



Evaluation of the European Union's External Action

RESPONSE OF THE EU SERVICES TO THE RECOMMENDATIONS



Evaluation title	<u>Evaluation of the European Union Cooperation with the Federal Republic of Somalia (2014-2021)</u>		
Lead EU Service	Directorate-General for International Partnerships (DG INTPA), <u>Unit A4 – Eastern and Central Africa</u> Evaluation managed by DG INTPA, Unit D4	Country of the assessment	<u>Federal Republic of Somalia</u>
Associated EU Services	European External Action Service Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) Service for Foreign Policy Instrument (FPI)	Main policy areas addressed by the evaluation	i) peacebuilding and security; ii) state-building and improved governance at national and federal state levels; iii) Public Financial Management reform and local economic development; iv) strengthening the education sector; v) promoting food security and better nutrition; and vi) enhancing resilience through improved livelihood and reduced vulnerability.
Evaluation budget	EUR 399,870	Contractor	Particip GmbH
Date of approval of final report	May 2023	Publications	<u>European Union cooperation with Somalia (2014-2021). Volume 1 - Publications Office of the EU (europa.eu)</u>
Additional information	During the period of 2014-2021, the time horizon examined by the evaluation, the EU's development cooperation in Somalia was based on the state-building ambitions and objectives formulated in the "Somali Compact", the key policy and planning document of the Somali Government when rebooting its state-building process in 2012/2013. The EU's strategic engagement deepened in 2017/2018 with the move of the EU Delegation (EUD) to Mogadishu, a new EUR 100 million general budget support programme launched in 2018, and a shift to a more integrated approach (better linking the different EU services, sectors and interventions), making the EU's cooperation more comprehensive and enabling it to become more of a strategic player in Somalia.		

Recommendations from the independent evaluation		Response of the EU services (to be updated one year later)
R1	<p>Clarify the role of the EU's international development cooperation within the overall strategic EU approach to Somalia through updated EU Foreign Affairs Council Conclusion</p> <p>Continue to frame EU support to Somalia under the broad peacebuilding and state-building goals of the New Deal, but, to make the EU's international development cooperation more effective, clarify the strategy politically via updated EU Foreign Affairs Council Conclusions. Specific attention should be given to: i) inviting additional EU Member States and their implementing organisations to take up a more active role in Somalia, ii) the political implications of specific instruments and modalities such as budget support and European Fund for Sustainable Development Plus (EFSD+); and iii) strengthening linkages between bilateral and regional engagements.</p>	<p>Accepted</p> <p>On 26 June 2023, the Council approved new conclusions reaffirming the EU's commitment to its long-standing partnership with Somalia and the willingness to deepen its strategic cooperation¹. The conclusions stress that the focus of the EU's partnership with Somalia is now on jointly implementing the "EU-Somalia Joint Operational Roadmap – A Renewed Focused Engagement" and maintaining the positive dynamic. Differential mandate and principles of different DGs will be considered for implementation. In the case of DG ECHO, due to their mandate, are safeguarded from its overall support under the broad peacebuilding and state-building goals.</p> <p>The EU will continue to mobilise its entire toolbox in support of Somalia, including through the Neighbourhood, Development and International Cooperation Instrument (NDICI)-Global Europe, the Global Gateway, humanitarian assistance, as well as the European Peace Facility (EPF) and Common Security and Defence Policy (CSDP) missions and operation.</p>
R2	<p>Formulate a Humanitarian-Development-Peace (HDP) nexus guidance and an updated civil-military guidance for Somalia</p> <p>Formulate an HDP nexus guidance for cooperation with Somalia to clarify the division of labour between the different EU services and their type of engagement in view of the EU's strong support to both stabilisation and humanitarian assistance. The guidance should be produced by EU institutions but take note of the work of EU Member States on the HDP nexus. Insights from the recently conducted EU study on the implementation of the HDP nexus (2022) should be taken on board.</p> <p>Promote progress to achieving the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) update of the civil-military cooperation guidance for Somalia.</p>	<p>Rejected</p> <p>In the framework of Somalia, good achievements have been made in the context of the HDP nexus and will be further enhanced through the launched Operational Roadmap and the adopted Council Conclusions, where the EU reaffirms its commitment to continue providing humanitarian assistance based on needs and in line with the humanitarian-development-peace nexus approach, while advocating for principled humanitarian action and access. This will be done taking note of the work of EU Member States and recent EU nexus work review, as well as of in country, system wide HDP nexus efforts facilitated by the UN in collaboration with relevant national authorities. Revised International Aid Architecture proposed by the Federal Government of Somalia should enable the articulation of these efforts. In light of the above, the recommendation calling for the development and formulation of an HDP nexus guidance (in the sense of a fresh, new set of guidelines) is rejected as the recently launched Operational Roadmap and Council Conclusions are under implementation and will further enhance the HDP nexus among other priorities.</p>
R3	<p>Promote the successful mix of instruments and modalities across the EU's cooperation</p>	<p>Accepted</p>

¹ [Somalia: Council conclusions confirm a new strengthened partnership between the EU and Somalia - Consilium \(europa.eu\)](https://www.europa.eu)

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<p>Enhance learning from EU's overall successful and innovative combination of instruments and channels of support in areas such as education, and explore how this can be replicated in other sectors and subsectors.</p> <p>Continue providing general budget support as long as it provides opportunities to leverage macro-policy and sector-policy reform, and access to policy dialogue. Continue testing and learning from new programme approaches such as Inclusive Local and Economic Development (ILED) in support of territorial development.</p>	<p>A new Budget Support programme is foreseen to be adopted by September this year, which will build on the ongoing State and Resilience Building Contract (SRBC). By providing targeted financial assistance to the Somali government, the program can leverage macro-policy and sector-policy reforms while facilitating policy dialogue, particularly in the education sector.</p> <p>To enhance learning from the EU's successful combination of instruments and channels of support in education and explore its replication in other sectors and subsectors in Somalia, transferable elements could be identified that can be replicated in other sectors and subsectors. This includes identifying common principles, approaches, and strategies that could be adapted to address challenges in other areas such as agriculture, infrastructure, or governance. The lessons learnt under the ILED programme, particularly with regard to more inclusive planning processes, will be taken on board to increase ownership by the various stakeholders.</p> <p>However, specific challenges and complexities in Somalia will be carefully considered to ensure the effectiveness and feasibility of these instruments and modalities.</p>
<p>Deepen and widen the EU's integrated approach in Somalia</p> <p>Build on the positive experiences gained from promoting and implementing an integrated approach involving DG INTPA, EEAS, FPI and other DGs, and reinforce efforts to deepen this integration with regard to the EU's missions and operations under the Common Foreign and Security Policy (CFSP). As for the EU missions operating under the CFSP, efforts should focus on a better use of – mostly human – resources and a regular update of mandates and division of labour in a rapidly changing environment.</p>	<p>Accepted</p> <p>Efforts will be reinforced to further deepen and widen the integrated approach through the launched EU-Somalia joint operational roadmap and the newly adopted Council Conclusions.</p> <p>Efforts will be continued on the utilization of human resources and ensuring regular updates of mandates and division of labour, considering the rapidly changing environment in Somalia. By deepening and widening the integrated approach, the EU aims to enhance coordination, synergy, and effectiveness in its engagement, ultimately contributing to stability, development, and improved outcomes in Somalia.</p>
<p>Improve on recruitment of staff, review staff numbers, working hours and assess the effects of a split EUD between Nairobi and Mogadishu in 2025/2026</p> <p>Undertake efforts to improve on the timely recruitment and fielding of EUD staff for the cooperation section and the political section of the EUD. Review the number of available EUD cooperation staff so as to ensure an adequate technical accompaniment of different sectors and ensure that working hours and staff leave are in line with the EU-internal recommendations made in 2017.</p>	<p>Partially Accepted</p> <p>Efforts will be made to enhance the timely recruitment and deployment of staff for the political and cooperation section of the EUD. However, it is a challenge to attract experienced colleagues to hardship postings such as in Somalia and the departure of colleagues outside the rotation/mobility exercise inevitably lead to gaps between postings with implications on ensuring business continuity.</p> <p>The profile of the technical staff being recruited to the cooperation section is adjusted, whenever possible, to better respond to the requirements of managing the evolving cooperation portfolio.</p>

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	Assess the split of the EUD between Nairobi and Mogadishu towards the end of the current funding period (2025/2026) to form an opinion about the pros and cons of a full move of the EUD to Mogadishu, in view of a possible improvement of the situation of the country.	The split of the EUD across two locations complicates the work of the Delegation and hence an assessment of the pros and cons of different options is justified. However, there are several factors with considerable implications that will determine the feasibility of a full move of the EUD to Mogadishu.
R6	<p>Foster the overall flexible cooperation approach but improve on visibility</p> <p>Continue to nourish EU's overall flexible cooperation approach in view of Somalia's ongoing politically fragile, conflict affected and generally unpredictable country, regional and global situation. Invest more in the quality of EU visibility and outreach to the Somali public via more sophisticated and communication-savvy approaches, including actions to counter fake-news and hate-speech via social media, high-level visits of EU representatives and their engagement with the media.</p>	<p>Accepted</p> <p>Given Somalia's politically fragile and conflict-affected environment, as well as the inherent unpredictability of the country within the regional and global context, it is crucial to continue nurturing the EU's flexible cooperation approach. To enhance visibility, work is in progress to design and deploy communication strategies, which may utilize more sophisticated and communication-savvy approaches. Moreover, measures need to be identified to counter fake news and hate speech on social media.</p>
R7	<p>Continue successful cooperation with international partners and use opportunities of TEI</p> <p>Cherish the EU's positive and successful partnerships with key international strategic players, the WB, USA, and UK in particular, and improve its collaboration with the UN where necessary.</p> <p>Extend the quality and intensity of exchanges with EU Member States engaged in Somalia and seize opportunities for enhanced collaboration provided via the more recently designed Team Europe Approach and specific Team Europe Initiatives (TEI) as well as the Global Gateway.</p>	<p>Accepted</p> <p>The EU will continue to value its partnerships with key international strategic players, notably the World Bank, United States, and United Kingdom, as well as the United Nations. Efforts will be made to extend the quality and intensity of exchanges with EU Member States actively engaged in Somalia, capitalizing on the collaborative potential offered through the Team Europe Approach and the Global Gateway. By nurturing these partnerships and maximizing collaboration opportunities, the EU aims to enhance its collective impact in supporting the development and stability of Somalia.</p>
R8	<p>Enhance bottom-up development support and widen the "localisation agenda"</p> <p>Further intensify and widen support for bottom-up development processes, in particular via interventions to strengthen the linkages between civil society and local governments.</p>	<p>Partially Accepted</p> <p>The benefits of enhancing the bottom-up approach and the localisation agenda are recognised. In this respect, call for proposals organised by the Delegation are open to and target civil society and national NGOs and CSOs. However, capacity constraints amongst the national civil society limit the scale and pace at which such targeted support and funding can be increased. In addition to targeted capacity building programmes, the Delegation encourages national NGOs to</p>

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	<p>Extend the “localisation agenda” by funding more local NGOs and CSOs, potentially also via bigger contracts, to further strengthen ownership and effectiveness of interventions.</p> <p>Draw up a roadmap, similar to the civil society roadmap, on how to support local governments in the country in as far as they are available.</p>	<p>partner with more experienced and larger organisations to facilitate knowledge transfer and capacity building.</p> <p>Support to local authorities is a large and complex undertaking that requires a joint up approach with several partners. In this context, a jointly developed roadmap is worth exploring.</p>
R9	<p>Explore opportunities to expand and mainstream cross-cutting issues</p> <p>Do more to foster the promotion of conflict sensitivity, gender, youth, attention to vulnerability and human rights as cross-cutting issues where relevant, and pay attention to transformative approaches and intersectionality, in particular when dealing with gender in line with orientations provided under the Gender Action Plan III.</p> <p>Explore opportunities to better mainstream youth and human rights and formulate do-no-harm approaches more explicitly.</p>	<p>Accepted</p> <p>Following an EU joint analytical exercise conducted in 2022, some additional recommendations have been made in relation to opportunities for conflict prevention and peacebuilding, as well as conflict sensitive programming. It is expected that these will be implemented in the future phases of programming.</p> <p>Cross cutting issues are already considered during programme design and implementation, and we will continue to pay attention to foster the promotion of these issues where relevant, particularly in relation to gender. Additionally, exploring opportunities to further mainstream youth and human rights, and explicitly formulating do-no-harm approaches will be considered.</p>
R10	<p>Keep peacebuilding and state-building goals central to cooperation efforts</p> <p>Further support state-building via constitutional reform and interventions to strengthen the rule of law, but with adaptations to pay more attention to traditional legal and justice systems.</p> <p>Build on the EU’s significant investment for peace and security to further act as a strategic partner engaging with Somali and international stakeholders with a common and clearer approach. This should include the development of a more comprehensive approach to also address Preventing and Countering Violent Extremism in Somalia.</p> <p>Build also on the successes achieved in Public Financial Management (PFM) and the education sector by remaining engaged and expanding on the sustainability of interventions and outcomes. In this regard, continue with general budget support to leverage political and sectoral change, to move towards more direct</p>	<p>Accepted</p> <p>The importance of peace and state building is recognised. As such, the EU will continue to support state-building through constitutional reform as well as interventions that reinforce the rule of law, while also acknowledging the importance of traditional legal and justice systems. Building on its investment in peace and security, the EU will continue to engage in strategic partnerships with Somali and international stakeholders. The EU will also remain engaged and build on the achievements in Public Financial Management (PFM) and the education sector. General budget support will continue to leverage political and sectoral change, gradually transitioning to more direct funding modalities in the education sector, while ensuring the EU's active participation in dialogue processes.</p>

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<p>funding modalities in the education sector and to ensure the EU has a voice at the dialogue table.</p>	
<p>R11</p> <p>Work towards an improved EU support to resilience and the productive sectors</p> <p>Invest in institutional and individual capacity strengthening to improve food and nutrition security to mainstream these objectives in its programming, and to further build the evidence of its impact across the HDP continuum of action. In this regard, a better monitoring of the EU contribution to food and nutrition security objectives should be applied more systematically, e.g., by integrating relevant food and nutrition security indicators in the design of future programming.</p> <p>Develop and implement this approach in the framework defined by the EU Green Deal and related Farm to Fork Strategy, whereby programming should take on the recommendations of the recently completed EU Assessment on Sustainable Agriculture Food Systems.</p>	<p>Accepted</p> <p>Efforts will be made to invest in institutional and individual capacity strengthening to enhance food and nutrition security. Food and nutrition indicators have been already included in the design of productive sectors interventions under the BREACH Action Document (Annual Action Plan 2022) and the Food Production action. They will continue to be integrated in future resilience and productive sectors interventions in order to measure and monitor the EU contribution to food and nutrition objectives. This approach will align with the EU Green Deal and Farm to Fork Strategy, incorporating the recommendations from the recently completed EU Assessment on Sustainable Agriculture Food Systems. By adopting this framework, the EU aims to advance its support for resilience and productivity in Somalia while promoting sustainable agricultural practices and enhancing food systems. For example, through the key value chains identified (live animal/meat, sesame, sorghum, and fin fish) for Somalia.</p>
<p>R12</p> <p>Uphold efforts to mobilise resources beyond international cooperation funding</p> <p>Continue to mobilise substantial resources to meet needs and demands for assistance, also reflecting Somalia's geopolitical relevance for the EU, but carefully consider the EU's capacities on the ground to respond to expectations expressed by the EU Member States and other international partners.</p> <p>Given the need for substantial resources to develop the country, enhance efforts – in as far as possible given the country's situation – to mobilise resources through development finance (EFSD+) and by teaming up with the EU Member States, leveraging risk-sharing mechanisms.</p> <p>In view of substantial EU Member States contributions via development agencies and Development Finance Institutions (DFIs), ensure that close coordination between EU and its Member States is upheld, so that development expertise can</p>	<p>Accepted</p> <p>The EU will continue to mobilize resources to address the needs and demands for assistance in Somalia, recognizing its geopolitical relevance.</p> <p>Proactive efforts and dialogue have been and will continue to be undertaken to encourage European DFIs to engage in Somalia. Various initiatives were launched under the previous Multiannual Indicative Programme (Roadmap for DFI Investment in Somalia; SME and microfinance loans; support for investment climate reforms) with the involvement of EU Member States (plus Norway) and their Development Banks (including the EIB).</p> <p>A complementary approach to unlock investments was launched last year, where the Somali diaspora could play a major role. It aims at strengthening business linkages between the EU and Somalia and emphasising the dialogue with private sector and investors. The EU will pursue this strategy combining cooperation assistance and policy dialogue in the coming years, and various new initiatives are already being discussed with EU Member States, European DFIs, and multilateral partners like the WB, IFC, UNIDO, Africa Guarantee Fund.</p>

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<p>be shared, and investment portfolios (in which DFIs can invest) can be prepared using their own instruments.</p>	<p>Overall, however, an important gap remains between the development needs of the partner country and the risks and costs perceived by the European DFIs to operate in Somalia. Promoting the necessary structural changes is very much a long-term agenda.</p>