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and the Middle East



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Somalia
2021–2024

Ministry for Foreign Affairs of Finland

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EXECUTIVE SUMMARY

Somalia is still in a transition from state collapse to functioning governance, from conflict to peace and from mistrust to confidence building. Somalia has advanced in building state institutions and while the conflict is ongoing in large parts of the country, some areas enjoy relative calm and stability, which has in turn resulted in positive social development. Finland is committed to continue supporting Somalia in its efforts for social development, peace and reconciliation as well as the advancement of the political reforms it has agreed to.

Finland's Country Programme for Development Cooperation in Somalia is aligned with Somalia's National Development Plan 2020-2024 (NDP 9), which is organised in four pillars: 1. Inclusive and Accountable Politics; 2. Improved Security and the Rule of Law; 3. Inclusive Economic Growth and 4. Improved Social Development. Finland focuses on strengthening peace- and statebuilding and inclusive social development within Pillar 1 and 4.

The approach of Finland's Country Programme for 2021-24 is shaped by the intertwined nature of the immense challenges Somalia faces. This means that solutions also have to be understood as interlinked processes, which highlights the need to improve the operationalisation of the humanitarian-development-peace nexus. The weak capacity of the state to provide basic services further weakens and delegitimises the state. Economic development and political stability cannot be achieved without social development and improved gender equality and vice versa. The Covid-19 pandemic has impacted not only the health sector but it has created wider social, economic and humanitarian consequences which will have long-term development implications in Somalia. In order to adequately address these challenges, integrated approaches are needed.

The Country Programme draws from lessons learned during the Country Strategy for Development Cooperation in Somalia for 2017-2020. Finland's support contributed to the improvement of sexual and reproductive health and rights (SRHR) services, which has been reflected in the reduction of maternal mortality in Somalia. Efforts to promote SRHR will continue. In addition, Finnish support contributed to positive trends in strengthened core state functions, especially public financial management. Initial statebuilding gains at the level of the Federal Government of Somalia (FGS) have highlighted the need to expand efforts to the Federal Member States (FMS) and the district level. Another lesson learned concerns the need for systematic advocacy and political dialogue to address pushback from influential actors in society and to support the implementation of reforms.

Long-term sustainability requires adequate domestic human and institutional capacity. This is especially important in Somalia, where the citizens' educational levels are among the lowest in the world. That is why Finland emphasises the importance of capacity building in all programmes and strengthens inputs to the education sector. Furthermore, the Country Programme includes increased support and a more structured approach to reconciliation and peacebuilding.

Finland's Country Programme 2021-2024 has two impact areas: 1. Improved confidence in the state and increased social cohesion for a renewed social contract and 2. Enhanced sexual and reproductive health and rights of women and girls. The impact areas are closely connected, with strengthened inclusivity as a cross-cutting objective.

1 Expected Results of the Country Programme

IMPACT 1: IMPROVED CONFIDENCE IN THE STATE AND INCREASED SOCIAL COHESION FOR A RENEWED SOCIAL CONTRACT

(SDGs 3, 4, 5, 10, 16, targets 3.8, 3.C, 4.1, 4.3, 4.c, 5.5, 10.2, 10.7, 16.1, 16.5, 16.6, 16.7)

Description

Decades of violent conflict have damaged the social fabric of the society and the relationship between the citizen and the state. To break the cycle of poverty, insecurity and violence, Somalia has agreed on the need to reconcile and to build a politically inclusive democratic federal system, which is able to offer basic services to the people. Renewing the social contract between citizens and the state requires strengthened government legitimacy at FGS, FMS, municipal and local levels. Inclusive and accountable governance and provision of basic services build trust and confidence in the state and legitimise it.

The statebuilding project is hindered by domestic political tensions and a lack of agreement on fundamental questions about power sharing. To enable steps towards a more peaceful society and a repaired relationship between the state and the citizen, reconciliation is needed at all levels and among all parties. To foster increased confidence in the state, building systems and capacity for the advancement of national reconciliation, good governance and service delivery in the FGS and FMS line ministries and local authorities is crucial. Strengthened governance and inclusive services in turn support stabilisation, resilience building and active civic participation.

Peace- and statebuilding in Somalia is an enormous undertaking, which is supported through various activities, also outside of the scope of the Country Programme. Finland contributes where it can provide specific added value. These objectives are also contingent on Somalia's own commitment to continue developing core state functions and curbing corruption, to improve relations between the FGS and FMS, and to agree on key questions of power and resource sharing through a finalised

constitutional review process. The activities of the Country Programme are based on the assumption that the security and political situation does not deteriorate in a way that would significantly hinder the implementation of the activities.

OUTCOME 1.1.: Progress in the implementation of an inclusive national reconciliation process in the federal government and selected federal member states

Somalia has embarked on the implementation of the national reconciliation process, which targets the whole society from the grassroots up to the highest political level with the aim of creating a shared social contract, building confidence in government among citizens and transforming community relationships. This, however, requires strengthened government capacity and structures. People working at different levels and sectors of government need tools, knowledge and systems for supporting the reconciliation process that is outlined in the National Reconciliation Framework. Somali ownership and leadership is a key factor in the success and sustainability of the process.

Finland continues to support building capacity for reconciliation at the FGS level. In addition, lessons learned from the previous country strategy period guide an increased focus on capacity building of key ministries at the FMS level and among local authorities. In order for the national reconciliation process to yield sustainable and impactful results, it has to be inclusive of different groups, regions and sectors of society. Finland focuses specifically on promoting inclusion and participation by women, youth and marginalised communities and the active inclusion and participation of an independent civil society. To achieve Outcome 1.1., it is assumed that the Somali government at different levels remains committed to increasing its capacity to implement an inclusive reconciliation process, and that civil society is given sufficient space to operate.

OUTPUTS

1.1.1. Increased inclusivity and shared national ownership of the national reconciliation process

1.1.2. Increased human capital and strengthened structures to implement the reconciliation process in FGS and FMS line ministries and/or other selected regional authorities.

1.1.3. Local-level reconciliation advanced in selected regions

INPUTS

Finland supports the reconciliation and local governance project implemented by FCA and the Network for Religious and Traditional Peacemakers. Peacebuilding by youth is supported via UNFPA's Country Programme. Key messages promoted by policy dialogue are: 1) participation by women, youth and marginalised groups in the national reconciliation process; 2) inclusive national politics, including FGS-FMS cooperation and agreement on key power sharing questions; 3) the vital role of an independent civil society. This will in particular leverage the co-chairmanship in the Group of Friends of Reconciliation in Somalia and the Advisory Board for the National Reconciliation Process.

OUTCOME 1.2.: Strengthened and more inclusive local administration in selected federal member states

Local administration plays a key role in enabling inclusive development, and its capacity for inclusive and accountable governance and ability to provide services to local communities is an important factor in strengthening people's confidence in the state. Strengthening local government is also a priority of the NDP 9.

To foster inclusive civic participation, local administrations must increase their capacity to respond to people's needs and pay increasing attention to women, youth and marginalised groups. Local administrations must also be better equipped to resolve conflicts, which enables peace dividends and improved service provision, which in turn supports peacebuilding and contributes to enhanced confidence in government.

Finland therefore supports the setting up of functional district councils that are regarded as legitimate, inclusive and able to facilitate reconciliation and provide services at the local level. By also supporting the development of more democratic ways of electing local representatives, Finland contributes to the bottom-up democratisation processes, which can pave the way for more inclusive politics at the

national level. This rests on the assumption that local administrations and communities generally support activities aiming to develop inclusive local governance and facilitate local-level reconciliation.

OUTPUTS

1.2.1. More effective and inclusive district councils established in selected locations

1.2.2. Peace dividends used for confidence building and improved service delivery

INPUTS

Finland will support the reconciliation and local governance project implemented by FCA and the Network for Religious and Traditional Peacemakers. Other support to strengthening local governance will be identified, for example Team Europe Initiative. The Immigration and Naturalization Department (IND) under the Ministry of Internal Security is supported via the IOM's capacity building project. Policy dialogue and advocacy promotes the following key messages: 1) inclusive local governance with representation and participation from women, youth and marginalised groups; 2) bottom-up democratisation and increased civic participation; 3) operational space for independent media and civil society.

OUTCOME 1.3.: Strengthened governance for service delivery in the education and health sectors

The government's capacity to deliver basic public services is very limited due to weak institutions, lack of regulatory and policy frameworks and limited human and financial resources. Most basic services are provided by private actors, which results in unequal access and uneven quality. Strengthening governance for service delivery is key for poverty reduction, resilience building and equality. Increased public service provision also contributes to trust, peacebuilding and government legitimacy.

Finland focuses on health and education services, which are priority areas in the NDP 9. At the federal level, the Ministries of Health and Education are supported to take more control of their respective sectors by creating regulatory and policy frameworks. The FGS and FMS ministries and other relevant institutions are supported by capacity building, knowledge production, technical support, piloting, monitoring, and providing intergovernmental platforms. New inputs in the field of education are planned in close

cooperation with the FGS and selected FMS educational authorities, other donors, and international organisations to identify the optimal added value Finland can bring.

Finland follows health and education sector development closely and takes active roles in donor coordination and policy dialogue. To achieve Outcome 1.3., it is assumed that the Somali government at different levels remains committed to inclusive and non-discriminatory health and education sector development, increases revenue to the health and education budgets, continues to develop the scheme of fiscal transfers with adequate oversight and accountability systems, and participates in aid coordination mechanisms.

OUTPUTS

1.3.1. Health and education regulation and policy frameworks set up and capacitated to enhance quality service production

1.3.2. Effective health and education management information systems established and taken in use to produce quality and timely information for evidence-based decision making

1.3.3. Strengthened capacity of FMS health and education ministries, local authorities and other institutions to implement inclusive health and education policies and provide quality services

INPUTS

Finland continues to support the World Bank's Multi-Partner Fund and IOM's Skills and Knowledge Transfer Programme (MIDA FINNSOM II). New capacity building projects are identified with Finnish diaspora experts and in the field of education. Policy dialogue and advocacy are done to promote the following key messages: 1) inclusive development in social sectors; 2) credible steps towards universal health coverage; 3) increased access to quality education for all. This in particular leverages the co-chairmanship in the Social Development Pillar.

IMPACT 2: THE SEXUAL AND REPRODUCTIVE HEALTH AND RIGHTS OF WOMEN AND GIRLS HAVE BEEN ENHANCED

(SDGs 1, 3, 5, 10, 16, TARGETS 1.4, 3.1, 3.2, 3.7, 3.C, 5.1, 5.2, 5.3, 5.6, 5.C, 10.2, 10.3, 16.3, 16.10)

Description

Somalia's healthcare system has been severely depleted as a result of complex and protracted conflicts and recurring humanitarian crises with a great impact on access to and delivery of essential health services, especially SRHR services. According to the 2020 UNFPA Somalia Health and Demographic survey (SHDS), the maternal mortality rate (MMR) is estimated at 692 deaths per 100 000 live births and, similarly, neonatal, child and other mortality rates are amongst the highest in the world.

Gender inequalities persist at all levels of society. Women and girls have less access to resources, social and economic opportunities, and to political and decision making processes. Gender-based violence (GBV) and female genital mutilation (FGM) remain major challenges and key protection concerns. Approximately 98% of women and girls have undergone FGM and continue to experience extreme exposure to GBV risks. These risks are heightened by conflict, displacement and recurring humanitarian crises.

The Covid-19 pandemic has had a severe impact on the Somali health sector, economy and population. Access to life-saving SRHR services and efforts to respond to gender-based violence have been negatively affected. The combination of movement restrictions, closure of schools and other social as well as economic strains brought on by the pandemic have increased the numbers of women and girls facing GBV and FGM as well as food insecurity and poverty. This will have long-lasting effects on the population and development. Given the challenging context, it is likely that Covid-19 will remain a public health concern but also an economic and social concern requiring long-term attention.

The health system is highly underfunded and extremely dependent on user fees and international development and humanitarian funding. As for women's rights and gender equality, very little progress has been made in advancing key legislation such as the Sexual Offences Bill and FGM Bill. The government needs to commit to reforms in order to strengthen and safeguard the rights of all women and girls. To

advance the SRHR of women and girls, it is vital to invest in improving and increasing access to reproductive health and right services as well as increasing awareness of women's rights at all levels of the society. This will further empower women and girls to actively engage and take part in education, political and economic decision-making as well as peace and reconciliation processes.

This impact area is built on the assumption that a strong commitment by the government and international partners towards health sector development, in an inclusive manner, will increase access to services and therefore contribute to enhancing the well-being of the population. To ensure effective sector coordination, the government and its partners are assumed to remain committed to engaging in the Aid Architecture and the National Health Sector Coordination Committee. Finland continues to support capacity building of key line ministries and health workforce to increase access to quality SRHR and GBV services, including family planning services and to enhance gender equality. In order to reach these goals it is assumed that the security and political situation does not deteriorate and that activities and programme implementation can be done at the local level.

OUTCOME 2.1.: Women and girls have increased access to inclusive SRHR services

Access to health care services, especially SRHR services, is very limited nationwide. Supporting the provision of SRHR services and the rights of women and girls in Somalia is vital in order to reach sustainable development and achieve gender equality. By supporting midwifery training, access to skilled attendance at birth is increased and the quality of preventive and life-saving services is enhanced. Similarly, investing in well integrated SRHR services increases access to family planning, comprehensive and basic emergency obstetric and neonatal care, and improves maternal health outcomes and newborn survival. This contributes to ending preventable maternal deaths and minimising impairments related to pregnancy and childbirth, thus promoting equitable and sustainable development in Somalia.

To achieve Outcome 2.1. it is assumed, that the government, donors and partners remain committed to supporting the provision of SRHR services and capacity building of health workforce in an equitable and inclusive manner.

OUTPUTS

2.1.1. Strengthened provision of inclusive SRHR services

2.1.2. Strengthened health workforce, especially by training qualified midwives to enhance quality of SRHR services

2.1.3. Increased access to inclusive family planning services

INPUTS

Finland supports UNFPA's Country Programme and IOM's Skills and Knowledge Transfer Programme (MIDA FINNSOM II). A new capacity building project is identified with Finnish diaspora experts. Finland continues as a co-chair in the Social Development Pillar. Policy dialogue and advocacy are done to promote key messages: 1) inclusive health sector development to increase service provision and 2) universal coverage of quality SRHR services.

OUTCOME 2.2.: The right of women and girls to access inclusive violence prevention and protection services is improved

The gender gap is extremely wide in Somalia, and women and girls face widespread gender inequality manifesting in numerous ways, including GBV and FGM. Sustainable development and economic development goals cannot be achieved without the rights of women and girls being realised.

While GBV, FGM and other forms of violence and harmful practices towards women and girls are common, women and girls have very limited access to violence protection and prevention services. Therefore, supporting the rights of women and girls to have access to inclusive violence prevention and protection services is crucial. There are currently no national legal or policy frameworks which are targeted at enhancing the rights of women and girls. Most survivors of GBV and other forms of violence depend on traditional justice mechanisms, including customary law, which has limitations in ensuring the human rights of the survivors.

Somalia has committed to numerous international conventions and therefore it is important to ensure the government upholds these commitments and furthers its human rights agenda. For this to happen, it is assumed that the government is committed to and capable of drafting, passing and implementing legal and policy frameworks to ensure gender equality and human rights. It is also assumed that the

government and the international partners invest in enhancing and increasing the delivery of violence prevention and protection services in an equitable manner.

OUTPUTS

2.2.1. Inclusive violence prevention and protection services increased

2.2.2. Legal frameworks to ensure women and girls' have right to access quality violence prevention and protection services are established and implemented

INPUTS

Finland supports UNFPA's Country Programme and IOM's Skills and Knowledge Transfer Programme (MIDA FINNSOM II). A new capacity building project is identified with Finnish diaspora experts. Finland continues as a co-chair in the Social Development Pillar. Policy dialogue and advocacy are done to promote key messages: 1) passing and implementing key legislation on protection of women's and girls' rights, 2) development towards zero tolerance for GBV, FGM and elimination of all harmful practices, and 3) increasing women's participation in political, social and economic platforms.

OUTCOME 2.3.: increased commitment to end harmful practices that normalise GBV and FGM and hinder access to family planning

Increasing awareness on sexual, reproductive and human rights is essential in transforming prevailing social and cultural attitudes normalising GBV, FGM and other harmful practices. These attitudes hinder access to SRHR services, such as family planning services, and increase the risk of GBV, FGM and other forms of violence. Transforming these attitudes is crucial for the well-being of women and girls and lays the foundation for an equal society.

Access to safe, voluntary and good-quality family planning services is a human right and central for gender equality and women's empowerment. Social norms and stigma can restrict access to family planning highlighting the need for increasing awareness and knowledge to ensure more women and girls can access the services safely. Increased knowledge and awareness on human and reproductive rights is crucial to enable women, adolescent girls, and boys as well as other persons in vulnerable situations to live a life free from violence, coercion, and discrimination.

Finland supports comprehensive sexual education, awareness raising and campaigns against harmful practices from community-level engagement to capacity building of Ministries of Women and Human Rights at the FGS and FMS levels, including Somaliland. It is assumed that increasing awareness and knowledge on SRHR and harmful practices will contribute in transforming cultural norms and attitudes that hinder access to family planning services and the realisation of women's and girls' rights. It is assumed that it will further contribute to religious leaders increasingly engaging in positive dialogue on gender equality, GBV and FGM and communities committing to ending harmful practices.

OUTPUTS

2.3.1. Awareness of women's rights and capability to claim them is increased among men and women

2.3.2. Awareness and knowledge of family planning is increased

INPUTS

Finland supports UNFPA's Country Programme and IOM's Skills and Knowledge Transfer Programme (MIDA FINNSOM II). A new capacity building project is identified with Finnish diaspora experts. Finland continues as a co-chair in the Social Development Pillar. Policy dialogue and advocacy are done to promote key messages: 1) gender mainstreaming and 2) elimination of all harmful practices related to GVB and FGM.

2 RISKS, MONITORING AND EVALUATION

2.1 Risk management

All development cooperation involves risks. Development cooperation is often conducted in complex and difficult conditions – in countries where the administrations may be weak, people live in extreme poverty and corruption is a problem.

The risks involved in the implementation of Country Programmes are assessed and monitored closely, but sometimes they materialise despite the taken precautions. Anticipating and managing risks is an essential part of the implementation of the Country Programmes: Risk assessments are done regularly and impact the programme design and decision making process at all stages. Risk mitigation measures, their success and materialized risks are reported annually.

Somalia is still a very fragile state and there are several contextual risks. The majority of identified risks in the Country Programme for Somalia have to do with corruption, political instability (e.g. upcoming elections, exclusion and clannism), the volatile security situation (including potential domestic and regional violence) as well as recurring national disasters and other crises, such as the Covid-19 pandemic. However, even though the operational environment is challenging, many operational risks can be mitigated with good coordination and cooperation with other donors and partners. To share and mitigate the risks, Finland uses mostly multilateral aid channels. Sharing information, participating actively in multiforms and triangulating information is also important. In case increasing tensions in national politics slow down the implementation of activities at the national level, local level activities taking place in different parts of the country allow grassroots work to continue. Fluidity and adaptability is key in the multiannual Country Programme period to enable the adjustment of plans and activities as potential risks materialise. It is also vital to direct resources in the team to monitoring the identified risks.

In the context of Programme implementation, the risks are managed through careful planning, screening and selection of partners and funding channels. All Programmes report on the use of funding and the results of their work. The Ministry and Embassies follow the progress, the use of funds, and the reliability of reporting through steering groups, monitoring visits, independent evaluations and reviews and regular

communication. Ministry also commissions external auditing companies to perform regular audits.

2.2 Monitoring, evaluation and learning

Country teams are in charge of monitoring the performance of Country Programmes for Development Cooperation. This work follows the MFA's principles and guidelines, especially the Guidelines on Results-based Management, the Manual for Bilateral Programs and the Evaluation Guidelines. In joint arrangements, Finland will participate in joint reviews and evaluations, and aims to support the development of local monitoring and evaluation frameworks and capacity.

The Country Programme is monitored closely. Monitoring and evaluation activities are identified in the monitoring and evaluation plan, which is updated and followed up regularly.

The indicators used in the results framework of the Country Programme reflect expected changes at the various levels of administration (local, regional, FMS, and FGS levels) and population (women, girls, households, etc.). The data is collected from implementing agencies, government sources and joint reviews. In addition to collecting quantitative information, the country team monitors the qualitative processes and potential changes in the country context by paying regular visits to the relevant ministries and other institutions and discussing the progress with the relevant Somali stakeholders. Aid architecture and donor coordination meetings provide additional information and understanding of contextual features of working in the fragile context. The country team will assess new projects supporting local governance, education sector and capacity building with diaspora experts to form a thorough understanding of the added value Finland can provide.

The collective monitoring and evaluation cycle of Finland's Country Programmes includes monitoring, evaluation and reporting activities, which are carried out simultaneously for all Country Programmes and in a fixed format. These include yearly reports, biannual synthesis reports, mid-term review and external evaluations.

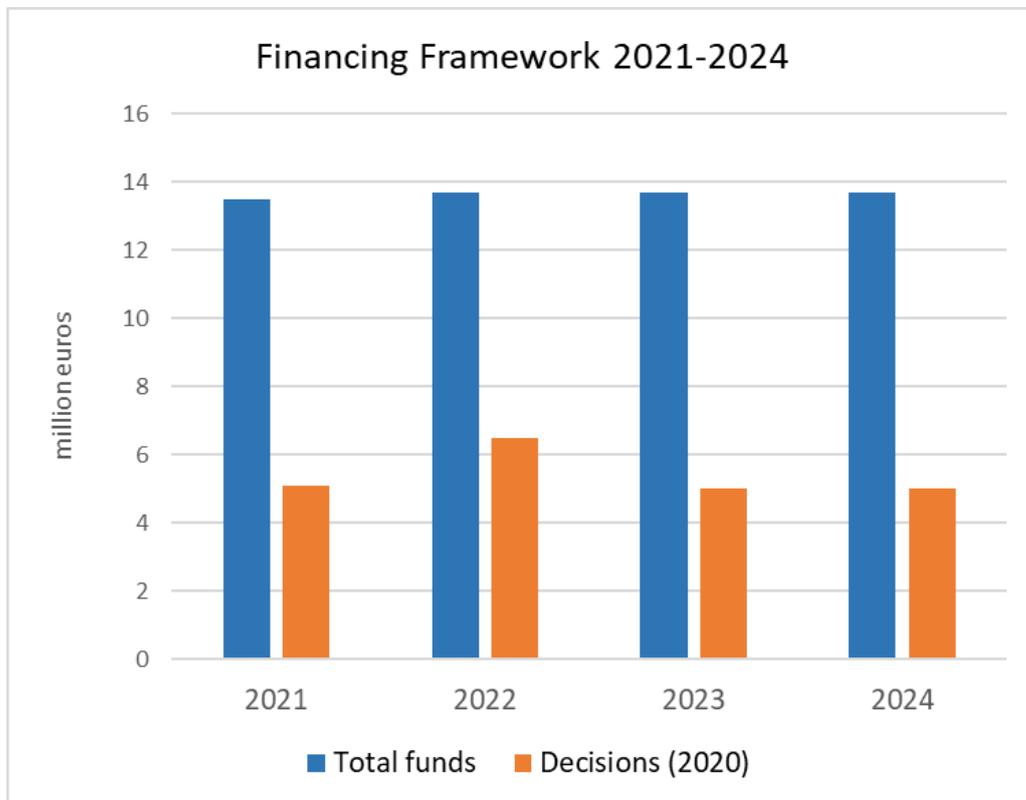
In preparing the **annual results report** of the Country Programme for Development Cooperation the country team assesses not only the Programme performance as per the results framework but also assesses the validity of the theories of change and related assumptions and risks vis-à-vis the context. The theories of change may be adapted to changed circumstances or implementation strategies, if deemed necessary. The annual report is discussed within the respective regional department.

A synthesis report of the annual reports are prepared as a joint effort by the regional departments every two years. The departments synthesise main findings or trends found in all of the Country Programme yearly results reports.

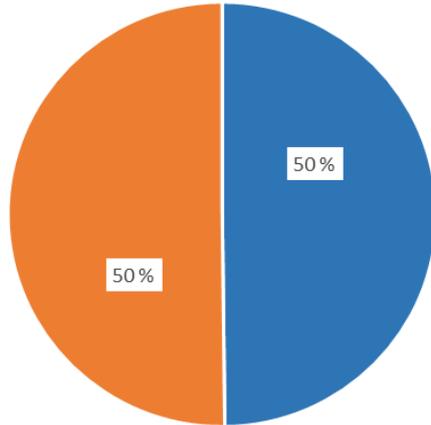
Country teams will carry out a **mid-term review** of the Country Programme. The mid-term review results and recommendations are used for decision making on whether changes are needed in Country Programme impact areas. The MFA Evaluation Unit may carry out an evaluation of Country Programmes towards the end of the Country Programme cycle.

2.3 Tentative financing plan

The financial frame for 2021–2024 is approximately 54,6 million euros. The financing plan includes the bilateral development cooperation that is programmed under the Country Programme. It does not include humanitarian aid, private sector instruments or Finnish CSOs.



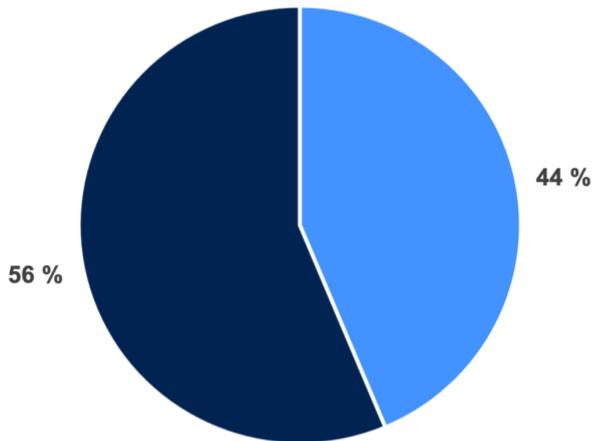
Financing by Impact Areas 2021-2024



- Impact 1: Improved confidence in the state and increased social cohesion for a renewed social contract
- Impact 2: The sexual and reproductive health and rights of women and girls have been enhanced

Total funds 53,8 million euros
(excluding planning funds)

Financing by Development Policy Priority Areas



- Rights of women and girls
- Education and peaceful democratic societies

Total funds 53,8 million euros
(excluding planning funds)