFID's programmes.

Governments: The future of the **Transitional Federal Government** beyond its mandate in August 2011 hangs in the balance at the time of writing. It has limited capacity to plan or deliver development and its legitimacy is increasingly questioned. We have no plans to channel any funds through it or its successor. Under the right conditions we would be willing to support it and help it become more capable. We have a growing relationship with the **Somaliland** authorities, and will support them in leading on their own development plans. We do not expect more than minimal contact with the **Puntland** authorities: we have good relationships with them, but those of other donors (including the EU) are stronger.

Bilateral donors: we work with other bilaterals on specific areas of co-operation. We share a health adviser with Sweden, and plan to share 2 advisers on Somaliland with Denmark. We aim to attract funding from some donors (e.g. Sweden, Norway, Australia, Denmark) into joint health and jobs programmes, and to include others (EU, US) in programme steering boards where they have a key interest. We have a division of labour on health and education with the EU. We plan to play a prominent role on governance, health and Somaliland. Championing donor transparency will be a feature of the DFID programme across Somalia.

Multilateral agencies: we will continue to channel the majority of our funds through the UN: its agencies have the widest reach and the most experience of delivery on the ground. Our key UN partners will be the Food and Agriculture Organisation (FAO), International Labour Organisation (ILO), UN Development Programme (UNDP), UN Children's Fund (UNICEF), the Office for the Coordination of Humanitarian Affairs (OCHA) and UN Population Fund (UNFPA). We may work with the World Food Programme (WFP) if they can convince us that their controls have improved. Although FAO and ILO scored poorly in DFID's review of multilateral aid, evidence suggests that in Somalia they can deliver. We will monitor this closely, including by seconding advisers. We will help the UN to improve the impact of its overall effort on peace and stability, and will support the Resident /Humanitarian Coordinator's work on operational security and development planning. We look to the UN Political Office to radically improve its political analysis and leadership. Subject to its performance, we increasingly see the UN Common Humanitarian Fund as our primary (but not sole) vehicle for humanitarian assistance. We will work more closely with the World Bank on private sector development and public finance management.

NGOs: We will continue to support international NGOs, to deliver humanitarian, health, peace-building and employment results, as part of wider programmes. We expect that most of our support to Somali NGOs will be through international NGOs.

Managing agents: to reduce the administration burden of an increasing aid budget, we will use more managing agents to deliver our programmes.

Private sector and diaspora: We will aim to lever more private sector investment through public/private partnerships. We will also investigate establishing a mechanism to attract diaspora remittances (estimated at \$1bn/year) as productive investments. The Somali nation is not confined by its borders: we will look to encourage diaspora skills, ideas and investments wherever we think they can help.

4) Delivery and Resources (continued)

Pillar/Strategic priority	2010/11		2011/12		2012/13		2013/14		2014/15		TOTAL	
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000
Wealth Creation	2,000		4,000		4,000		8,000		8,000		24,000	0
Climate Change											0	0
Governance and Security	6,300		12,500		14,000		32,000		32,000		90,500	0
Education	5,200										0	0
Reproductive, Maternal and Newborn Health	2,500		8,500		9,000		19,000		19,000		55,500	0
Malaria											0	0
HIV/Aids											0	0
Other Health											0	0
Water and Sanitation											0	0
Poverty, Hunger and Vulnerability											0	0
Humanitarian	10,000		19,000		19,000		21,000		21,000		80,000	0
Other MDG's											0	0
Global Partnerships											0	0
TOTAL	26,000	0	44,000	0	46,000	0	80,000	0	80,000	0	250,000	0

4) Delivery and Resources (continued)

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	652	712	916	1,231	1,280	4,139
Frontline staff costs - Non Pay	315	722	824	1,046	1,088	3,680
Administrative Costs - Pay	109	125	108	94	94	421
Administrative Costs - Non Pay	57	70	55	80	66	271
Total	1,133	1,629	1,903	2,451	2,528	8,511

DFID Somalia is part of a single DFID business unit, DFID Kenya and Somalia, which has a single administrative cost budget, but separate budgets for programme spend and frontline staff costs. For the purposes of the Somalia and Kenya operational plans, we have split the administrative budget into two parts to give a rough picture of the total costs of running each country programme.

Administrative costs for the DFID Kenya and Somalia office (i.e. our share of the joint British High Commission corporate services team, and other office-wide costs) have been split between Kenya and Somalia by a ratio of 25:13 for 2010/11 (corresponding to the frontline and pure programme staff split between the Kenya and Somalia programmes), and by a ratio of 31:23 for 2011/12 – 2014/15.

2014/15 figures assume inflation of 4% across all costs over 2013/14.

4) Delivery and Resources (continued)

Efficiency savings

Delivering Programme Efficiencies		
Category	Details	Residual cost in the SR period £'000
Strategic Reprioritisation	As part of a division of labour with the EU, we will do no new work on primary or secondary education from April 2011. In 2010/11, our education work cost £5 million.	20,000
Further examples of Programme efficiency		

Administrative costs savings: DFID Kenya and Somalia has been allocated one administrative cost budget covering all its operations. In our two separate operational plans, we have broken this down into a Kenya component and a Somalia component, based on the total number of staff working on each programme. The administrative budget as a whole as currently calculated will drop from £486k in 2010/11 to £366k in 2014/15 (with a small spike in 2013/14). Due to the Somalia team growing faster than the Kenya team, Somalia's proportional share of this falling total increases, meaning it will also rise in real terms in 2011/12, fall in 2012/13, rise slightly in 2013/14 (due to a predicted change in staffing profile), and fall again in 2014/15, giving a net fall of £6k over the four year period. These figures are not shown below.

Following a fundamental review of its staffing and structure, DFID Kenya and Somalia merged its corporate services team with the rest of the British High Commission team in April 2011. This consolidation should result in greater efficiency and value for money on corporate services going forward, but it is not possible to quantify possible savings at this stage as business case analysis has not been done, and the charging regime between government departments has only recently been agreed centrally. These changes should, however, result in further administrative savings during the four year period.

Administrative Cost Savings Initiative	2011/12		2012/13		2013/14		2014/15	
	PAY £'000	Non Pay £'000	PAY £'000	Non Pay £'000	PAY £'000	Non Pay £'000	PAY £'000	Non Pay £'000
Reduction in Estates and Property Costs								
Reduction in costs as a result of Office Restructuring								
Other Reductions								
Total	0	0	0	0	0	0	0	0

5) Delivering Value for Money (VfM)

We aim to show that UKaid in Somalia makes a real difference to people's lives, at a reasonable cost. The particular investments required in security, monitoring, travel, and other operational necessities make Somalia an expensive place to provide aid. But if we can show – through data and first-hand evidence – that we can achieve results and reduce insecurity, the costs will be justified. Our spending plans, particularly after 2013, are premised on our ability to do this.

Challenges

Between 2011-2015 the biggest challenges we face in ensuring our aid gives Value for Money (i.e. is as efficient, effective and economical as possible) include:

1. Demonstrating evidence in technically demanding areas in a conflict/fragile state context, including governance, employment creation and humanitarian programmes, and where there is not much reliable data
2. Identifying the cost of each result, including finding unit cost comparators that are well understood and/or meaningful against which to compare the VfM of interventions in Somalia's conflict environment
3. Putting the new DFID Business Case into practice – especially undertaking option analysis early on and ensuring design is informed by VfM analysis
4. Attaining appropriate levels of VfM expertise and awareness for differing roles in DFID Somalia – advisory, programme and corporate staff
5. Increasing partners' understanding that demonstrating VfM is the critical factor in our funding decisions, and ensuring that they are able to manage DFID-supported programmes to maximise and report effectively on VfM

Actions

To improve the VfM of DFID Somalia's programme between 2011 and 2015, we will harness Corporate and Divisional financial improvement strategies and tools to ensure we have the correct systems, procedures and practice in place to drive continued improvement in financial management. We will:

1. Develop a joint DFID Kenya and Somalia VfM Strategy for the four year period (by April 2011)
2. Develop an annual VfM action plan and monitor it quarterly (from July 2011)
3. Develop VfM monitoring approaches across humanitarian, private sector, health and governance pillars (by August 2011). This will include both (i) setting up the monitoring framework for gauging VfM performance; and (ii) integrating VfM within the programme cycle i.e. at reviews and in impact assessments
4. Develop VfM unit costs that can be readily understood and compared to unit costs in other countries. These will be developed at all levels of logframes (inputs/activities, outputs and impact levels) on all new programmes, and all existing programmes over £5 million during Annual Reviews (all new programmes from January 2011; 90% of portfolio value by annual spend by December 2011)
5. Identify comparators or benchmarks against which to assess VfM metrics/unit costs. Comparators will include: countries with similar conflict and fragile state contexts; but also measures such as benchmarking implementing partners' performance against themselves in other countries, as well as against themselves over time in the same location
6. Identify a lead group in DFID K&S on writing Business Cases including champions on each of the five 'cases' to provide support to programmes to use the new format (February 2011)
7. Designate statistics and economist VfM leads to engage at all stages on all new Business Case submissions (April 2011)
8. Prioritise time of the Results and Economics advisers on programmes where attribution and monitoring are technically the most difficult (ongoing)
9. Ensure that all new logframes are in line with good practice, and all existing logframes validated annually (90% of portfolio value by annual spend by December 2011)
10. Increase capacity in DFID's implementing partners on incorporating VfM (partners for 50% of portfolio by value receive specific VfM support which is reflected in proposals and reports by December 2011)
11. Agree VfM responsibilities of all staff when setting performance objectives; identify training needs and prioritise in learning and development plan (May 2011)

6) Monitoring and Evaluation

Monitoring

How: Somalia is one of the most difficult environments in the world in which to undertake project monitoring, with conflict and security presenting significant challenges to our partners and particularly to direct monitoring by DFID staff. Addressing these challenges is an immediate priority and one on which we have already scaled up our efforts. DFID Somalia will explore innovative tools that harness the use of technology in Somalia, such as mobile and web-based data collection, and direct participatory monitoring. To facilitate increased and more regular access by DFID staff, we will invest in improved risk management (working through the UN), and establish clear rules and procedures for managing visits. Each of our programmes will be underpinned by a monitoring framework that will track progress against programme targets and provide the data required to monitor delivery of the Operational Plan and Results Framework. Good data sources exist, such as the six monthly post-rains assessments of the humanitarian situation and UNICEF Multiple Indicator Cluster survey on health. Where the evidence base is weak or data are unavailable for monitoring, we will commission research or support partners to undertake new data collection.

Who: Our UN, non-governmental and other implementing partners will be responsible for day-to-day monitoring. DFID Somalia lead advisers or programme managers will provide oversight, and be responsible for reviewing progress against their results framework regularly. A new Accountability and Results Team will provide a quality assurance role, feeding into design work to ensure an effective monitoring framework, and contributing to annual reviews. The new Somalia Results Adviser will be responsible for quality control of results.

When: DFID Somalia will maintain continuous dialogue with implementing partners about programme performance, and will agree with them a formal results reporting cycle (usually quarterly). During annual reviews we will assess progress against programme outputs and how this is contributing to the achievement of outcomes, broken down where possible between outcomes for women and men. The overall Somalia results framework will be reviewed at least every six months, and this Operational Plan annually. DFID Somalia will use quarterly team portfolio meetings to peer review results performance.

What: The monitoring will be used for project management and to assess portfolio performance and value for money, and to inform future programming decisions. We will use the results framework to report on key results, and to feed into DFID Somalia's communication material and DFID corporate reporting.

Evaluation

DFID Somalia has started work to ensure that more robust data will be available to allow the impacts of our interventions to be independently evaluated. This includes work on joint results frameworks with partners, unit costs and value for money metrics. Through research we will evaluate how sustainable jobs, improved health services and programmes aimed at building communities affect conflict and instability, and women and men respectively, as well as lead to programme specific outcomes. DFID Somalia will work with partners, and support them to ensure that evaluations are carefully planned, conducted and used. We will support OCHA in undertaking an independent evaluation of the overall humanitarian response in South-Central Somalia. Our Accountability and Results Team, led by an accredited A1 adviser on evaluation, will help ensure our programmes comply with DFID's guidance on impact evaluation, and that adequate financial resources are available to conduct evaluations.

Building capacity of partners

To improve the capacity of the international community and Somali authorities to focus on results and use information for improved decision making, the new DFID Somalia Results Adviser will dedicate approximately 50% of their time to working with these external partners to help build partners' ability to do good monitoring and evaluation, and to steer donor dialogue towards results. Fragmentation of data systems and weak monitoring is also an issue at the sector level. We will work with partners to develop joint sector level monitoring and evaluation frameworks using shared indicators. We will encourage joined-up lesson learning and evaluation, and support the UN Resident Coordinator's Office to improve monitoring and evaluation across the UN system.

7) Transparency

Transparency is one of the top priorities for the UK Government. We will meet our commitments under the UK Aid Transparency Guarantee: we will publish detailed information about DFID projects, including programme documents and all spend above £500. Information will be accessible, comparable, accurate, timely and in a common standard with other donors. We will also provide opportunities for those directly affected by our projects to provide feedback.

DFID Somalia will take the following action to help DFID meet its commitments under the UK Aid Transparency Guarantee:

- We will **publish** programme/project information in easy to understand formats on the DFID website. We will publish detailed information on all new programmes and all procurement over the relevant thresholds. Annual project performance reporting and end of project evaluation will also be published from April 2011. We will ensure that wherever possible all information in the public domain is comprehensive, accessible, comparable, accurate and timely.
- We will work hard to promote **access to information** in Somalia. This will include continuing in-house production of communication materials such as country fact sheets and sector briefs, providing information on our main actions and results. These will be made available in paper and electronic format to members of the public, partners and stakeholders. Selected documents, including this Operational Plan, will also be published in the Somali language.
- We will also ensure that the details of new and ongoing projects are publicised in the **media**, highlighting exactly what the projects aim to achieve, where they are being implemented, who the partners are and what the stakes are for beneficiaries, their families and communities.
- We will work with **implementing partners to enable them to conform to the standards set out in the International Aid Transparency Initiative**. We have already initiated discussions with partners, and intend to write transparency standards into all future project contracts and agreements. Implementing partners will be asked to raise awareness of projects among targeted beneficiaries using appropriate local dialects.
- We will help to improve transparency amongst other donors and the broader **development effort in Somalia**. We will continue to support efforts led by the UN Resident Coordinator's Office to participate in the Fragile States Principles Monitoring exercise for Somalia in 2011 and to develop an accurate Development Assistance Database in order to increase transparency of donor flows – and in particular results - to Somalia. Transparency will be a key feature of DFID's work and dialogue over the next four years.
- We will also work with government officials to help them prioritise and manage revenue and donor support, and encourage them to be more transparent to their citizens about their budgets and plans. Through our governance programming we will increase the capacity of non-governmental organisations to hold both donors and government **accountable** to citizens for how aid is spent in Somalia. This is likely to be initially in Somaliland, but we will vigorously encourage accountability and transparency in the TFG, and under the right circumstances may help them with this. In health we propose to publish health and financial information in health facilities to facilitate transparency and empower stakeholders with relevant information. We are also currently looking at IT solutions, such as using Skype, to better enable remote management and improve engagement with our partners.
- Organise stakeholder meetings to share **new policy directions and programme priorities** of the UK government to better fight poverty.

Annex A: Endnotes

1. The Index of State Weakness in the Developing World - The Brookings Institution, 2008
2. The Food Security and Nutrition Analysis Unit (FSNAU), Series Report, January 2011
3. World Bank, Somalia from Resilience towards Recovery and Development, 2006
4. Somalia Reproductive Health National Strategy and Action Plan 2010-2015, UNICEF 2009
5. The Food Security and Nutrition Analysis Unit (FSNAU), Series Report, January 2011
6. The Food Security and Nutrition Analysis Unit (FSNAU), Series Report, January 2011
7. United Nations Development Programme, Somalia Human Development Report, 2001
8. Somalia Reproductive Health National Strategy and Action Plan 2010-2015, UNICEF 2009

Annex B: Results for Women and Girls

Women and girls in Somalia face profound challenges. Women's rights are too often unrealised and protection from sexual violence remains inadequate for many. There is a lack of systematic data on gender issues in Somalia (which precludes Somalia from being ranked in the UN's 2010 Gender Inequality Index) The Somalia Reproductive Health Strategy (UNICEF 2009) estimates that 98% of Somali women are subject to female genital mutilation (FGM) and that a woman has a one in 10 chance of dying in her reproductive years. Women remain marginalised in political decision-making processes. Women make up a majority of the rural labour force, and yet their potential productive contribution to the economy is unrealised. Men and boys also face specific challenges in Somalia. Opportunities to fulfil secure bread-winning roles are limited by insecurity and lawlessness – leading many to resort to violence and crime as a way to defend or provide for the family. A whole generation of young men has now known only a culture of arms-bearing: since the collapse of the state in 1991, Somalia has become one of the most heavily armed societies in the world. DFID will step up to address these challenges and to work with our partners in the international community to make progress.

The Somalia programme will address DFID's gender priorities:

1. Our efforts to **delay first pregnancy** will be managed through a health programme, which will directly increase the power of girls and women to make informed choices about their reproductive health and have control over the decisions that affect them. We will enable 100,000 women, 25,000 of whom will be adolescents, to access contraception by 2015. This work will also include working with the Somali media through TV, film and radio to provide key health messages to rural communities. The shift to long term financing will promote sustained political commitment to health services and increased opportunities for girls and women.
2. The Somalia programme will provide **direct assets for girls and women** through a maternity voucher scheme already proven to have significantly increased access to reproductive health services. Skills - as assets - will be provided by way of training women health workers (1,000 nurses and midwives). Some 2,500 women will be empowered with enhanced skills to respond to demand in different productive sectors under our wealth creation work; we will aim to better understand and invest in the role of women in trade and agriculture. A third of the jobs we will create will be for women.
3. We are ending our bilateral engagement in the education sector at the end of 2011, but until then we will support work supplying sanitary kits for girls and putting out messages to **get girls through secondary school** reaching an estimated 500,000 people, aiming to increase the proportion of girls in primary school by some 6% within the year. By the end of 2011, we will have trained over 700 female school teachers. We will work with the UN and EU to make sure that these positive trends are sustained.
4. To prevent **violence against women and girls**, DFID has funded medical treatment, advice and the preliminary investigation by trained police officers in Somaliland for victims of sexual violence. We will increase the numbers assisted to 500 by the end of 2011. We will address FGM under our health pillar from community to ministerial level. Under our humanitarian pillar we will continue to fund programmes that meet the needs of the most vulnerable, including work on the protection of women and children in armed conflict. And, under our governance and peace building plans we will continue to increase access to justice across Somalia for poor men and women (7,425 cases in 2010 dealt with through formal and informal justice systems increasing to 10,868 in 2015 - all attributable to DFID's work). We will also continue prioritising access to justice for women and support women's engagement in local peace processes. We are supporting a UN programme that is expanding legal aid services available across the country and aiding women lawyers to represent women before the courts. This programme also supports the operation of a Sexual Assault Referral Centre in Hargeisa, Somaliland – where victims of sexual assault can receive medical care and counselling, be assisted in reporting offences to the police and having access to free legal advice. This work resulted in the number of sexual assault cases addressed by the courts from just 5 in 2009 to 43 in 2010, and this number will continue to increase. In doing so, it will help end taboos and impunity for sexual violence.

Stepping up our approach

Transforming opportunities for women and men respectively and tackling the social threats faced by them will take time. However, working together with international partners, advocating for more concerted, targeted action - **meaningful progress on these challenges is in our reach**. Our work on women's health provides us with an opportunity to drive international and Somali action on FGM. Our lead role among donors on governance and humanitarian work will enable us to make the protection of women's rights, including action on sexual violence, central to international efforts. Our work across sectors will be linked, maximising our impact on these issues over the next three years. As major stakeholders in the EU and UN we will push for gender issues to be a central part of the way they do business. **We aim to create measurable, positive changes in the lives of Somali girls and women - specifically on reducing sexual violence, tackling FGM and increasing women's economic empowerment.** To do this we recognise that we – and the partners we fund - need to invest more in understanding how Somali culture, politics and the economy pose different challenges and opportunities for women and girls, and for men and boys.

Annex C

DFID Somalia current and future programmes			
Pillars	Existing and Proposed Interventions and Timelines	Finance £stg	Instruments
Wealth Creation	<p><u>Existing:</u> Sustainable Employment and Economic Development (SEED) Programme from Dec 2010 to March 2014 Already underway</p>	£12.9m (£10.9m over OP period)	Grants through lead agencies Food and Agricultural Organisation and World Bank (who will pass on to other agencies in line with agreed plans).
	<p><u>New interventions to:</u> Scale up of SEED from £12.9m to £23.6m Design phase in Jan-Jun 2012 Approval by Oct 2012</p>	£23.6m	Grants through lead agencies: Food and Agricultural Organisation and World Bank. Grants to grant or loans through challenge fund to be handled by management agent.
Governance	<p><u>Existing:</u> Governance and Peacebuilding Programme (GAPP) from April 2010 to July 2011.</p>	£5.8m	UN and International NGOs (INGOs).
	<p>Somaliland Elections Programme. To March 2012.</p>	£2.65m	To date Interpeace NGO. Final year mechanism to be agreed on basis of independent evaluation.
	<p><u>New interventions:</u> GAPP Cost extension from 1st June 2011 to 31st March 2012 Approval by May 2011</p>	£11.3m £79m	UN and INGOs.
Health	<p><u>Existing:</u> Harmonising Support to Somali Maternal and Child Health Programme (HSS MCH) June 2010 – March 2013</p>	£13m	Grant to NGO Consortium of 5 NGOs <ul style="list-style-type: none"> Population Services International, Tropical Health and Education Trust and Health Poverty Action in SL
	<p><u>New interventions:</u> Extension of HSS MCH to March 2015 Business Case completed by May 2011, approved by August 2011</p>	£13m	<ul style="list-style-type: none"> Trocaire in South Central Save the Children in Puntland PSI manages grant.
	<p>New Joint UN Health Programme for Somalia (United Nation Children's Fund, World Health Organisation, United Nations Population Fund)</p>	£30m	

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	<p>October 2011- March 2015 Design phase from March 2011 to August 2011 Approval by October 2011</p>		<p>Grant to United Nation Children's Fund for distribution to World Health Organisation and United Nations Population Fund on joint UN and Somali health plans. Potential for pooled fund SIDA/ AusAID.</p>
DFID Somalia current and future programmes			
Pillars	Existing and Proposed Interventions and Timelines	Finance £stg	Instruments
Humanitarian	<p><u>Existing:</u> Humanitarian Programme 2010-11 Programme activities run until December 2011 Residual standalone NGO agreement with MDM from 2009/10</p> <p><u>New interventions to:</u> New Humanitarian programme due to be designed in 2011. Still assessing whether single coherent programme approach will be possible under new five case business case model. If not several different components may be necessary – some may be multi year.</p>	<p>£30.4m</p> <p>£19m-£21m pa</p>	<p>MOUs with International Committee of the Red Cross, UN Office of the Coordination of Humanitarian Affairs (including the Common Humanitarian Fund), World Health Organisation, UN Children's Fund, Food and Agricultural Organisation, Gesellschaft für Internationale Zusammenarbeit. Grant Agreements with NGOs including OXFAM, Action Against Hunger, MedAir, Danish Refugee Council</p> <p>New intervention likely to include MOUs/grants with similar list of partners.</p>
International Effectiveness, M&E, Results, Safety and Security	<p><u>Existing:</u> Support to UN Resident Coordinator's Office (UNRCO) covering international effectiveness, risk management, strengthening the UNRCO offices in Somalia, support to the national development plans and Ministries of Planning for all 3 regions. (2009 – 2011)</p> <p><u>New interventions to:</u> Continued support to the UN RCO as above but also covering M&E, results and safety and security. (May 2011 – March 2015) Design and completion of business case Feb – April 2011 Approval by end April 2011 Implementation May 2011 to end March 2015</p>	<p>£0.67</p> <p>£8ⁱ</p>	<p>MoU with UN RCO</p> <p>MoU with UN RCO</p>

Annex C

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i Drawn from the overall Somalia allocation to each of the 4 pillars over 4 years

ⁱ Cost will be around £8m from the overall Somalia allocation to each of the 4 pillars over 4 years