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Swiss Agency for Development  
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# Swiss Cooperation Programme Horn of Africa 2022–2025



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# Foreword

*The strength of a people is measured  
by the well-being of its weakest members*  
(Preamble, Swiss Federal Constitution, 1999)

*Hadal Daawaayuu Keena  
Ee Dab ma Kiciyo<sup>1</sup>*  
(Somali Proverb)

The Horn of Africa has been at the centre of global attention for several decades. While armed conflicts, large-scale displacements and food insecurity remain at the fore, the region also spearheads the use of mobile money, increasingly devolves power and responsibilities to the local level closest to the population, and sustains a vibrant private sector ecosystem that significantly contributes to maintain the provision of essential services.

Switzerland has been engaged in the Horn of Africa since the 1990s in the areas of humanitarian aid, development and peace building. In the wake of the famine of 2011, and after the Horn of Africa became one of Switzerland's priority regions, the Swiss Agency for Development and Cooperation (SDC), the State Secretariat at the Federal Department of Foreign Affairs (FDFA) and the State Secretariat for Migration (SEM) at the Federal Department of Justice and Police combined their respective instruments into a "Whole of Government Approach" for the implementation of the first Regional Cooperation Strategy 2013–2017 in the Horn of Africa.

Already in its third iteration, the Cooperation Programme for the period of 2022–2025 has the long-term objective of contributing to the realization of a stable and resilient Horn of Africa region that supports the wellbeing, inclusion and empowerment of the most vulnerable communities including women. The Programme focuses geographically on Somalia (including Somaliland) and the arid and semi-arid lands of North-Eastern Kenya and South-Eastern Ethiopia. While the long term strategic focus of the Cooperation Programme remains unchanged, Switzerland is committed to address humanitarian needs resulting from conflicts and shocks outside the geographic target area of the Programme including

the current conflict in Northern Ethiopia. With regard to the target population, the Cooperation Programme strives to reach those left furthest behind and focuses on (agro-) pastoral communities, displacement-affected communities as well as women. Thematically, the Programme covers the four strongly interlinked sectors Good Governance, Food Security, Health and Migration & Protection. Given the protracted nature of conflicts and the recurrent character of natural hazards, the Programme will comprehensively apply a Humanitarian-Development-Peace nexus approach.

Switzerland follows a regional approach in order to reflect the horizontal transhumance of pastoral livelihoods in the Horn of Africa and to mirror the cross-border movement of migrants and of displaced persons in the region. Swarms of millions of desert locusts have crossed the Horn of Africa countries multiple times these past years, destroying thousands of hectares of crops and grazing lands. Likewise, the Covid-19 pandemic has proven to all of us that diseases know no borders, particularly in a world as interconnected as the one we are living in. Hence, regionality is an attempt to more adequately respond to challenges that transcend frontiers.

The Swiss Cooperation Programme 2022–2025 was jointly developed by the Swiss Agency for Development and Cooperation, the FDFA State Secretariat and the Swiss State Secretariat for Migration, who renewed their commitment to pooling resources and know-how for the joint implementation of the Programme, and in close collaboration with governments and partners in the three countries of the Horn of Africa. We trust that this will contribute to a path towards peace, stability, resilience and inclusivity in the Horn of Africa and to the well-being of its people.



Patricia Danzi  
Director-General SDC



Livia Leu  
State Secretary FDFA



Mario Gattiker  
State Secretary SEM

<sup>1</sup> "Negotiation brings solution; it does not light up a fire"

# Context

The Horn of Africa (HoA)<sup>2</sup> ranks among the most conflict-prone and fragile regions in the world. It is one of the main sources and host of refugees and internally displaced persons (IDPs). Dimensions of fragility include protracted conflicts and violent extremism, weak governance and poor quality of public services, economic inequalities and the increasing negative effects of climate change. The already critical situation worsened significantly both due to the Covid-19 pandemic and its impact on regional economies, which increased food insecurity and poverty across the region, but also because of the outbreak of new conflicts (e.g. in Northern Ethiopia). However, the HoA is distinctly contemporary, globalized, and full of potential. This is evident in the spread of mobile telecommunications, digital innovation, economic growth, rapid urbanization, as well as in an agile global diaspora. A generation of young, energetic and connected citizens is increasingly working together to create better prospects for the region.

## A region of geostrategic interest and regional tensions

The geographical focus of the Swiss engagement in the HoA is on Somalia and the (semi-)arid lands of North-East Kenya and South-East Ethiopia<sup>3</sup>. This area is part of a wider key geostrategic region of global importance. As such, it has been a focus of shifting and competing external influences, which contributed to political, economic and social instability. The basis for this includes its location along major trade searoutes and land routes, and its proximity to the oil rich Arabian Peninsula. The region builds a link between the Middle East and Africa, straddles the Maghreb region and sub-Saharan Africa, borders a crucial maritime strait, and is rich in natural resources. Security competition is also developing against the backdrop of China's expansion into Africa (including through

its Belt and Road Initiative) and a wider competition for influence between major global powers, with a historically high influence of the Gulf States.

Economic conflicts over scarce natural resources are widespread in the HoA and deeply affect Somalia and the (semi-) arid lowlands of Kenya and Ethiopia. Recently discovered oil, gas and water resources in the three countries are additional drivers of tensions. Ethiopia's water resources that feed large parts of the HoA and beyond are also at the origin of tensions with neighbouring countries. An escalation of long existing interethnic tensions across Ethiopia has further exacerbated longstanding border disputes within the country and across the region.

## Transcending borders and regional collaboration

The traditionally nomadic economy and culture of the pastoralist societies in the HoA comprise cross-border trade and inter-clan ties. The borderlands between Somalia, Kenya and Ethiopia belong to the most neglected regions and have become increasingly insecure, making the population vulnerable. In the geopolitical context of the HoA, comprehensive regional collaboration represents an opportunity to make use of untapped economic and social potentials and to address shared challenges to attain sustainable development. Acknowledging this fact led to the establishment of the Intergovernmental Authority on Development (IGAD), with the objective of promoting regional collaboration. Although IGAD has difficulties in advancing a common agenda, the organization yields significant convening power and has at times been able to align the interests and policies of its member states, resulting in progressive initiatives (e.g. the IGAD Drought Disaster, Resilience and Sustainability Initiative and the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees).

Nonetheless, over the past years IGAD has been excluded from most of the conflicts and peace processes (e.g. the Ethiopian-Eritrea peace process or the Sudanese transition). Political leaders in the region tend not to use primarily institutional frameworks, such as IGAD or the African Union (AU), to structure their cooperation or manage conflicts. They prefer personal channels, which may yield the expected results but fail to strengthen regional and continental multi-

2 The HoA generally is considered to consist of Somalia (incl. Somaliland), Ethiopia, Djibouti, Eritrea and Kenya. The Greater Horn of Africa often comprises additionally Sudan, South Sudan, Uganda, Rwanda, Burundi and Tanzania. In the present Cooperation Programme, the term Horn of Africa is used as synonymous to the Somali peninsula covering Somalia (incl. Somaliland), South Eastern Ethiopia and North-Eastern Kenya. See Appendix 6 for the area covered by the Programme.

3 The IC strategy 2021–2024 defines the "Somali crisis area" as a priority geographic area.



lateralism. In 2020, the leaders of Somalia, Ethiopia, and Eritrea proposed to form a new regional bloc, referred to as the Horn of Africa Cooperation (HoAC). While the HoAC aims to address transnational and cooperation problems of the three countries, it bears the risk of further undermining established organizations, most importantly IGAD as well as the AU.

## Rebuilding viable state institutions

At national and sub-national levels, political developments characterized by renewed dynamics of transformation gave promising signs, even if the political situation remains fragile in the whole region. Somalia, Ethiopia and Kenya have been set up as federal and devolved states, recognizing the specificities and power claims of subnational levels. With the launch of the New Deal Compact and the implementation of an internationally recognized election in 2017, Somalia started its reintegration into the international community after decades of authoritarian rule and violent conflict, making notable progress in rebuilding state institutions. The 2011 Provisional Constitution provides the current basis for a federal system in Somalia. Clarifying power and resource sharing between the federal and the state level will be crucial in order to manage developmental imbalances between different member states.

Kenya launched an ambitious decentralization process in 2010 which brought national resources closer to the people, including in North Eastern Kenya where devolving responsibilities also led to intensifying local competition over economic resources. In Ethiopia, the constitution of 1995 introduced federal regional states based on ethnic criteria. The change of

government in 2018 after decades of authoritarian regimes seemed to open the political and civic space. Yet, escalation of long existing ethnic tensions, violent conflicts and insurgencies within the country such as in Northern Ethiopia are at the backside of this progress and could destabilize the entire region. In the Somali Regional State, the Ogaden National Liberation Front and the Federal Government signed in 2018 a peace deal, but devolution of power and reforms of the region's institutions remain to be put into practice and the prolonged absence of state institutions has created a context where clan-identifications have reemerged as vital components. However, rebuilding state institutions and the necessary trust in them will only be successful and sustainable, if a broad social contract amongst all segments of the population – that goes beyond the elite-circles – can be reached. Emerging indigenous types of civil society as well as independent media as the fourth estate are crucial for political maturity and stability.

## Social diversity and exclusion

The societies in the area covered by the HoA Cooperation Programme are structured along ethnic clan- and sub-clan lines. They offer a rich socio-cultural heritage, but also lead to exclusion and discrimination, which especially affects some ethnic and minority clans, people with disabilities as well as displaced people and women. Minority clans face systemic exclusion from decision-making processes, are not effectively represented in national and local government, and are often not reached by humanitarian and development programmes. As kinship is traced through the father, women are consid-



ered as being “in-between clans”. They face both challenges related to patriarchal and clan structures. As a result, women remain underrepresented in the public and income-generating spheres with women-headed households facing particularly severe socio-economic challenges. The practice of female genital mutilation / cutting (FGM/C) is widespread across the region. An estimated 99% of women in Somalia are survivors of FGMs with 64% having undergone the most severe form of circumcision. Child marriage is also rampant with 16% of married women in Somalia getting married by the age of 15. From a socio-economic perspective, women-headed households are particularly vulnerable, which has been further aggravated during the Covid-19 crisis.

### **Weak access to basic social services, especially health**

Public basic service provision is weak and cannot respond to demand. Most areas, especially those marginalized or affected by violence are drastically underserved. Consequently, life expectancy in the region is low (57 to 66 years). Service provision by the authorities is limited. The private sector fills an important gap, while being often too expensive for the poorest segments of society, who remain dependent on donor-funded service provision. Women and children are particularly affected by a weak health system, with high maternal- and infant mortality rates. While in Kenya the national maternal mortality ratio stands at 362/100'000 livebirths, the rate is 1'523 in some counties of North Eastern Kenya. In Somalia, the maternal mortality ratio is estimated at 692, and stands at 548 in the Somali Region of Ethiopia. Infant mortality stands regionally at 35/1'000 livebirths and is much higher still in Somalia (77) and in the Somali Region (67).

### **Fast population growth and urbanization**

The population of the HoA is young (average median age: 18 years old) and growing rapidly. Somalia, has one of the highest total fertility rates worldwide at 6.9 children per woman and is expected to see a five-fold increase of its population by 2100. Fertility rates in the Somali Region of Ethiopia and Kenya's North Eastern region are amongst the highest nationally. This leads to a “youth bulge” which adds to already high rates of youth unemployment, underemployment or vulnerable employment. The HoA is also among the fastest urbanizing regions in the world, with the return of refugees and internal displacement being key drivers of the movement of people from rural to (peri-)urban areas. Mogadishu, Hargeisa, and Jigjiga are among the fastest-growing cities in the world and are sites of important investment in commercial and residential real estate and service economies. The region is urbanizing very rapidly<sup>4</sup>, without adequate planning or urban management, with the risk of perpetuating and increasing

instability. At the same time, urbanization bears opportunities for industrial or service-oriented economic development.

### **The economic potential, informal economy, and private sector**

The human and economic development of the area covered by the HoA programme is marked by weak inclusiveness and a widening inequality gap. The poverty rate is above 35% both in Kenya and Ethiopia, while the population living below the poverty line is over 70% in North-East Kenya and in the Somali Region of Ethiopia. Somalia has an absolute poverty rate of 70% (i.e. people living below the international poverty line of 1.9 USD/day) and a lower middle income poverty of 90%. In Somalia, internally displaced persons (IDPs) and the rural population (both agro-pastoralists and nomads) have the highest rates of monetary poverty. All countries have substantial economic potential to build on, such as agriculture and livestock, manufacturing, mineral and natural resources, and to some extent tourism, digital innovation or services (Kenya, Ethiopia). Livestock accounts to 40% of GDP and 60% of workforce in Somalia; both the transhumance of pastoralism as well as livestock trade corridors cross national borders. The entrepreneurial dynamism of a young population and global linkages to a diaspora network and its remittances are widespread. However, the economy is largely informal, mostly unregulated, primarily driven by consumption and based on remittances from the diaspora and international trade networks that are controlled by a small group of wealthy businessmen. In Somalia, the importance of remittances to households is particularly high and without this support, around one-third of households would not be able to meet their basic food needs. Economic actors organize themselves according to kinship relations with the ‘majority clans’ taking the lead, and structures of social control and trust within these groups replacing legal guarantees and regulations. Political economy changes over the past few years saw Somali traders increasingly able to use clan, business and religious connections in the HoA and Gulf to increase trade across the region. Gulf States also increasingly recruited workforce from the HoA. This brought changes to national investments in the region, increased remittances, as well as changes to traditional livelihoods (e.g. through shifting pastoralist to a sedentary lifestyle). In Somalia, normalization of relations with international financial institutions in the frame of the Heavily Indebted Poor Country (HIPC) Initiative represent opportunities to address social and economic challenges, if peace will be sustained. However, there is an urgent need in all countries to address structural challenges to enhance economic diversification, reduce bureaucracy, state control, and endemic corruption, while investing in human capital.

<sup>4</sup> Annual urban population growth rates from 4.0% for Kenya, 4.2% for Somalia and 4.7% for Ethiopia



## Environmental degradation, climate change and food insecurity

Frequent droughts pose a significant threat to livestock, the main source of food and income for nearly all residents in the HoA. Almost 3 mio people in Somalia, 5.5 mio in Ethiopia and almost 2 mio in Kenya are in IPC Phase 3<sup>5</sup> or above. The region faces an alarming rate of environmental degradation in the form of loss of vegetation and biodiversity, increased soil erosion, and desertification, which cyclically produces famines, massive economic and social dislocations, and widespread resource-based conflicts. This is further exacerbated as the region is disproportionately affected by the adverse impacts of climate change (cycles of drought, flooding, cyclones, crop diseases, animal epidemics and desert locust plagues). In terms of climate change, Somalia is rated as the most vulnerable country in the world. The country has, since 1990, experienced more than 30 climate-related hazards, including 12 droughts and 19 floods – triple the number of climate-related hazards experienced between 1970 and 1990. Eastern and Southern Ethiopia, and Northern Kenya are also rated highly vulnerable due to precipitation variability, food insecurity, and vector-, food-, and water-borne diseases. Weak public support functions add to fragile social cohesion and conflict, which lead to insufficient capacity for disaster risk management and resilience building in the HoA. As a consequence, entire communities have already given up rural livelihoods, are forcibly displaced by cyclic drought situations and disasters, or move towards urban centres to seek opportunities and safety. The increasing scarcity of essential natural resources contributes to disputes that are easily exploited by armed groups. Hence, environmental management, climate change adaptation and Disaster Risk Management are crucial to maintain livelihoods and address vulnerabilities of communities in the region.

## Recovery efforts endangered by the Covid-19 pandemic

Covid-19 pandemic has slowed down the economic activities in the HoA and the regional Gross Domestic Product growth decelerated sharply. The pandemic's multi-faceted impact is being felt: national economies in Somalia, Ethiopia and Kenya have suffered due to export losses, and unemployment has grown, particularly amongst the youth and in the informal sector. Covid-19 has also exposed serious governance shortcomings, including corruption issues, which have, in turn, contributed to further eroding public trust. The pandemic has also highlighted the plight of migrants, with calls for countries to adhere to international law and human rights standards, and enhanced cooperation regarding repatriation, in view of the serious public health concerns involved.

## One of the highest concentration of displaced people worldwide

Displacement situations in the HoA have existed for several decades and the concentration of protracted refugees and IDPs is one of the highest in the world. The region features a dynamic combination of mixed migration and forced displacement, with countries simultaneously hosting and assisting IDPs, refugees, returnees, victims of trafficking and labour migrants. Somalia is the main country of origin in the region, while Ethiopia and Kenya are the two main host countries. The number of IDPs in Somalia is estimated at 2.9 million, with a significant number requiring humanitarian assistance. The northern region of Kenya hosts around 500'000 refugees, primarily from Somalia and South Sudan, while Ethiopia currently hosts about 800'000 refugees and asylum seekers from Eritrea, Somalia, South Sudan, Sudan and Yemen, and has a further estimated 3 million IDPs.

Accommodating displaced people imposes costs on host communities, potentially leading to further conflict. At the same time, and with the right frameworks in place, a refugee population can also represent an interesting market and driver of economic growth for a region. Ethiopia and Kenya play a progressive role in the implementation of the Comprehensive Refugee Response Framework (CRRF). In 2017, IGAD member states adopted the Nairobi Declaration on Durable Solutions for Somali refugees and its Plan of Action. IGAD has created a platform for dialogue on local integration and transitional solutions for refugees. In line with these frameworks, several governments apply new approaches towards self-resilience and long-term socio-economic integration of displaced people into their host communities. With regard to internal displacement, Somalia (2019) and Ethiopia (2020) ratified the African Union Convention for the Protection and Assistance of IDPs in Africa (Kampala Convention).

<sup>5</sup> The Integrated Food Security Phase Classification (IPC) is an evidence- and consensus-based analysis of food insecurity and acute malnutrition originally developed in 2004 by FAO to be used in Somalia. There are five severity phases (IPC 1: minimal, IPC 2: stressed, IPC 3: crisis, IPC 4: emergency, IPC 5: famine).

# Swiss Foreign Policy Objectives and the Donor Context in the Horn of Africa

The devastating 2011/2012 drought and famine, the piracy in the Gulf of Aden, and the elections of a transitional federal government in Somalia, prompted Switzerland to step up its commitments and begin a long-term engagement. Determined by the needs of partner countries and Switzerland's long-term interests, in 2013 the HoA became one of Switzerland's priority regions of intervention.

## Swiss foreign policy interests and objectives in the region

Switzerland's HoA Programme is guided by the Federal Constitution and the *Swiss Foreign Policy 2020–2023*. In accordance with objective 6.2 set out in the *Foreign Policy 2020–2023*, Switzerland formulated a *Sub-Saharan Africa Strategy*, which identifies three thematic priority areas for the Greater Horn of Africa: peace, security and human rights; prosperity; sustainability. Through its approach, Switzerland aims at contributing to a more stable and secure future in the HoA and strengthen the region's sustainable socio-economic development and contribute to reducing the causes of forced displacement and to migratory pressure. This will create new opportunities, including for Swiss businesses, who are showing increasing interest in the African market, notably in Kenya, one of the nine lion economies of the Sub-Saharan region.

The HoA Programme is aligned with and contributes to the *Swiss Strategy for International Cooperation 2021–2024*, which identifies 35 priority countries of intervention, including the *Somali Crisis Area*, and focuses on four thematic priorities: creating decent local jobs; addressing climate change and the environment; reducing the causes of forced and irregular migration; promoting the rule of law. The HoA Programme defines four thematic engagement priorities, based on the regional context, Swiss long-term interests and Swiss value added to other development initiatives: 1) Building and sustaining inclusive governance systems and peace, 2) Strengthening food security and rural livelihoods, 3) Enhancing basic services, especially health, and 4) Strengthening protection for civilians and durable solutions (DS) for displacement affected communities (DACs). Switzerland's international cooperation in the HoA is based on the following three interconnected Swiss interests:

### 1) Increase stability in the target areas

Switzerland – as a hub for commodity trade, an international service provider, and an export-dependent country – has an intrinsic interest that the Red Sea region remains stable and secure. Switzerland has furthermore an interest that instability in Somalia does not jeopardize the crucial world trade shipping route passing in proximity of the country's 3'000 km long coastline. Switzerland has also an interest to export its products to economic hubs such as Kenya and large consumer markets such as Ethiopia.

### 2) Strengthening the strategic link between international cooperation and migration policy

Switzerland's interest is to protect refugees, displaced persons and migrants in vulnerable situations in their region of origin as well as improve migration governance within IGAD member states. In the longer term, it is in Switzerland's interest to address root causes and reducing the causes of forced displacement and irregular migration as well as to harness the potential of migration for development. To this end, Switzerland incorporates all of its international cooperation instruments and bases its work on a strategic link between international cooperation and migration policy.

### 3) Avert recurrent humanitarian needs in target area

Switzerland has an interest that the fragility of the region is being addressed in order to avert the recurrent humanitarian needs in the target area. To this effect, Switzerland will contribute to the development of this region by strategically combining its existing instruments based on joint analysis, joint programming and eventually joint financing. Moreover, Switzerland's humanitarian commitment is a foundation of Switzerland's good reputation, maintaining its humanitarian engagement and tradition and showing solidarity to societies in acute need of support is within Switzerland's own interest.

## A whole-of-government regional approach to maximize the impact

Switzerland's HoA Cooperation Programme follows a regional and whole-of-government approach (WoGA). In the stra-



tegic focus area of Somalia and the lowlands of Kenya and Ethiopia, Switzerland strives to apply all WoGA instruments in order to foster synergies and maximize its comprehensive impact in the target region. In line with their mandate, WoGA partners continue to apply various international cooperation instruments as well as foreign migration policy instruments also outside the geographic focus of the Cooperation Programme. This is particularly the case in the field of migration<sup>6</sup>. Furthermore, Switzerland's humanitarian mandate is universal, and works to protect the lives, safety, dignity and rights of people affected by crises, situations of violence, armed conflict and disasters also outside the geographic focus area of the HoA Cooperation Programme. All Swiss actors pursue enhanced policy dialogues in the domains of Migration & Protection, Food Security and Health both with national authorities and through multilateral platforms, such as IGAD, AU or the UN. The regional WoGA approach also aims to increase the coherence, impact and presence of Swiss multilateral initiatives (e.g. Geneva Global Hub for Education in Emergencies).

### **The contribution of the international community**

The geopolitical importance of the area covered by the HoA Cooperation Programme and the proximity to the Gulf Region continues to attract sizeable support by various stakeholders,

who invest in humanitarian assistance, development, security/stabilization and economic collaboration. Aid flows to and interventions in the region have become more global, competitive and fragmented. A multitude of traditional donors and stakeholders are present in Somalia, Kenya and Ethiopia, as well as the majority of UN agencies, the World Bank and the African Development Bank, who implement large programmes. Key national frameworks such as the Somalia National Development Plan 2020–2024 (NDP9), Kenya's Vision 2030, the Ethiopian 10 Year Development Plan 2021–2030 and respective Humanitarian Response Plans (HRPs) for Somalia and Ethiopia, guide the development investments and humanitarian aid. Beyond that, non-traditional donors such as Turkey, the United Arab Emirates, Saudi Arabia, Qatar and China have emerged as important actors. Overall, the HoA countries are among the largest recipients of aid worldwide (Somalia USD 1.7 bn, Kenya 2.5 bn and Ethiopia 3.3 bn). Switzerland is among the top 10 bilateral donors in Somalia contributing roughly 3% of ODA, among the top 20 bilateral donors in Kenya contributing roughly 0.5% of ODA, and among the top 15 bilateral donors in Ethiopia, contributing roughly 0.8% of ODA. However, Switzerland is one of the long-standing key donors in North East Kenya and in the Somali Region of Ethiopia. Switzerland also takes an active part in donor coordination and, when opportunities arise, takes a leading role. It cooperates whenever possible with like-minded donors and encourages emerging donors to be included in the countries' coordination mechanisms.

<sup>6</sup> e.g. GPMD in the field of labour migration, urban migration and financial inclusion in Kenya, Ethiopia and Uganda; SEM in the fields of integration of refugees/migrants and social cohesion in Addis Ababa as well as of capacity building in the area of migration management.





# Achievements and Lessons Learned 2018–21

## Results achieved

Since 2014, Switzerland has been engaged in the HoA in four thematic sectors: good governance, food security, health, as well as migration & protection and on the two transversal themes – good governance and gender equality – including as well conflict sensitivity as a modality. Over the period 2018–2021, the programme has achieved tangible results and managed to develop a *more strategic grip and a degree of maturity*. The niches and the comparative advantages for Switzerland have been better defined and will lead to better results in the medium-term, despite the fragile and challenging environment. Switzerland has been active and took leadership in *coordination* mechanisms, in order to reinforce its work at the programmatic level and influence policy development (co-chair in humanitarian and sectoral donor coordination bodies).

In Somalia, Swiss support to the **governance and peace-building** sector has focused on state-building, financial governance, federalism/decentralization and reconciliation. Despite political tensions between the Federal Government of Somalia (FGS) and Federal Member States (FMS), the *state-building* process has made some progress at the technical level on the elements that are not of a political nature, and Switzerland contributed to this through its support to the constitution review process. However, the contentious issues – mainly about power and resource sharing, the federal and justice model – remain unresolved. Implementation of *Public Financial Management* reforms have contributed to improved efficiency in the use of public resources, but weaknesses remain e.g. in tax administration. Supporting local governments and the civil society contributed to establishing legal frameworks, structures and capacities at local level, and to foster *peace* and development by effectively and accountably responding to the needs and rights of all Somalis. The Swiss co-financed Local Development Fund supported local projects in twenty districts based on priorities defined by communities. Switzerland spearheaded in 2021 the support to the first democratic local elections at district level in Somalia in the past thirty years. During the past two years, Switzerland supported *reconciliation* processes in disputed areas, and between FGS and FMS. **Lessons:** (1) local governance is effective, but it is important to continue advocacy for the de-politicization of public administration and service

provision in order to mitigate negative influence, particularly during electoral periods; (2) stronger implication of Somali citizens and of excluded or marginalized segments of society in key governance processes is key to develop a broad social contract not based only on a small elite; (3) it is worth exploring informal/traditional governance systems in Somalia, which might persist in parallel to the new institutions; sustainable solutions might require integration of traditional and formal mechanisms.

To address the challenges of climatic shocks (droughts, floods), desert locust invasion, crop diseases, animal epidemics and Covid-19 in the arid and semi-arid lands of the HoA, close to 160'000 people, including more than 75'000 women and girls, have benefited in the last four years from Switzerland's support in the **food security** sector to improve (agro-)pastoralists' livelihoods, production means and services. These interventions enhanced local community resilience to recurrent shocks, applying systemic approaches with longer-term results. Through women economic empowerment initiatives, close to 27'000 women have improved their productive capacity. Switzerland has supported *early warning systems* to enable communities to respond to shocks, and contributed to evidence-based policy planning, which resulted in improved coordination, better humanitarian response and a strengthened nexus. In partnership with the *private sector*, Switzerland piloted a number of innovative technologies for efficient service delivery in the water sector. By catalysing and supporting small and medium enterprises, it leveraged around USD 13.5 million private financing across all domains. Nearly all resilience-building programmes in the HoA continued to embed flexible funding (*crisis modifiers*) for early actions, in the event of shocks. Due to the impact of climatic shocks, conflicts and chronic poverty, Switzerland also supported almost 320'000 people (around 168'000 women and girls) with humanitarian assistance. Throughout this period, it achieved a better environment for service delivery. Its policy dialogue and engagement with local authorities resulted in an enhanced participation of the population in the development of *policy frameworks* on aspects such as livestock disease control and management of water, rangeland, fodder and livestock marketing. **Lessons:** (1) the livestock sector remains a dominant source of livelihood for (agro-)pastoralist communities in the drylands ecosystem. A study funded by Switzerland revealed that there is need to focus



on livestock from a regional value chain perspective using a trade corridor approach; (2) need to further address the root causes of food insecurity and livelihood vulnerabilities inter alia the multiple consequences of climate change on natural hazards, food systems and livelihoods in the region; (3) scaling of technologies for efficient service delivery and improved productivity requires longer-term engagement with communities, stronger collaboration between public and private sector and support for capacity development.

Switzerland started its engagement in the **health** sector in 2014. At the end of 2020, over 1.3 million people had accessed primary *health services* through the Swiss programmes supported both in Somalia and Ethiopia, and around 130'000 women had access to skilled birth attendants. In Somalia, a total of 9 district plans had been developed and the first ever Somalia Health and Demographic Survey was completed. In addition, Switzerland supported 15 midwifery schools and ensured Gender-Based Violence (*GBV*) services were provided to over 33'000 GBV survivors. There was a successful pilot of a private healthcare network in Somalia, which demonstrated that a market-system development approach to healthcare has merits also in a fragile context. This network has now 200 member facilities in four main cities and its members serve between 200'000 and 250'000 Somalis per month, corresponding to up to 3 million patient visits per year. This was the first documented attempt to organise the health business sector in Somalia. In Ethiopia, Switzerland contributed to building up the scientific expertise on *One Health* and established a One-Health curriculum within the Jigjiga University. Started in Ethiopia, the programme expanded the scope to research partnerships with the University of Hargeisa and the Somali National University in Mogadishu. The regional roll-out of One-Health mobile units should further expand and deepen the Swiss One-Health portfolio in the HoA. Switzerland has been at the forefront also of the *Covid-19 response* by launching pandemic specific interventions, by integrating Covid-19 components to existing programs and by supporting a mix of public and private partnerships, which have been key in setting up coordination mechanisms and service provision. **Lessons:** (1) importance of the engagement with the private sector to deliver services for Universal Health Coverage (UHC); (2) need for including crisis modifiers as the operational areas of the projects are recurrently affected by cyclic drought, flooding, outbreak of diseases and other emergencies; (3) importance of sexual and reproductive health not only to address the high maternal and child mortality rates, but also to address the unsustainable demographic growth; (4) One-health provides a niche area for Switzerland in the context of pastoralist communities in the HoA. An innovative model of integrated health service delivery through the one-health units is to be piloted in HoA.

In the **Protection/Migration** domain, Switzerland contributed with the *provision of basic services* to the protection of refugees in Kenya and IDPs in Somalia and Ethiopia. More than 4'600 (incl. 2'300 women) members of refugee and host communities in Kenya's city and camp of Kakuma moved closer to socio-economic self-reliance through market-orient-

ed skills training that led to an improvement in income and employment opportunities. In the same location, Switzerland contributed to the new establishment of a competitive Business *Challenge Fund*, which provides business opportunities for refugees and host community and might radically shift the way assistance is provided. With Swiss funding, among others, the ICRC visited 15 places of detention in Somalia and supported 230'000 IDP families with multi-purpose cash grants, targeting most vulnerable households, malnourished children and pregnant/lactating women in *IDP settlements*. The engagement of high-level expertise and the deployment of secondments in durable solutions to UN Resident Coordinator Offices (RCOs) – both in Somalia and Ethiopia – led to successful promotion of normative and institutional frameworks for *durable solutions* for internal displacement (such as new legislation on evictions, new National Durable Solutions Strategy or the establishment of the National Durable Solutions Secretariat), paving the way for programming. The concentration of IDPs in urban and peri-urban areas points towards the importance of urban development within DS. A Durable Solutions Initiative was launched in Ethiopia in December 2019 on the model of the one launched early 2016 in Somalia. As a result, a regional WoGA DS programming has been launched. It will strengthen the Swiss coherence and its impact at the policy and operational level on this important topic for the region. In addition, Switzerland contributed to the self-reliance, integration and social cohesion of refugees and host communities. The learning on the ground in HoA was brought to the regional level (IGAD) and the UN Secretary-General's high-level panel on displacement. Switzerland was active in *advocacy* on the themes of centrality of protection, inclusion and DS at national and regional levels. At the regional level, Switzerland supported the *IGAD* Member States in drafting national migration policies, strengthening national coordination mechanisms and facilitating consultative processes on DS as well as in the implementation of the Nairobi Declaration. Switzerland – in a joint endeavour of all WoGA partners – established its leadership as a trusted partner of IGAD in the migration field, thanks to its support in programming as well as expertise and donor coordination. **Lessons:** (1) Need to strengthen the coherence between Swiss global dialogue/engagement on Migration & Protection and field implementation in order to achieve higher effectiveness. (2) It is key to involve authorities – at all levels – in the conceptualization and development of the DS programmes from the onset, to foster full ownership and leadership. (3) Based on the progress on the normative and institutional levels, Switzerland will now focus the implementation of concrete and area-based interventions, taking into account shared learning and accountability.





## Lessons learned for the entire regional programme

In 2020/2021, a mid-term evaluation (MTE) highlighted the relevance of the Cooperation Strategy, its alignment with the government priorities, but also underlined that a regional coverage with engagement in four different domains and regional cooperation (through IGAD) sets a high level of operational ambition.

The following lessons learned are of particular importance for the Swiss Cooperation Programme 2022–2025:

- The regional programme is complex, and the degree of **synergies between domains** remains limited.
- The strategic MTE encouraged Switzerland to focus more on being an incubator of **innovation** and knowledge, as well as on their scaling-up, than delivering many projects.
- Covid-19 has shown the importance of working with **local actors**, who stayed engaged during the pandemic. Partnering with local actors, however, is time-consuming due to weaker capacities.
- Given that the situation of women in the HoA is still precarious in terms of gender equality, mainstreaming **Gender** is not sufficient. Switzerland will need to reinforce advocacy, partnerships and specific interventions. A **Minority Inclusion** assessment underlined the importance of understanding and explicitly factoring in local power dynamics, and the need to counter existing inequalities with strong and pro-active inclusion of non-dominant communities and minority clans.
- The traditional **monitoring tools** are not adequate for adaptive programming, given a highly dynamic and volatile context, where most of the geographical areas covered are difficult or impossible to access.
- **Strategic secondments** have been essential in anchoring and promoting DS in the UN system and in the development of the new SGBV programme. This could be replicated also in other priority themes.



## Implications for the Cooperation Programme 2022–2025

The HoA will remain a highly fragile and volatile region for the foreseeable future. Conflicts and environmental hazards will continue to lead to large-scale humanitarian needs. The development and political sphere will likely be characterized by both progress as well as set-backs. Working across the humanitarian-development-peace nexus in analysing, programming / coordination and policy dialogue will therefore remain the modus operandi for the Cooperation Programme 2022–2025. More weight will be given to the peace dimension. While being aware of the multiple challenges in the region that might regularly require emergency interventions, Switzerland will more explicitly address root causes of fragility, vulnerabilities and conflict in its thematic domains (such as land degradation and mismanagement of natural resources, land ownership, power imbalances and social exclusion, traditional practices, low institutional capacities). Lessons learned from the Covid-19 pandemic will be addressed both on institutional and programmatic level. Switzerland will leverage its profile and comparative advantages as a credible, neutral and principled actor committed to upholding dialogue with all sides. To increase the impact of its cooperation intervention, Switzerland will use complementary nexus and WoGA instruments, the unique dimension of a regional program, as well as its long-term trusted partnerships with (local) implementing partners.

The domains of intervention of the previous cooperation strategy remain relevant to the context and align with Switzerland's Strategy for International Cooperation 2021–2024 (IC Strategy). **Good Governance** and **Gender** will be kept as transversal themes. Governance will be based on an enhanced consideration of Political Economies in portfolio design and steering to foster effective institutions, inclusive policies and constructive multi-stakeholder interactions. Gender Action Plans for each domain with concrete deliverables and based on the HoA gender evaluation will be established annually. Given the extreme fragility and the protracted, multi-level conflicts in the region, it is imperative that **Conflict-Sensitive Programme Management** (CSPM) as cross-cutting modality will be applied in all Swiss interventions in order to prevent doing harm and to contribute to building trust and social cohesion. In line with Switzerland's IC Strategy, more emphasis will be put on integrating **Climate Change** mitigation and adaptation measures within and across the portfolio, based on the Climate Change Assessment of 2021 and the application of the Climate, Environment and Disaster Risk Reduction Integration Guidance (CEDRIG).

A sharp focus and a portfolio (rather than project) approach within each thematic domain will strengthen the Cooperation Programme's effectiveness. A stronger cross-sectoral ap-



proach with meaningful interlinkages and synergies between domains will increase future performance and strengthen Swiss strategic positioning. Notable examples of potential synergies are One Health and WASH (domains Food Security and Health), SGBV (domains Health and Migration), DS (domains Migration, Governance and Food Security), basic services (incl. Health, WASH etc.), environmental rehabilitation (domains Food Security, Health and Migration), resource-based conflict resolution (domains Food Security and Governance) or multi-sector health system (domains Health and Governance).

In the spirit of the Agenda 2030 and the commitment of “Leaving no one behind”, Switzerland will directly target the poorest and the most vulnerable in the HoA. The **target population** in the area of intervention will be sharpened and focus on (agro-)pastoral communities, displacement-affected communities (IDPs, refugees, host communities, returnees) and women. Furthermore, Switzerland will advocate for social inclusion and integration of vulnerable groups and strive to reach those furthest left behind in their societies, in particular minority communities, as well as nomadic communities. The recommendations of the Minority Inclusion Learning Review 2021 will be systematically implemented and used to launch a donor and agency-wide reflection on inequalities and those left behind. Attention will furthermore be paid to intersectional discrimination (such as gender) and entry points tested to reach people with disabilities, who suffer discrimination. Wherever possible, data on most vulnerable groups, including disaggregated information, will be collected. Given the youth bulge in the region, it will be important to adjust our programmes to the needs of young people and how to integrate them e.g. in skills development or value chains within the portfolio. At the same time, the relatively stable fertility levels in the geographic area of intervention over the past decades and ensuing unsustainable population dynamics will be addressed through interventions in the Health domain.

The Cooperation Programme will generally maintain the current **geographic area of intervention**, i.e. Somalia (including Somaliland) and the arid and semi-arid lowlands of South-Eastern Ethiopia and North-Eastern Kenya. In line with their mandate, WoGA partners may also be engaged outside the geographic focus of the Cooperation Programme. The regionalization of our interventions will continue to be proactively pursued (regional, multi-country, cross-border), but with a nuanced and pragmatic approach based on whether this adds concrete value and is explicitly more adequate compared to national or subnational approaches. In order to increase efficiency, impact and visibility, as well as to further cross-domain synergies, the Programme will further enhance its nexus and a multi-sectoral approach through territorial convergence of interventions (area-based approach, see Appendix 6). The area of development focus responds to four dimensions: important cross-border corridors (such as IGAD clusters 2, 3, 7 and Tog Wajaale corridor); displacement hotspots (such as Baidoa, Beletweyne, Dadaab, Kakuma); high-potential areas where development successes can be

championed (Puntland, regional state capitals); and zones that remain politically contested and have a particular need to be able to benefit from development programs (such as the Sool and Sanaag region).

Switzerland will need to adapt to the rapid urbanisation in the region with growing urban poverty and IDP communities in peri-urban areas, while also paying attention to rural-urban linkages and avoid creating additional pull-factors. Hence, engaging with cities and municipalities – especially in the Governance and Migration domains – will gain in importance in the coming years.

In the spirit of sustainability and efficiency – and in line with Switzerland’s Grand Bargain commitment – Switzerland will strengthen localization and systemic effects by increasing its partnerships with local stakeholders. It will also support the localization of data collection, ownership and dissemination. In the same spirit, a more consultative, culturally rooted, clan and kinship-sensitive, and locally-led approach – especially in state-building aspects of the portfolio – will be pursued. Such a bottom-up approach should also be less affected by adverse national dynamics. Switzerland will seize opportunities to support local champions that spearhead reforms and can serve as context-adapted models to be replicated.

Switzerland will more systematically act as a hub for innovation and knowledge in its HoA program, tap into technology and digitalization as transformative vehicles, and increase its engagement with the private sector across all domains. Playing the role as an innovative forerunner will become more relevant as funding from the World Bank’s International Development Association (IDA) and other International Financial Institutions (IFIs) is scaled up. Somalia reached Heavily-Indebted Poor Countries (HIPC) initiative Decision point in March 2020, a major milestone that paved the way for debt relief and allowed for full re-engagement with the IFIs after 30 years outside the system, which will transform the weight of bilateral donors. Partnering with innovative actors, such as the African Risk Capacity (insurance solutions), will remain an option.

Switzerland is well equipped to follow this focus and contribute with value-added: It is recognised for its humanitarian tradition, its capacities in context-adapted systemic change, and its application and promotion of an integrated humanitarian-development-peace approach. Switzerland’s long-standing engagement in the region is rooted in the context and has contributed to the establishment of dense national and regional networks of partners and stakeholders, as well as to specific thematic niches. As its engagement is not conditioned by short-term economic interests, Switzerland enjoys a reputation as a reliable, trustworthy and credible partner. Under the HoA programme, Switzerland has gained high recognition in the marginalised arid and semi-arid lowlands, and by applying multi-stakeholder approaches.



# Strategic Orientation and Swiss Priorities 2022–2025

The overall goal of the Swiss Cooperation Programme Horn of Africa 2022–2025 is

**To contribute to the realization of a stable and resilient region that supports the wellbeing, inclusion and empowerment of most vulnerable communities, and women.**

The Swiss Cooperation Programme 2022–2025 prioritises four domains of intervention: (1) Good Governance, (2) Food Security, (3) Health; and (4) Migration & Protection. The programme strives to integrate gender equality and good governance in a transversal manner. Climate change adaptation and mitigation will be mainstreamed into the programme. A conflict-sensitive programme management approach will be applied to all interventions. The financial framework for the Cooperation Programme 2022–2025 comprises CHF 200 million (see Appendix 5). It is expected that at least 60% will be allocated to Somalia (incl. Somaliland) which is an increase compared to the Cooperation Strategy 2018–2021.

## Portfolio outcome 1: Good Governance

Overall outcome: **A more inclusive political settlement and bottom-up state building process that promotes reconciliation and accountability, leading to an improved social contract.**

The outcome contributes to the following SDGs



**Outcome Statement 1:** A more inclusive and stable political settlement that broadens the elite contract and formalises vertical power and resource sharing.

**Outcome Statement 2:** Bottom-up state building processes leading to responsive and inclusive local institutions with improved capacity to deliver decentralized equitable and sustainable services and durable peace.

The geographic focus of this portfolio will be Somalia (incl. Somaliland). The portfolio will mainly contribute to the Inclusive Politics Pillar (Pillar 1) of Somalia's NDP9 and address major challenges such as the narrow elite bargain, a political culture based on a rent seeking patronage marketplace, the lack of trust between political actors, the absence of agreement on key constitutional issues such as the federal model, vertical power and resource sharing, or a disconnect between formal and informal/traditional institutions. A paradigmatic shift in how to approach state-building in Somalia by the international community, will be needed in the coming years towards inclusion and ownership of the Somali population.

Switzerland sees its key contribution in the Good Governance portfolio by systematically supporting bottom-up state building processes on four level – inclusiveness, quantity of public services, responsiveness and alignment to citizens' expectations – that should all lead to a progressively more citizen-owned social contract:

- Support reconciliation and local peacebuilding efforts, responding to specific local dynamics, challenges and grievances and possibly linked to disputed areas, so that, with time, the population living in those areas won't continue to be excluded from development interventions. Support local district elections and the formation of local district councils. Empower the elected councils in collecting taxes, planning local development, and in accountably providing services to their citizens.
- Enhance the voices of citizens and their representation in political processes as well as information and feedback to the citizens. Switzerland will attempt to narrow the gap between newly formed institutions and informal institutions (e.g. clan system, traditional rules, etc.) where true power and decision-making lie. In the longer-term, Switzerland aims to improve systemic inclusion of women and minority groups. This might be a key pivot to address a major root cause of forced displacement, to reduce causes of conflict and diminish the role of non-state actors that have offered alternatives to despondent and excluded groups within the society.

→ Support dialogue on the nature of the federal system that will clarify how power and resource-sharing will be shared between the centre and periphery. Building trust between political stakeholders at federal and state level and sustaining dialogue fora amongst them will be an important prerequisite for progress. Local think tanks will provide viable and context-rooted options that shall elicit broad discussions. Switzerland will appeal for and support a gradual codification of reached agreements in revised chapters of the constitution and their step-by-step approval by the legislative bodies.

Switzerland will advocate for donors and implementing agencies to work as collectively as possible, have joint analysis and operational approaches, and to be realistic in setting reform targets. Switzerland will continue to be an engaged partner in the Inclusive Politics Pillar Working Group, collaborating closely between the diplomatic and international cooperation units and keeping the Peace and Human Rights Division (PHRD) informed on potential promising entry points. Close collaboration will also be continued with SDC's Multilateral Division, mainly targeting policy dialogue through the UN and World Bank architecture. Mainstreaming governance into other sectors will be further pursued to support the achievement of the sector specific objectives.

## Portfolio outcome 2: Food Security

The overall outcome is: ***Pastoral and agro-pastoral communities in rural and peri-urban areas are climate resilient and have better sustainable livelihoods.***

The outcome contributes to the following SDGs



**Outcome Statement 1:** Pastoral and agro-pastoral communities have improved their natural resources management, productivity, quality of produce, and access to markets.

**Outcome Statement 2:** System relevant local institutions effectively create framework conditions conducive for improved and sustainable natural resources management, productivity, and market systems.





The portfolio will mainly contribute to the Economic Development Pillar (Pillar 3) of Somalia's NDP9, the Somalia Recovery and Resilience Framework, Kenya's Ending Drought Emergencies strategy and the National Policy for the Sustainable Development of Northern Kenya, the Ethiopian Pastoral Development Policy and Strategy 2018, the Ethiopian Country Programming Paper to End Drought Emergencies in the HoA 2012–2022, IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) and the IGAD Food Security and Nutrition Response Strategy 2020–2022. The portfolio will address major challenges such as poverty, cyclical stresses including flooding and droughts, unexpected shocks such as locust infestations, progressive land degradation and desertification, water shortages, acute and chronic food insecurity, resource based conflicts and limitations in the regional livestock value chain.

Switzerland sees its key contribution to the food security sector by building resilience of communities with the aim of achieving more inclusive, vibrant and stable livelihoods on one hand, while also supporting provision of basic needs for people during emergencies. This shall be achieved through the following intervention areas:

→ Support pastoral and agro-pastoral communities to improve productivity of livestock and crops, through adoption of climate-smart practices, supporting the rehabilitation of degraded environment, development of capacities, adoption of technologies, and extension services.

- Support inclusive livestock market systems through initiatives that will address obstacles in the regional livestock value chain using a targeted cross-border corridor approach in the HoA and catalysing public-private and/or private sector based solutions.
- Provide necessary support to enable government, civil-society, and private sector institutions (hard- and software) to create robust framework conditions and good governance mechanisms towards enhanced food security and livelihoods by reinforcing their capacities to improve natural resource management including land governance, production and market systems.
- Support Access to Early Warning Systems and Early Action in order to avoid natural or human-made hazards to turn into crisis.

Switzerland will apply a triple nexus approach to continue linking humanitarian, development and natural resources based-conflicts interventions through multilateral partnerships and programme in-built emergency components, push for resilience building and improved governance. Switzerland will also catalyse Women Economic Empowerment to bridge gender disparities in access to sustainable livelihoods.





### Portfolio outcome 3: Health

The overall outcome is: **A strengthened health system that provides better access and quality basic health services for the population.**

The outcome contributes to the following SDGs



**Outcome Statement 1:** The population and their livestock have better access to basic quality and affordable health services.

**Outcome Statement 2:** Improve local capacities and the national policy environment for enhanced health systems and better planning, monitoring and evaluation of public and private health service delivery.

The portfolio will mainly contribute to the Social Development Pillar (Pillar 4) for human health and to the Economic Development Pillar (Pillar 3) for animal health of the Somalia's NDP9, Kenya's Vision 2030, and the Ethiopia National One Health Strategic Plan 2018–2022, and address major challenges such as inadequate access to health services for communities and livestock and high maternal and infant mor-

tality rates inter alia linked to poor reproductive health, high prevalence of FGM and other SGBV.

Switzerland sees its key contribution by its health portfolio in strengthening a sustainable, context-adapted, pluralistic health system suited to serve the target population including under-served and marginalized communities (e.g. nomadic pastoralists), and that progressively becomes less donor dependent. This shall be achieved through the following levels of intervention:

- Support pastoral and agro-pastoral communities in Somalia, Ethiopia and Kenya to have access to better and more adapted human and veterinary health services along the One Health approach, e.g. through mobile one-health units, research and by improving local capacities and national health systems. Switzerland intends to tap into the potential for regional (and cross-border) interventions and/or the use of new technologies to reach communities in remote areas.
- Support the provision of reproductive, maternal, newborn, and child health services with a geographic focus on Somalia, increase health governance capacities, and at the same time address how best to support victims of SGBV from both protection and health perspective in the region (health rights and services). Coordination inter alia with the International Finance Institutions, who will likely become through IDA funds the biggest lever in the health sector in Somalia, will be key.

Switzerland will continue to spearhead the discussion on the role of the private sector health providers to achieve UHC in fragile and conflict-affected States and will support broader access to and increased quality of health services in Somalia. Through the Red Cross / Red Crescent Movement, Switzerland will support quality health service delivery also to hard-to-reach areas in Somalia. Finally, Switzerland will continue to flexibly support the national and local authorities in their response to the Covid-19 pandemic or to future outbreaks of human or animal diseases.

## Portfolio outcome 4: Migration & Protection

The overall outcome is: ***Displacement-affected communities and migrants in vulnerable situations are better protected and advance on durable solutions, thus gaining self-reliance, inclusion and sustainable integration.***

The outcome contributes to the following SDGs



**Outcome Statement 1:** Refugees, internally displaced persons, host communities, returnees, and migrants in vulnerable situations receive protection services.

**Outcome Statement 2:** Displacement-affected communities enhance their self-reliance and social cohesion and progress towards sustainable (re)integration.

The portfolio is aligned with relevant global, regional and national frameworks and processes, including the Global Compact on Refugees and the CRRF, the Kampala Convention, the IGAD Nairobi Declaration on Somali Refugees, the cross-cutting imperative of “durable solutions to long term displacement” in Somalia’s NDP9 and the Somalia National Durable Solutions Strategy (NDSS) 2020–2024, the AU Migration Policy Framework for Africa and Plan of Action 2018–2027, the African Continental Free Trade Agreement 2021, as well as annual HRPs for Somalia and Ethiopia. The portfolio will address major challenges such as weak respect of humanitarian principles and international humanitarian law (IHL) and build on opportunities such as the economic potential and inclusion of DACs through government-led processes.

Switzerland sees its key contribution and added value in this portfolio on its principled position as a donor, on the niche of DS, and on its long-term and WoGA approach. This shall be achieved through the following levels of intervention:





- Reinforce the advocacy on the respect of humanitarian principles and IHL, humanitarian access, the centrality of protection and social inclusion, and support the provision of protection and basic services to people in need, including in hard-to-reach areas.
- Support sustainable mechanisms to address land governance, livelihoods, social cohesion, self-reliance, inclusive access to services, sustainable financing for city development and exclusion from social and political processes for DACs. In this context, Switzerland will support the piloting of private sector solutions for displacement situations and pay particular attention to the effects of displacement on women.
- Strengthen local/national/regional capacities for improved migration governance (incl. free movement within the IGAD region, border management, labour migration, addressing disaster-induced displacement, return and readmission) and to influence policy development towards safe and orderly migration.

As the portfolio involves a high number of stakeholders from the federal administration (SDC, PHRD, SEM), Switzerland will strive to reinforce the coherence of its WoGA engagement to exploit synergies and leverage the interventions, both at the policy dialogue and operational levels, specifically to implement the mandate to strategically link international cooperation and migration policy across the region. In the short term, the Swiss engagement in the HoA helps to improve living conditions and protection for displaced people. In the medium term, it improves prospects for DACs through DS. In the long term, the Swiss engagement addresses the root causes of irregular migration, including poverty, exclusion, lack of access to basic services, armed conflict, poor governance, etc. As Somalia is at the forefront on the issue of DS, Switzerland will ensure active knowledge management and share lessons learned internally, regionally and at the global level.

## Culture

Contemporary and traditional **arts and culture** are an important element of human development, social and regional cohesion, and avenues for self-expression and learning, although heavily neglected by the authorities and international community in the area of intervention. Roughly 1% of SDC's overall operational budget for the HoA in 2022–2025 will be allocated to a long-term regional culture programme as well as to ad hoc support of local artists and cultural initiatives.

The Cooperation Programme in the HoA shall be implemented in the spirit of the multi-dimensional approach of the Agenda 2030 and its Sustainable Development Goals. To overcome the danger of a silo-bound approach, and acknowledging the tight interdependencies and interlinkages between the four portfolio outcomes, the implementation of the Programme will not only be assessed based on these theme-specific portfolio outcomes, but also against four cross-sectoral outcomes that integrate and transcend the four thematic sectors by holistically looking at inclusion and cohesion, at equitable access to quality services, at saving lives from hazards, and at addressing climate change and its effects (see Appendix 2).





# Programme Management and Implementation

## Strategic Partnerships and modalities

In order to achieve the objectives of the Cooperation Programme, Switzerland will continue applying a mix of partnerships and modalities.

Mandates as well as core and earmarked contributions to bilateral partners (international and local NGOs, consortia, think tanks and academia) will remain a key component of the modality mix. Multilateral partners such as the UN, World Bank and ICRC will continue to be supported through core and earmarked contributions, expert secondments and contributions to country pooled funds. A stronger presence in Mogadishu is as well envisaged. Dialogue with the UN will focus on its programmatic delivery as ONE UN including with its political branch and on its normative role and policy advice at national levels. The World Bank will become an in-

creasingly important interlocutor to make sure that IDA funds newly flowing into Somalia will be used in the best context and in a conflict-sensitive manner. Co-funding arrangements and alliances with other donors, such as delegated cooperation agreements, will be seized if strategic and opportune. Opportunities to increase the engagement with the private sector, including Swiss companies, will be sought across the portfolio especially the health, food security and migration sectors.

There is a clear commitment already started to increasingly directly partner with local, federal and national actors from the public and private sector, NGOs and think tanks in order to increase efficiency, local-ownership and to live up to Switzerland's Grand Bargain commitments. Capacity-building of local implementing partners will be an integral component of these partnerships. Sustainability shall be addressed con-



sistently in Swiss interventions, policy dialogue and financing, e.g. through financial contributions from public and private owners of the results. Switzerland will increasingly apply a systemic approach in its programming in order to enhance sustainability, leverage and regional ownership and to avoid negative distortions. Direct partnerships with selected ministries or local authorities will be explored. In the case of Somalia, this might require the signing of a bilateral cooperation agreement. The Intergovernmental Agency for Development (IGAD) as the Regional Economic Community in the HoA, will remain a key partner for Switzerland in this Cooperation Programme. Switzerland will adopt a more strategic and policy-based approach to IGAD (i.e. less project based) and work with the organisation on institutional, operational and policy level. The Swiss Cooperation Offices will continue to assess entry points for direct project implementation or expert deployments in humanitarian or nexus settings.

## Whole-of-Government Approach, Nexus and Synergies

The Cooperation Programme will be implemented adopting a Whole-of-Government Approach (WoGA). A holistic WoGA approach will ensure that the different instruments of the Swiss Federal Department of Foreign Affairs (Swiss Agency for Development and Cooperation SDC, Peace and Human Rights Division PHRD) and the Federal Department of Justice and Police (State Secretariat for Migration SEM) can build optimal synergies, complementarity and coherence in reaching the Swiss objectives formulated in the HoA programme. SDC will be contributing to all domains with bilateral and multilateral development and humanitarian instruments. PHRD will support migration policies under a human security approach. SEM will contribute to strengthening the protection, socio-economic self-reliance, social cohesion and (re)integration of migrants and displacement affected communities and to enhance the national and regional migration management. Opportunities to complement projects with specific components from the State Secretariat of Economic Affairs (SECO) will be explored, including through the multi-bi portfolio managed by SECO. An increased collaboration with the team of the Global Programme Food Security as well with the Global Programme Migration and Development is foreseen.

Switzerland will continue to systematically apply a triple nexus approach through a contiguous engagement of all instruments such as crisis modifiers or social cohesion / conflict resolution activities.

## Coordination, Advocacy and Policy Work

Switzerland will remain actively engaged in donor and sector coordination, particularly in the fields of humanitarian coordination (Somalia, Ethiopia), inclusive politics (Somalia), health (Somalia, Ethiopia) and migration (Somalia, Ethiopia, IGAD). Given the high dependency of Somalia on ODA and the disagreements on the federal structure and vertical re-

sponsibilities, Switzerland shall increasingly play a role as a connector, assisting the international community to have a common understanding and coordinated approach to development challenges.

Advocacy messages and policy dialogue will be coordinated among the WoGA partners and defined in the frame of the Regional Horn of Africa Communication Strategy. Through an integrated approach in the embassies and the involvement of the Heads of Mission in Nairobi and Addis Ababa, the relevance and impact of policy dialogues, closely linked to policy objectives at project level, will be increased.

## Organizational Set-Up

The Regional Cooperation Office in the Swiss Embassy in Nairobi together with the Cooperation Office in the Swiss Embassy in Addis Ababa will coordinate the implementation of the programme. Both offices shall cultivate a regional mind-set. The Regional Cooperation Office in Nairobi is in charge of programs implemented in Kenya and Somalia (incl. Somaliland); the Cooperation Office in Addis Ababa is in charge of programs implemented in Ethiopia. Both offices can be in charge of regional programmes. An increased presence of the International Cooperation Management Nairobi in Mogadishu, security allowing, should support the ambition to be more active in policy dialogue.

Over the course of the Cooperation Programme, the regional domain teams will progressively interact with each other to reflect the increasing cross-sectoral orientation of the programme. The regional management will assess if a reorganisation of the cooperation team will be required.

## Human and Financial Resources

We expect the current human resources to remain roughly the same over the next period.

The total indicative budget for 2022–2025 is CHF 215 million or an average of CHF 54 million per year (see Appendix 5: Financial Planning). This is a significant increase from the budget of the previous programme (CHF 170 million). The projected budget by domain will be roughly 15.5% for Good Governance, 27% for Food Security, 15.5% for Health, 37% for Migration & Protection<sup>7</sup> and 1% for Culture. Compared to the previous programme, the Health sector should have the most significant increase.

<sup>7</sup> To note that the size of the Migration & Protection domain is strongly influenced by significant funds to emergency responses in the humanitarian field. These funds (to e.g. ICRC, UNHCR, and country-based humanitarian pooled funds) are not restricted to protection funding and a significant share would go to sectors such as food security, WASH and health.

# Programme Steering

The implementation of the HoA Cooperation Programme is steered by the Regional Management Team (RMT) based in the Swiss embassies in Nairobi and Addis Ababa, in close collaboration with the responsible HoA desks at HQ. The RMT comprises Heads and Deputy Heads of Cooperation of the Swiss Embassies in Nairobi and Addis Ababa and is led by the Regional Head of Cooperation in Nairobi. SDC's HoA Section has the lead for strategic steering and coordinates WoGA-partners in Bern. The WoGA coordination will be facilitated through a yearly high-level management meeting and the use of existing steering platforms within the federal administration (SDC-SECO platform, SDC-PHRD platform, AFD Committee Horn of Africa, ICM Structure etc.). In addition, an interdepartmental HoA Steering Committee meets yearly at head of section level for strategic decision taking.

## Monitoring and Evaluation of the cooperation programme

The Monitoring System of the Cooperation Programme serves three purposes: Firstly, it helps for efficient and effective use of resources and the mitigation of risks; secondly, it provides the necessary basis for learning and for evidence-based programme steering and adaptations; and thirdly, it accounts for results achieved. The Monitoring System applies a conflict-sensitive and gender lens, and observes three dimensions:

- i) **Context Monitoring:** Given the high volatility and fragility in the HoA, flexible programme adaptation to the changing context is crucial for effective steering. Multiple security and fiduciary risks might increase as engagement further expands. The context will be monitored by different instruments:
  - SDC's Monitoring System for Development-relevant Changes (MERV) conducted within the integrated Embassies in Nairobi and Addis Ababa, respectively, and with participation of external experts. A special focus will be given on the monitoring of assumptions underlying the Cooperation Programme (Appendix 3).
  - The Political Economy Analysis (PEA) of the target region with particular focus on the thematic domains. The PEA should ensure that the staff of the two offices think and work politically and adjust the programme according to the realities on the ground.
  - Security and context assessment in Somalia (incl. Somaliland) through the Framework for Risk Governance and Adaptive Programming (FRAP).

- ii) **Results Monitoring:** Programme and portfolio results will be monitored through progress reporting by partners, field visits and regular interactions with implementing partners, target groups and other stakeholders based on two main instruments:

- Monitoring against the expected results included in the strategic results frameworks (cf. Appendix 2). At the level of Swiss portfolio outcomes they include selected SDC Aggregated Reference Indicators (ARIs) and Thematic Reference Indicators (TRIs), which measure the Programme's contribution to the International Cooperation Strategy 2021–2024 and the 2030 Agenda for Sustainable Development. Monitoring data feed into the Annual Report, jointly developed with all WoGA partners, thus ensuring transparency and accountability. The digital Results Data Management (RDM) tool developed in SDC will be fully utilized, the HoA being among the pilot countries for its roll-out.
- The Kulmis Analytical Framework serves to monitor the complex context of Somalia (incl. Somaliland). Third party monitoring and community feedback mechanisms with a particular emphasis on the most vulnerable groups and accountability to affected population, compensate for security-restricted first-hand monitoring by SDC. Customized FRAP Digital Dashboards enable the Embassy in Nairobi to assess the data and decide on adaptive measures.

- iii) **Management Monitoring:** Management monitoring is crucial to mitigate fiduciary and reputational risks. The management will be monitored by five instruments:

- Internal Control System (ICS) of the Embassy.
- Additional information on cooperation programme management (Annex 5) in the Annual Report.
- regular financial updates discussed in the RMT and with the Finance Team of the two Embassies.
- Gender Equality Mainstreaming Plan with a zero tolerance approach to non-action regarding the Protection from Sexual Exploitation, Abuse and Harassment.
- Capacity assessment and capacity building of local implementing partners.

**Review:** A review of the Swiss Cooperation Programme is foreseen for 2024 taking into account the reflections for the new International Cooperation Strategy 2025–28 and identify any necessary adaptations, and feed into the new Swiss Cooperation Programme HoA 2026–29.





# Appendix 1: Visual Theory of Change

## Overall Goal

To contribute to the realization of a stable and resilient region that supports the wellbeing, inclusion and empowerment of most vulnerable communities, and women.

## Portfolio Outcomes



A more inclusive political settlement and bottom-up state building process that promotes reconciliation and accountability, leading to an improved social contract.

Pastoral and agro-pastoral communities in rural and peri-urban areas are climate resilient and have better sustainable livelihoods.

A strengthened health system that provides better access and quality basic health services for the population.

Displacement-affected communities and migrants in vulnerable situations are better protected and advance on durable solutions, thus gaining self-reliance, inclusion and sustainable integration.

## Outcome Statements

A more inclusive and stable political settlement that broadens the elite contract and formalises vertical power and resource sharing

Bottom-up state building processes leading to responsive and inclusive local institutions with improved capacity to deliver decentralized equitable and sustainable services and durable peace.

Pastoral and agro-pastoral communities have improved their natural resources management, productivity, quality of produce, and access to markets

System relevant local institutions effectively create framework conditions conducive for improved and sustainable natural resources management, productivity, and market systems.

The population and their livestock have better access to basic quality and affordable health services.

Improve local capacities and the national policy environment for enhanced health systems and better planning, monitoring and evaluation of public and private health service delivery.

Refugees, Internally Displaced Persons, host communities, returnees, and migrants in vulnerable situations receive protection services.

Displacement-affected communities enhance their self-reliance and social cohesion and progress towards sustainable (re)integration.

# Appendix 2: Results Framework

Cooperation Programme Outcome 1: Good Governance <sup>1</sup>		
<b>Swiss Portfolio Outcome 1:</b> A more inclusive political settlement and bottom-up state building process that promotes reconciliation and accountability, leading to an improved social contract.		
1) Swiss portfolio outcome	2) Contribution of the Swiss Programme	3) National development outcome
<b>Outcome Statement 1 (OS1.1):</b> A more inclusive and stable political settlement that broadens the elite contract and formalises vertical power and resource sharing	Swiss Governance programmes are contributing to state building processes that promote clarification and formalisation of resource sharing mechanisms across all levels of Government, definition of respective areas of responsibilities, as well as establishing accountability measures.	<b>Outcome Statement 1 (OC1.1):</b> Achieve a stable and peaceful federal Somalia through inclusive political processes and effective decentralization
<b>Indicators</b> <b>IS1.1.1</b> # of agreements that clarify the nature of the federal state, leading to political agreements on the core settlement issues including equalization and distribution of resources and power across the three levels of Government  Baseline (2021): 15 chapters of the provisional constitution of Somalia have been technically reviewed. The non-contentious technical issues in the 10 chapters of the constitution are debated (except in Puntland and Jubaland). WB supported the establishment of Inter-governmental relation Forum to enable technical review and negotiation on resource sharing.  Targets: (2022) tbc (2023) tbc (2024) tbc (2025) tbc  <b>CSI</b>	<b>Theory of Change / Impact hypothesis</b> <b>– IF</b> <ul style="list-style-type: none"> <li>the current electoral crisis is resolved and a new administration is established</li> <li>trust improves between the centre and periphery and progress is made on the constitutional review</li> <li>the elite contract is broadened</li> </ul> <b>– THEN</b> <ul style="list-style-type: none"> <li>Somalia will over time become more stable with citizens benefiting from improved social contract</li> </ul> <b>– BECAUSE</b> <ul style="list-style-type: none"> <li>political agreements around the core settlement issues will be incrementally forged and ultimately, once politically agreed, codified in the constitution</li> </ul> <b>Assumptions</b> <ul style="list-style-type: none"> <li>→ Somalia finds a solution to the current electoral crisis, and undergoes a transition with new administration.</li> <li>→ More dialogue or engagement leads to more understanding and a change in behavior of the stakeholders.</li> <li>→ Political will and commitment of national/ subnational leaders and governmental entities.</li> <li>→ FGS &amp; FMSs relationship improves leading to political settlement and stability</li> <li>→ Progress in the Constitutional review process leads to agreements on contentious issues</li> <li>→ Enactment of the revenue-sharing law</li> <li>→ State institutions are effective and have capacity to provide basic services to citizens</li> <li>→ HIPC process is on track where FGS progresses on achieving the benchmarks for completion point</li> </ul> <b>Risks</b> <ul style="list-style-type: none"> <li>→ Tensions between FGS and FMS erode political gains and affect security and state-building</li> <li>→ Lack of political settlement on the critical issues of the federal system and the contentious issues of the Constitution and key questions on elections</li> <li>→ HIPC process goes off-track and negatively affects Somalia's access to International Financial Institutions</li> </ul>	<b>Indicators</b> <b>IC1.1.1</b> Proportion of intergovernmental fiscal transfers from FGS to FMS in relation to national budget.  Baseline (2020) 16.7% (79.7 mio out of 476.2 mio) Targets: (2022) N/A (2023) N/A (2024) N/A (2025) N/A  <b>IC1.1.2</b> # of revised articles of the constitution adopted by parliament  Baseline (2021) 0 Target Federal Constitution of Somalia finalized, ratified and implemented

<sup>1</sup> This portfolio outcome will be implemented only in Somalia including Somaliland.



<p><b>4) Lines of intervention (Swiss Programme):</b>  → Technical assistance provided through Swiss multilateral support on state-building  → Support provided through think-tanks and NGOs facilitating political dialogue  → Engagement in the overall Somalia aid architecture (PWGs and SDRF) to contribute to constructive dialogue between government (FGS and FMS level) and donors  → Demand-driven and tailor-made Swiss expertise</p>		
<p><b>1) Swiss portfolio outcome</b></p>	<p><b>2) Contribution of the Swiss Programme</b></p>	<p><b>3) National development outcome</b></p>
<p><b>Outcome Statement 2 (OS1.2):</b> Bottom-up state building processes leading to responsive and inclusive local institutions with improved capacity to deliver decentralized equitable and sustainable services and durable peace.</p>	<p>Swiss Governance programmes are contributing to the creation of a more inclusive and bottom-up state building process that promotes dialogue, accountability towards and improved social contract with citizens.</p>	<p><b>Outcome Statement 2 (OC1.2):</b> Stabilization and establishment of effective Local Governance institutions, and laying the ground for genuine and comprehensive national reconciliation for the Somali people to restore trust among themselves and towards the government and its institutions thus resulting in peaceful coexistence.</p>
<p><b>Indicators</b></p> <p><b>IS 1.2.1</b> # of supported local authorities which have benefitted from increased budget resources</p> <p>Baseline (2021) 20 districts  Targets (2022) 25 districts  (2023) 30 districts  (2024) 35 districts  (2025) 47 districts</p> <p><b>GOV_ARI_2</b> <i>Linked to SDG 16.6</i></p> <p><b>IS 1.2.2</b> # of civil society initiatives that contribute to preventing or reducing conflicts</p> <p>Baseline (2021) 9  Targets (2022) 17  (2023) tbc  (2024) tbc  (2025) tbc</p> <p><b>FCHR_TRI_1</b> <i>Linked to SDG 16.1</i></p> <p><b>IS 1.2.3</b> # of engagements where citizen are given platform to raise their concerns and have opportunities to contribute to the state-building process</p> <p>Baseline (2021) 14  Targets (2022) tbc  (2023) tbc  (2024) tbc  (2025) tbc</p> <p><b>CSI</b> <i>Linked to SDG 16.7</i></p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– <b>IF</b></p> <ul style="list-style-type: none"> <li>citizens are engaged in bottom-up state-building process that leads to effective institutions and increased accountability</li> </ul> <p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>Somalia will over time become more stable with citizens benefiting from improved social contract</li> <li>Local institutions will deliver improved services more equitably</li> <li>Somali population will have increased confidence and trust in state institutions and in their capacity to transparently and fairly deliver services</li> </ul> <p>– <b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>public institutions will have greater accountability to citizens</li> <li>conflicts and unresolved sub-national dynamics below the federal level that underpin this instability are progressively resolved in a bottom-up reconciliation</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>→ Enactment and implementation of the Local Governance Act</li> <li>→ District Council Formation progresses especially in southern Somalia facilitating increased local governance activities in the rest of country</li> <li>→ Citizen are increasingly engaged in bottom-up state-building processes</li> <li>→ Devolution of ministries and institutions to bring government presence, public services delivery and access closer to the local people</li> <li>→ State institutions are effective and have capacity to provide basic services to citizens</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>→ Disconnect between the citizen-driven platforms and the elite-driven state-building process</li> </ul>	<p><b>Indicators</b></p> <p><b>IC1.2.1</b> Diagonal (DA) and vertical (VA) accountability</p> <p>Baseline SOM (2020): DA: 0.56; VA: 0.23  SL (2020): DA: 0.69, VA: 0.73  Target: Increase from baseline over the coming 4 years</p> <p><i>Linked to SDG 16.7</i></p> <p><b>IC1.2.2</b> Perceptions on extent to which citizens are able to participate in selecting their government, as well as freedom of expression, freedom of association, and a free media.</p> <p>Baseline (2020) -1,80  Targets Improvement from baseline</p> <p><i>Linked to SDG 16.7</i></p> <p><b>IC1.2.3</b> Perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government’s commitment to such policies.</p> <p>Baseline (2020) -2.09  Targets Improvement from baseline</p> <p><i>Linked to SDG 16.6</i></p>

<p><b>4) Lines of intervention (Swiss Programme):</b></p> <ul style="list-style-type: none"> <li>→ Technical assistance provided through Swiss multi- and bilateral support on local governance programmes</li> <li>→ Support provided through think-tanks and NGOs broadening civic engagement</li> <li>→ Support to improved working relationship between government and NGOs, and to localisation of aid</li> <li>→ Demand-driven and tailor-made Swiss expertise</li> </ul>
<p><b>5) Resources, partnerships (Swiss Programme)</b></p> <p>Financial Resources / Budget: CHF 33 mio (disbursements)</p> <p>Human Resources: HoA Governance Team (2 GOV NPOs)</p> <p>Partners: Main implementing partners: IGAD, (I)NGOs (APD, AVF, Horn Centre, PDRC, Somalia NGO Consortium and others), Research Institutions, UN agencies (ILO, UNCDF, UNDP, UN Habitat, UNICEF), WB. Main country counterparts: FGS Ministry of Constitutional Affairs (MoCA); FGS Ministry of Interior, Federalization and Reconciliation (MoIFAR); counterparts at FMS and at local/municipal level.</p>

**Cooperation Programme Outcome 2: Food Security**

**Swiss Portfolio Outcome 2:** Pastoral and agro-pastoral communities in rural and peri-urban areas are climate resilient and have better sustainable livelihoods.

1) Swiss portfolio outcome	2) Contribution of the Swiss Programme	3) Regional/national development outcome
<p><b>Outcome Statement 1 (OS2.1):</b> Pastoral and agro-pastoral communities have improved their natural resources management, productivity, quality of produce, and access to markets.</p>	<ul style="list-style-type: none"> <li>→ Support pastoral and agro-pastoral communities to improve productivity of livestock and crops, through adoption of climate-smart practices, development of capacities, adoption of technologies, and extension services.</li> <li>→ Support inclusive livestock market systems through initiatives that will address obstacles in the regional livestock value chain using a targeted cross-border corridor approach in the HoA and catalysing public-private and/or private sector based solutions.</li> </ul>	<p><b>Outcome Statement 1 (OC2.1):</b> Communities have improved productivity, increased commodity trade and enhanced natural resources management practices for long-term resilience.</p>
<p><b>Indicators</b></p> <p><b>IS2.1.1</b> # of smallholder farmers, who apply water efficient and sustainable irrigation systems.</p> <p>Baseline (2020) 19'503</p> <p>Targets: (2021) 8'942 (2022) 5'045 (2023) 5'065 (2024–25): tbd</p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– IF</p> <ul style="list-style-type: none"> <li>• food security portfolio programs foster practices that support communities access quality inputs and services,</li> <li>• programs enable adoption of sound ecological practices, and</li> <li>• market services such as access to information are catalysed,</li> </ul>	<p><b>Indicators</b></p> <p><b>IC2.1.1</b> Change in vegetation cover index in the drylands of HoA<sup>2</sup></p> <p>Baseline KEN (Mandera): 0.25 (2021) SOM (Hiraan): 0.42 (2021) ETH (Liben): 028 (2021)</p> <p>Target: N/A</p> <p><i>Linked to SDG 15.3.1</i></p>

<sup>2</sup> This will consider May seasonal vegetation cover in comparison with long-term historical average of the last 10 years.

<p><b>AFS_TRI_5</b> <i>Linked to SDG 6.4</i></p> <p><b>IS2.1.2</b> # of smallholder farmers with increased incomes from agricultural production</p> <p>Baseline (2020) 9'503 Targets (2021) 9'669 (2022) 5'169 (2023) 5'271 (2024–25) tbd</p> <p><b>AFS_ARI_1</b> <i>Linked to SDG 2.3</i></p> <p><b>IS2.1.3</b> # of women engaged in business<sup>3</sup> and economic-related activities</p> <p>Baseline (2020) 3'011 Targets (2021) 1'576 (2022) 1'789 (2023) 1'250 (2024–25) tbd</p> <p><b>CSI</b> <i>Linked to IED_TRI_5 and SDG 5.5</i></p>	<p><b>– THEN</b></p> <ul style="list-style-type: none"> <li>(agro-)pastoralists will restore their natural resources, improve the quality and quantity of their produce and create more inclusive and competitive markets.</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>The food security programs target communities who depend on rangelands for their livelihoods</li> <li>The approaches for production services delivery, natural resource management and market support are appropriate for (agro-)pastoral contexts of Horn of Africa</li> <li>Benefits of proper rangelands management are understood by (agro-)pastoralists</li> <li>Quality and affordable inputs such as seeds, animal health products, water and extension services are available.</li> <li>Private sector actors have the right capacities and incentives to invest and promote development of (agro-)pastoralists value chains.</li> <li>(Agro-)pastoral women are willing and able to participate in business, access to finances, information and influence policy decisions</li> <li>Government policies and regulations are supportive of (agro-)pastoralist livelihoods.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Consecutive rainy seasons with below average or completely failed rains leading to livelihood depletion and continued emergency situation for a large number of people including IDPs.</li> <li>Continued worsening of conflict and security situation, increasing access restrictions</li> <li>Productive grazing lands encroachment with invasive species and unpalatable woody plants, desert locust, loss of biodiversity and degradation of natural resources due to overgrazing around water points and depletion of water resources.</li> <li>Continued Covid-19 crisis slows down of interventions and negative impacts on livelihoods</li> <li>Outbreak of livestock diseases that may lead to ban on livestock and livestock products from the Horn of Africa.</li> </ul>	<p><b>IC2.1.2</b> # of livestock and livestock products exported<sup>4</sup></p> <p>Baseline SOM: 3.2 Mio Heads (2020) Target: N/A</p> <p><b>IC2.1.3</b> Prevalence of stunting among children under 5 years of age</p> <p>Baseline KEN: 19.4% (2020) SOM: 27.4% (2020) ETH: 35.3% (2020) Target: End all forms of child malnutrition by 2030</p> <p><b>SDG 2.2.1</b></p> <p><b>IC2.1.4</b> # of people facing high levels of acute food insecurity (IPC Phase 3 or above)</p> <p>Baseline (2020) 12.5 Mio (total) KEN: 1.8 Mio (2020) SOM: 2.1 Mio (2020) ETH: 8.6 Mio (2020) Target: N/A</p> <p><i>Linked to SDG 2.1.2</i></p>
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<sup>3</sup> As entrepreneurs, smallholder farmers, employees.

<sup>4</sup> Major livestock exported from ports in Berbera and Boosaaso in Somalia, fewer numbers from Mogadishu and Kismaayo. This indicator will therefore majorly report on the livestock export in Somalia – which by extension includes animals from the cross-border areas of Ethiopia and Kenya Somali regions. Kenya export market is mainly carcasses that will be included in reporting despite inconsistencies in data availability.



<p><b>4) Lines of intervention (Swiss Programme):</b></p> <ul style="list-style-type: none"> <li>→ Community based capacity strengthening to improve natural resource management, conflict resolution/management and production practices through (agro-)pastoralist field schools, training of trainers for community based animal health workers etc.</li> <li>→ Support the identification, piloting and scaling-up of public-private and/or private sector based solutions to enhance access to water for multiple use.</li> <li>→ Support initiatives that address obstacles in the livestock value chain both in-country specific food security programmes and through a targeted cross-border corridor approach in the Horn of Africa.</li> <li>→ Facilitate market systems transformation support for agriculture (crop, livestock and fisheries) and water sectors.</li> <li>→ Contribute to the provision of food, cash and production means in emergency situations through multilateral partners and programme in-built emergency components.</li> <li>→ Strengthen the humanitarian-development-peace nexus approach in programme implementation.</li> <li>→ Cash for work to rehabilitate small scale productive infrastructure (water points, etc.).</li> <li>→ Strengthen community resilience through safety nets, cash programming, saving models and insurance.</li> <li>→ Catalyse Women Economic Empowerment through support for women micro-enterprises, access to finance and provision of business support services in livestock, agricultural and water value chains.</li> <li>→ Facilitate technical capacity strengthening support to government, civil-society, and private sector institutions (hard- and software) to improve service delivery.</li> </ul>					
<b>1) Swiss portfolio outcome</b>		<b>2) Contribution of the Swiss Programme</b>		<b>3) Regional/national development outcome</b>	
<p><b>Outcome Statement 2 (OS2.2):</b> System relevant local institutions effectively create framework conditions conducive for improved and sustainable natural resources management, productivity, and market systems.</p>		<p>The food security domain will; Provide necessary support to enable government, civil-society, and private sector institutions (hard- and software) to create robust framework</p>		<p><b>Outcome Statement 2 (OC2.2):</b> Regional/ Country level institutions are effective and framework conditions conducive for improved natural resources management, food security and livelihoods situation.</p>	
<p><b>Indicators</b> <b>IS2.2.1</b></p> <p>Effectiveness score of policy / legal framework support</p>		<p><b>Theory of Change / Impact hypothesis – IF</b></p> <ul style="list-style-type: none"> <li>• food security portfolio programs partner with and support public, private and community institutions,</li> <li>• these entities are sensitized about their role and potential to reduce degradation of land and inadequate management of natural resources,</li> <li>• accurate and gender segregated data is available and used for policy making,</li> <li>• women are included into decision, and</li> <li>• resource based conflicts are mitigated and managed well,</li> </ul> <p>→ .</p>		<p><b>Indicators</b> <b>IC2.2.1</b></p> <p># of laws, policies and strategies formulated and adopted for improved food security and that are sensitive to climate change mitigation and adaptation.</p>	
<p>Baseline</p> <p>0.45 (2020) (SOM: 3, KEN: 17, ETH: 2) (2021) 1</p> <p>Targets</p> <p>(2022) 1.45 (2024–25) tbc</p>				<p>Baseline</p> <p>KEN: 5<sup>14</sup> (2021) SOM: 4<sup>15</sup> (2021) ETH: 3<sup>16</sup> (2021)</p> <p>Targets</p> <p>N/A</p>	
<p><b>AFS_TRI_2</b></p> <p>Linked to SDG 2.4</p>					

<p><b>IS2.2.2</b></p>	<p># of regional, national and local systems supported or influenced by the SDC</p>	<p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>• Institutional systems that support (angro-) pastoral communities will create conducive conditions to improve their natural resources, quality and quantity of produce and inclusive market systems.</li> </ul>	<p><b>IC2.2.2</b></p>	<p>Effectiveness of existing or newly introduced national policies and legal frameworks relevant for improved food security and livelihoods situation.</p>
<p>Baseline Targets</p>	<p>(2020) 40 (2021) 39 (2022) 60 (2023) 78 (2024–25) tbd</p>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>→ Food security programs partner with the most appropriate government, private sector and community institutions.</li> <li>→ Programs support identified capacity gaps of the public, private and community entities.</li> <li>→ Public, private and community entities are willing to adopt new skills, technologies and capacities.</li> <li>→ (Angro-)pastoral women are willing to participate and influence decision making and policy decisions.</li> <li>→ Joint stakeholder conflict mapping and management mechanisms are in place.</li> </ul>	<p>Baseline</p>	<p>KEN: 2.2<sup>5</sup> (2021) SOM: 1.0<sup>6</sup> (2021) ETH: 2.0<sup>7</sup> (2021)</p>
<p><b>DRR_TRI_3</b></p>	<p><i>Linked to SDG 1.5 and 11.5</i></p>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>→ Government policy actions favour some communities, leading to development inequalities and conflicts</li> <li>→ Women are left out of important decision making processes</li> <li>→ Governments do not create favourable investment and business environment for small and medium enterprises dealing with (angro-)pastoral value chains.</li> <li>→ Governments’ enactment and adoption of policies that are not favourable to pastoralist production systems.</li> <li>→ Development interventions, private sector and other programs displacing (angro-) pastoralists and dispossessing (angro-) pastoralist communities of their grazing lands.</li> <li>→ Regional coordination platforms undermined by individual member states / counties / individual interests.</li> <li>→ Lack of respect for international conventions.</li> </ul>	<p>Targets:</p>	<p>(2025) Policies from 2020–2025 should have an effectiveness score of 3 (4 for the policies that are already scored on 3 in 2021), depending on government commitment</p>
<p><b>IS2.2.3</b></p>	<p># of gender transformative policy and legislative reforms in place</p>			
<p>Baseline Targets</p>	<p>(2020) 9 (2021) 10 (2022–25) tbd</p>			
<p><b>GEN_TRI_1</b></p>	<p><i>Linked to SDG 5.1</i></p>			

5 Agricultural Sector Transformation and Growth Strategy (Score 2); National Livestock Policy (Draft, Score 1); Nationally Determined Contribution NDC (Score 3); Kenya Climate Smart Agriculture Strategy /Score 2); Kenya National Social Protection Policy (Score 3)

6 National Social Protection Policy (Score 2); Somalia Livestock Sector Development Strategy (Draft, Score 0); NDP-9 (Score 1); Disaster and Risk Management Plan (Score 1)

7 National Adaptation Plan (Score 1); Ethiopia’s Nationally Determined Contribution (Score 3); Pastoral Development Policy and Strategy (Score 2)

**4) Lines of intervention (Swiss Programme)**

- Provide necessary support to enable government, civil-society, and private sector institutions (hard- and software) to play their respective functions and create robust framework conditions towards enhanced food security and livelihoods.
- Reinforce the capacities of local institutions and entities to improve natural resource management, conflict management and production systems through adoption of eco-friendly land use practices, local knowledge transfer and promotion of accountable governance at all levels.
- Policy dialogue and advocacy to promote and support favourable sector framework conditions for (angro-)pastoralists (including through reinforcing accountability mechanisms to ensure that norms and policies on food security and nutrition are formulated and implemented in a way that contributes to sustainable development and inclusion).
- Promotion of national food security, natural disaster management and climate change adaptation and mitigation policies and related legal and institutional frameworks.
- Support the implementation of the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) framework for community drought resilience building and alignment of programme initiatives with the Country programming papers in Ethiopia, Kenya and Somalia.
- Support the implementation of the African Union Declaration on Land and the Framework and Guidelines on Land Policy in Africa, in order to facilitate access to land and security of land rights for all land users in the IGAD region, especially vulnerable groups such as pastoralists, women and youth.
- Advocate to promote and support favourable sector framework conditions.
- Strengthen government, civil-society, and private sector institutions to produce and disseminate immediately required sector data/knowledge/ tools for more effective and needs-based sector planning, management and monitoring (including more systemic analysis of the underlying causes of sector failure).
- Partner, donor and policy dialogue to promote an integrated humanitarian and development approach (system building, while ensuring that basic needs are covered).
- Participation in national and regional (IGAD Drought Disaster Resilience and Sustainability Initiative) donor and government coordination fora.

**5) Resources, partnerships (Swiss Programme)**

Financial Resources / Budget: CHF 58.6 mio (disbursements)

Human Resources: HoA Regional Food Security Team (3 FS NPO) and GPFS Programme officers

Partners: Main implementing partners: Frontier Counties Development Council (FCDC), ICRC, IGAD Centre for Pastoral Areas and Livestock Development (ICPALD); (I)NGOs (Helvetas, GIZ, SomReP consortium, Millennium Water Alliance), private sector companies (e.g. IBM, Sweet Sense), research and policy institutions (e.g. International livestock research institute (ILRI)), UN agencies (FAO, WFP), UN emergency pooled funds (Somalia and Ethiopian Humanitarian Fund), WB. Main country counterparts: National Governments of Kenya, Ethiopia, and Somalia; northern Kenya Counties, south/south-eastern Ethiopian woreda and Somalia member state governments; Kenyan Pastoralist Parliamentary Group (PPG).

**Cooperation Programme Outcome 3: Health**

**Swiss Portfolio Outcome 3:** A strengthened pluralistic health system that provides better access and quality basic health services for the population.

1) Swiss portfolio outcome	2) Contribution of the Swiss Programme	3) Regional/national development outcome
<p><b>Outcome Statement 1 (OS3.1):</b> The population and their livestock, have better access to basic quality and affordable health services.</p>	<p>Through the provision of essential health services (Maternal and child health (MCH), One Health, SGBV) at community and health facility level, as well as technical support to public health structures and private sector, Switzerland will contribute to:</p> <ul style="list-style-type: none"> <li>→ Strengthening the existing public and private health system, hence;</li> <li>→ Ensuring better availability, accessibility, quality and affordability of health provision, to finally making basic health services accessible to the population (human and livestock) in our target areas.</li> </ul>	<p><b>Outcome Statement 1 (OC3.1):</b> Improve equitable access to good-quality health services (in particular for women, new-born, children, adolescent and youth, including displaced populations and other vulnerable groups).</p>



Indicators	Theory of Change / Impact hypothesis	Indicators
<p><b>IS3.1.1</b> # of patients (M/F) utilizing health services (facility/private sector engagements/OH clinics)</p> <p>Baseline (2020) 344'778 Targets: (2022) 53'148 (2023) 77'356 (2024) 85'914 (2025) 211'200<sup>8</sup></p> <p><b>CSI</b></p> <p><b>IS3.1.2</b> # of births attended by skilled health personnel</p> <p>Baseline (2020) 21'368 Targets: (2022–24) 2'761 (2025) N/A</p> <p><b>HLT_ARI_1</b> <i>Linked to SDG 3.1 and 3.2</i></p> <p><b>IS3.1.3</b> Proportion of patients (M/F) satisfied with the provision of services based on their needs from the health facilities (public health facilities, private facilities, one health units)</p> <p>Baseline (2020) 62% Targets: (2022) 95% CHASP (2023) 95% CHASP, PSPH 10% increase of baseline (2024) 70% HEAL, 60% JOHI. 95% CHASP, PSPH 15% increase of baseline (2025) N/A</p> <p><b>HLT_TRI_3</b> <i>Linked to SDG 3.8</i></p> <p><b>IS3.1.4</b> # of persons (M/F) subjected to different forms of sexual and gender based violence having received required (medical, and/or psychosocial, and/or legal) support</p> <p>Baseline (2020) 35 Targets: (2022) 23 (2023) 23 (2024) 23 (2025) 19'879<sup>9</sup></p> <p><b>GEN_ARI_1</b> <i>Linked to SDG 5.2</i></p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p><b>– IF</b></p> <ul style="list-style-type: none"> <li>the capacities of health personnel and health structures are strengthened, and</li> <li>the reliability (geographical access, transparent costs, waiting time/opening hours, supply chain) and quality (medical outcome, cultural acceptance etc.) of health and outreach services are improved,</li> </ul> <p><b>– THEN</b></p> <ul style="list-style-type: none"> <li>the availability and quality of health services will improve and patients/communities will use services more often. All this will</li> </ul> <p><b>– LEAD</b></p> <ul style="list-style-type: none"> <li>to an improved availability, quality and utilization of health services.</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>→ Incentives for health personnel are set right in order for them to remain in their functions and duty station, to take part in capacity building and implement quality assurance and improvement</li> <li>→ Accessibility for patients/communities is not hindered through other factors (e.g. security, cultural barriers)</li> <li>→ Improved capacities of the health authorities</li> <li>→ Improved coordination among health donors in health services delivery.</li> <li>→ Increased interest of the health authorities to work with the private sector.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>→ Lack of domestic sustainable health financing strategies (Regional)</li> <li>→ Lack of support for GBV health policies and support structures (Somalia)</li> <li>→ Distortion of private sector (in particular networks) caused by WB programme (Somalia)</li> <li>→ Patriarchal and cultural barriers to access health services (Regional)</li> <li>→ Limited access to conflict-affected areas (Regional)</li> <li>→ Chronic recurrent emergencies such as droughts, flooding etc. (Regional)</li> </ul>	<p><b>IC3.1.1</b> Coverage in % of essential health services for the three countries</p> <p>Baseline KEN (2019): 55 SOM (2019): 25 ETH (2019): 39 Targets: N/A</p> <p><b>SDG 3.8.1</b></p> <p><b>IC3.1.2</b> Proportion of births attended by skilled health personnel</p> <p>Baseline KEN (2016): 49.8% SOM (2020): 31.9% ETH (2019): 49.8% Targets: ETH (2022): 62% ETH (2024): 76%</p> <p><b>SDG 3.1.2</b></p> <p><b>IC3.1.3</b> Maternal mortality rates (per 100'000 live births)</p> <p>Baseline KEN (2017) 342/100'000 live births SOM (2020) 692/100'000 live births ETH (2017) 401/100'000 live births Targets: ETH (2025): 279/100'000 live births</p> <p><b>SDG 3.1.1.</b></p> <p><b>IC3.1.4</b> Under-five mortality rate (per 1'000 live births)</p> <p>Baseline KEN (2019) 43.156 (♀ 39.223, ♂ 46.760) SOM (2019) 116.972 (♀ 110.614, ♂ 122.595) ETH (2019) 50.736 (♀ 44.932; ♂ 56.239) Target: N/A</p> <p><b>SDG 3.2.1.</b></p> <p><b>IC3.1.5</b> % of females undergoing FGM / prevalence rate of FGM</p> <p>Baseline KEN (2020): 21% KEN (NE Region, 2020): 98% SOM (2020) 99.2% SL (2006): 98% PL (2006): 94% South-Central SOM (2006): 99% ETH (2020): 65% ETH SRS (2016): 98% Target Reduction from baseline</p> <p><b>SDG 5.3.2</b></p>

8 The target for 2025 is higher as some programmes will measure the target at the end of the phase. Note that the indicators will be reported annually as much as the target is based on a 5 year period.

9 The target for 2025 is higher as some programmes will measure the target at the end of the phase. Note that the indicators will be reported annually as much as the target is based on a 5 year period.

<p><b>4) Lines of intervention (Swiss Programme):</b></p> <ul style="list-style-type: none"> <li>→ Support to NGOs, national institutions and private health networks for the delivery of primary health services (EPHS) in areas accessible to Swiss partners in favour of marginalized population groups.</li> <li>→ Improve the capacity of local academic institutions to establish and strengthen a centre of excellence for one health in the context of pastoralist communities of the HoA.</li> <li>→ Pilot, test and scale up innovative approaches to provide integrated health services for the hard to reach population.</li> <li>→ Support Local women associations in view of creating an eco-system for Sexual and Gender-Based Violence (SGBV) services.</li> </ul>		
<b>1) Swiss portfolio outcome</b>	<b>2) Contribution of the Swiss Programme</b>	<b>3) Regional/national development outcome</b>
<b>Outcome Statement 2 (OS3.2):</b> Improve local capacities and the policy environment for enhanced health systems and better planning, monitoring and evaluation of public and private health service delivery	By developing and strengthening capacities on both the public and the private side of the health arena, health sector management will be improved leading to better overall implementation of the health services	<b>Outcome Statement 2 (OC3.2):</b> Enhanced public and private national health systems capacity to plan, mobilize domestic, external resources, implement, monitor and evaluate health service delivery towards universal health care and quality of health care services
<p><b>Indicators</b></p> <p><b>IS3.2.1</b> # of citizens (M/F) participating in influencing One Health public service provision and decision making</p> <p>Baseline (2020) 15 Targets (2022–24) 38 (2025) N/A</p> <p><b>CSI</b> <i>Linked to GOV_ARI_1 and SDG 16.7</i></p>	<p><b>Theory of Change / Impact hypothesis – IF</b></p> <ul style="list-style-type: none"> <li>• the capacities of the public health authorities and the private sector stakeholders in health are improved, and</li> <li>• communities are provided with enabling environment to advocate for and utilize public and private health and veterinary services,</li> </ul>	<p><b>Indicators</b></p> <p><b>IC3.2.1</b> Existence of annual work and capacity plans linked to integrated approach to health care (including One Health).</p> <p>Baseline SOM (2021): Heath Sector Strategic Plan ETH (2021): National One Health plans Targets N/A</p>

<p><b>IS3.2.2</b> % of outbreaks (Zoonotic or Human) jointly identified and managed by human and veterinary health service providers</p> <p>Baseline (2020) 10% Targets (2024) 50%</p> <p><b>CSI</b></p> <p><b>IS3.2.3</b> # of health (private/public) professionals (M/F) with increased capacities on public health management and service delivery</p> <p>Baseline (2020) 349 Targets (2022) 44 (2023) 29 (2024) 9 (2025) 317<sup>10</sup></p> <p><b>CSI</b></p> <p><b>IS3.2.4</b> # of health sector plans developed at national and regional level that include an integrated approach (related to GBV, One Health, and MCH)</p> <p>Baseline (2020) 12 Targets (2025) 16</p> <p><b>CSI</b></p>	<p><b>– THEN</b></p> <ul style="list-style-type: none"> <li>evidence based plans for program implementation and health sectors strategies are delivered and implemented.</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>→ New stakeholders in the health sector may provide renewed opportunities for policy dialogue (including the private sector)</li> <li>→ Increased interest by authorities in developing innovative health financing mechanism</li> <li>→ Better coordinated One health partners at national and subnational level.</li> <li>→ Increased coordination of planning between multisectoral partners</li> <li>→ Continuous feedback form communities are considered through the district health boards, one health forums etc.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>→ Limited technical capacity and accountability of national and local government (Regional)</li> <li>→ Slow improvement in inter-sectoral coordination (Regional)</li> <li>→ Absence of regulation for quality control and enforcement in health services (Somalia)</li> <li>→ Reshuffle of health authorities due to political changes (Regional)</li> </ul>	<p><b>IC3.2.2</b> Health workers to population ratio</p> <p>Baseline SOM (2016): 6<sup>11</sup>/20'000 ETH (2000): 1/1'000</p> <p>Targets (2022) ETH: 1.6/1'000 (2025) ETH: 2.3 /1'000</p> <p><b>SDG 3.c.1</b></p>
<p><b>4) Lines of intervention (Swiss Programme)</b></p> <ul style="list-style-type: none"> <li>Promote the use of information management systems and research to improve surveillance and influence policies by strengthening the role of academic institutions and communities of practice.</li> <li>Capacity building components are inbuilt in the lines of intervention (MCH, OH, SGBV)</li> <li>Increase support to bilateral partnerships to strengthen systems and subnational levels.</li> <li>Support dialogue between private and public health stakeholders (Somalia).</li> <li>Establish and strengthen community based health platforms (MCH, GBV, OH)</li> </ul>		
<p><b>5) Resources, partnerships (Swiss Programme)</b></p> <p>Financial Resources / Budget: CHF 33 mio (disbursements)</p> <p>Human Resources: HoA Regional Health Team (2 Health NPOs) and Regional Health Advisor.</p> <p>Partners: Main implementing partners: Academic and Research Institutions (AHRI, ILRI, Jigjiga University, Swiss TPH), ICRC, INGOs (SCI, VSF-CH, CCM), Private Sector networks, UN agencies (UNFPA, WHO), WB. Main country counterparts: Health Authorities.</p>		

10 The target for 2025 is higher as some programmes will measure the target at the end of the phase. Note that the indicators will be reported annually as much as the target is based on a 5-year period.

11 1 physician, 4 nurses, 1 midwife



Cooperation Programme Outcome 4: Migration & Protection		
<p><b>Swiss Portfolio Outcome 4:</b> Displacement affected communities including migrants in vulnerable situations are better protected and advance on durable solutions, thus gaining self-reliance, inclusion and sustainable integration.</p>		
1) Swiss portfolio outcome	2) Contribution of the Swiss Programme	3) Regional/national development outcome
<p><b>Outcome Statement 1 (OS4.1):</b> Refugees, Internally Displaced Persons, Host communities, Returnees, and Migrants are better protected and receive basic services.</p>	<p>SDC will contribute to the access of protection and basic services of displaced communities by supporting integrated programmes and initiatives/ advocacy for prioritization of protection.</p>	<p><b>Outcome Statement 1 (OC4.1):</b> Governments in the HoA protect, respect and promote the safety and dignity of DAC's (refugees, IDPs, migrants, host communities, returnees). (Kampala Convention)</p>
<p><b>Indicators</b></p> <p><b>IS4.1.1</b> # of persons reached by programs supported by Switzerland that contribute to the reduction of violence (including forced displacement) and foster the protection of vulnerable persons</p> <p>Baseline (2020) 10'182 (4'708♀ / 3'567♀) Targets: (2022) 7'500 (4'000♀ / 3'500♀) (2023) tbd (2024) tbd (2025) tbd</p> <p><b>HA_ARI_2</b> <i>Linked to SDG 16.1</i></p> <p><b>IS4.1.2</b> # of migrants and forcibly displaced persons experiencing violence, exploitation and abuse who access protection/rehabilitation services</p> <p>Baseline (2021) 3'904 Targets (2022–25) N/A</p> <p><b>MIG_TRI_3</b> <i>Linked to SDG 8.7 and 8.8</i></p> <p><b>IS4.1.3</b> # of initiatives, political processes and legal frameworks supported by Switzerland contributing to the promotion of Centrality of Protection and a reduction of forced displacement</p> <p>Baseline (2021): 6 Targets (2022): 5 (2023): 5 (2024): 5 (2025): 5</p> <p><b>CSI</b></p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– <b>IF</b></p> <ul style="list-style-type: none"> <li>displacement affected communities who have experienced violence, exploitation and abuse have their basic needs covered and are protected.</li> </ul> <p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>they can recover better from trauma and return to normalcy because addressing their needs contributes to their dignity and enables them to cope with their displacement situation.</li> </ul> <p>– <b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>addressing their needs contributes to their dignity and enables them to cope with their displacement situation</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>→ State and non-state actors are willing to work with organizations to i) strengthen policies and laws using a protection lens, ii) implement policies in their operations and operationalize legislation.</li> <li>→ Switzerland will continue to be perceived as an integer, honest broker in a position to effectively influence protection norms, policies, laws and political processes and their implementation.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>→ Protection needs of civilian population are not duly considered due to competing military, political, economic and other national goals.</li> <li>→ The impact of advocacy is limited in a fragmented political, security and military landscape comprising a multitude of actors.</li> <li>→ National actors and civil society are too weak to effectively influence the protection agenda.</li> <li>→ Limited advocacy and follow-up possibilities where there is a remote management set-up.</li> <li>→ Protracted and new conflicts in the region</li> <li>→ Severe drought and famine in the HoA leading to new displacement</li> <li>→ Security focused approach to displacements</li> <li>→ Host governments restricting asylum space</li> <li>→ Closure of Kakuma and Dadaab refugee camps</li> </ul>	<p><b>Indicators</b></p> <p><b>IC4.1.1</b> # of countries having enacted and operationalized the Kampala Convention</p> <p>Baseline (2021) 0 Target: (2024) 2</p> <p><i>Linked to SDG 16.1.3 and 16.1.4</i></p> <p><b>IC4.1.2</b> # of countries actively following up the implementation of Centrality of Protection</p> <p>Baseline (2021) 2 approved strategies Targets: (2022–25) N/A</p> <p><b>IC4.1.3</b> # of (sub)-national legislation / policy frameworks on displacement (refugees and internally displaced persons) have been adopted in line with International Standards</p> <p>Baseline 5 Targets: N/A</p> <p><i>Linked to SDG 16</i></p>

<p><b>4) Lines of intervention (Swiss Programme):</b></p> <ul style="list-style-type: none"> <li>→ Support to the provision of a wide range of services including child protection, SGBV, prevention of torture, prevention of forced disappearance, detention visit, legal protection (registration, documentation), and refugee and rights through government, multilateral agencies, NGOs and civil society organizations.</li> <li>→ Advocacy for humanitarian access, centrality of protection, respect of humanitarian principles and IHL, and accountability to affected populations (AAP)</li> <li>→ Provide the displacement affected communities (IDPs, refugees, migrants and hosts) with protection and basic services (education, health, shelter, food)</li> <li>→ Support to the development of legal and policy frameworks and initiatives at national/regional levels to enhance the protective environment (policy, dialogue, training on the normative framework, specific project support)</li> </ul>		
<b>1) Swiss portfolio outcome</b>	<b>2) Contribution of the Swiss Programme</b>	<b>3) Regional/national development outcome</b>
<p><b>Outcome Statement 2 (OS4.2):</b> Displacement Affected Communities (refugees, internally displaced persons, and returnees) enhance their self-reliance and social cohesion with host communities and progress towards sustainable (re)integration.</p>	<p>Switzerland will contribute to the Durable solutions agenda at normative, institutional and programming levels. Switzerland will also support private sector solutions for displacement affected populations, aiming to increase access services, self-reliance and reduce vulnerability.</p>	<p><b>Outcome Statement 2 (OC4.2):</b> DACs (refugees, IDP's, migrants, host communities and returnees) are supported to restore their livelihoods, have increased resilience to recurrent shocks, and have opportunities to participate in public affairs and income generating activities.</p>
<p><b>Indicators</b></p> <p><b>IS4.2.1</b> # of migrants and forcibly displaced persons reached by interventions that improved their livelihoods and employability</p> <p>Baseline (2020) 2'160 (1'800 IDPs, 360 hosts)</p> <p>Targets (2022) 8'160<sup>12</sup> (2023) tbd (2024) tbd (2025) tbd</p> <p><b>MIG_ARI_2</b> <i>Linked to SDG 8.5</i></p> <p><b>IS4.2.2</b> # of entities (social enterprises, PPP'S, local enterprises &amp; large enterprises) that started new operations or expanded existing ones in benefit of displacement affected communities.</p> <p>Baseline (2021) 11</p> <p>Targets (2022) tbd (2023) tbd (2024) tbd (2025) 124</p> <p><b>CSI</b></p> <p><b>IS4.2.3</b> # of (Swiss supported) regional policy frameworks and initiatives developed, which benefit the local inclusion of displacement affected communities.</p> <p>Baseline (2021) 1</p> <p>Targets (2022) tbd (2023) tbd (2024) tbd (2025) tbd</p> <p><b>CSI</b></p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– <b>IF</b> displacement affected communities</p> <ul style="list-style-type: none"> <li>• can have access to services;</li> <li>• can live somewhere with security of tenure protecting them against evictions;</li> <li>• can participate in public affairs as full citizens;</li> <li>• have access to sustainable livelihoods and employment;</li> <li>• have access to justice,</li> </ul> <p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>• they can achieve durable solutions</li> </ul> <p>– <b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>• they are able to become self-sufficient and reintegrate sustainably</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>→ DS actors continue to have access to conflict-affected and vulnerable persons to provide various services and programmes</li> <li>→ State and non-state actors continue to provide access for beneficiaries to access support</li> <li>→ Host countries do not hinder the Swiss programme to effectively reach vulnerable populations.</li> <li>→ Strong government leadership in DS.</li> <li>→ Area- and sector-based approaches with a firm focus on programming that benefits all DACs in line with national and local planning and priorities will be sustained.</li> <li>→ Governments will be in the Lead – building on a whole-of government, multi-stakeholder approach to ensure ownership, control on and support to national and local development and priorities, as spelled out in national and local development plans.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>→ Protracted and new conflicts in the region</li> <li>→ Severe drought and famine in the HoA leading to new displacement</li> <li>→ Political instability in Somalia.</li> <li>→ Lack of cooperation by state and non-state actors.</li> <li>→ Lack of adequate funding for various initiatives on durable solutions</li> </ul>	<p><b>Indicators</b></p> <p><b>IC4.2.1</b> DACs enjoy the benefits of development plans at national and sub-national level</p> <p>Baseline (2021) 10 year National Development Plan of Ethiopia; Somali Region Durable Solutions Strategy Plan, KISED, GISED, CIDPs Turkana and Garissa Counties</p> <p>Target N/A</p> <p><i>Linked to SDG 16</i></p> <p><b>IC4.2.2</b> % of return/relocation/integration plans that include community-based planning and implementation of priority needs</p> <p>Baseline (2021) 2</p> <p>Targets: N/A</p> <p><i>Linked to SDG 10</i></p> <p><b>IC4.2.3</b> # of new policies introduced or amended at the national level which benefit the local inclusion of displacement affected communities.</p> <p>Baseline (2021) 0</p> <p>Target: (2022–2025) N/A</p>

12 Some projects contributing to this indicator do not have target values

<p><b>4) Lines of intervention (Swiss Programme)</b></p> <p>→ Advocacy for the inclusion of DAC's into NDPs</p> <p>→ Advocacy support for the establishment of MPTF in Ethiopia to better coordinate DS intervention for IDPs and their hosts</p>
<p><b>5) Resources, partnerships (Swiss Programme)</b></p> <p>Financial Resources / Budget: CHF 79.1 mio (disbursements)</p> <p>Human Resources: HoA Regional Migration &amp; Protection Team (3 M&amp;P NPOs), Regional Protection Advisor (RPA), ILO.</p> <p>Partners: Main implementing partners: ICRC, IFC, IGAD, I(NGOs) (ACUMEN/RIN, DRC, ICVA, ReDSS, Swisscontact), UN agencies (IOM, OCHA, UNCDF, UNDP, UN Habitat, UNHCR), UN emergency pooled funds (Somalia and Ethiopian Humanitarian Fund). Main country counterparts: ministries in charge of humanitarian affairs and migration related issues, local authorities.</p>

Cross-sectoral Outcomes		
Cluster Outcome 5.1: Improved inclusion and cohesion of and within (angro-)pastoral, displacement-affected communities, and women		
Swiss International Cooperation Strategy 2021–2024: Sub-objectives 9 (Strengthening and promoting human rights and gender equality) and 10 (Promoting good governance and the rule of law and strengthening civil society)		
Agenda 2030: SDGs 1, 5, 10 and 16 as well as the Leave-No-One-Behind goal		
1) Swiss portfolio outcome	2) Contribution of the Swiss Programme	3) Regional/national development outcome
<p><b>Indicators</b></p> <p><b>ISS.1.1</b> # of persons from left behind groups<sup>13</sup> benefitting from projects to reduce exclusion, discrimination and inequality.</p> <p>Baseline (2020) N/A<sup>14</sup></p> <p>Targets: (2022) tbd (2023) tbd (2024) tbd (2025) tbd</p> <p><b>POV_ARI_1</b> <i>Linked to SDG 10.2</i></p> <p><b>ISS.1.2</b> # of (Swiss supported) political bodies with at least 30% of representation of women (and minorities).</p> <p>Baseline (2021) FCDC CEC: 10 PL Local District Councils (2021): 0</p> <p>Target (2022) Increase no. of PL Local District Councils with &gt;30% women</p> <p><b>GEN_ARI_2</b> <i>Linked to SDG 5.5.1</i></p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– <b>IF</b></p> <ul style="list-style-type: none"> <li>projects supported by Switzerland reduce exclusion, discrimination and inequalities as experienced by left behind men and women, and</li> <li>women are represented in political positions</li> </ul> <p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>the poorest of the poor and most marginalized will have a chance to get out of poverty and reduce humanitarian needs, and</li> <li>women are able to contribute to and ideally influence political decision making affecting their lives</li> </ul> <p>– <b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>opportunities and services are targeted towards persons left behind and will empower them and include them socially, economically and politically, and</li> <li>women are able to place their concerns and priorities on the political agenda.</li> </ul>	<p><b>Indicators</b></p> <p><b>IC5.1.1</b> Exclusion of gender and social group</p> <p>Baseline Gender exclusion: KEN (2020): 0.35 SOM (2020): 0.93 SL (2020): 0.9 ETH (2020): 0.4 Social exclusion: KEN (2020): 0.47 SOM (2020): 0.75 SL (2020): 0.69 ETH (2020): 0.84</p> <p>Targets: Improvement from baseline</p> <p><i>Linked to SDG 10.2.1.</i></p> <p><b>IC5.1.2</b> Proportion of seats held by women (and minorities) in national parliaments.</p> <p>Baseline KEN (2021): 21.6% (LH / Lower House), 31.8% (UH / Upper House) SOM (2021): 24.4% (LH), 24.1% (UH) SL (2021): 0% (LH), 0% (UH) ETH (2021): 16% (LH), tbd (UH)</p> <p>Target &gt;30% women. Improvement from baseline for minorities.</p> <p><b>SDG 5.5.1</b></p>

13 Left behind groups would be minorities and marginalized groups such as in Kenya, e.g. in Marsabit: Sakuye, Burji, Sidam, Watta Koriso, Elmolo, Dasanach, and Turkana, or in Garissa: Sakuye, Borana, Harti, Boni, Aweer, Watta; or in Somalia: Aweer, Boni, Eyle, Bantu, Bajuni, Bravanese, Ga-booye, Mahdiban, Tumaal, Yibir as well as People with disabilities (PWD).

14 So far none of the implementing partners are monitoring / disaggregating data related to how minorities or marginalized groups are reached.



<b>Cluster Outcome 5.2:</b> Improved sustainable provision, access and use of quality services for (angro-)pastoral, displacement-affected communities, and women		
<b>Swiss International Cooperation Strategy 2021–2024:</b> Sub-objective 7 (Strengthening equitable access to quality basic service)		
<b>Agenda 2030:</b> SDGs 1, 2, 3, 6, 8 and 10		
<b>1) Swiss portfolio outcome</b>	<b>2) Contribution of the Swiss Programme</b>	<b>3) Regional/national development outcome</b>
<p><b>Indicators</b></p> <p><b>IS5.2.1</b> # of persons having received services.</p> <p>Baseline<sup>15</sup> (2020) 490'337</p> <p>Targets<sup>16</sup> (2022) 97'585 (2023) 80'140 (2024) 97'198 (2025) 231'079</p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– <b>IF</b></p> <ul style="list-style-type: none"> <li>(angro-)pastoral communities, DACs and women have better and sustained access to basic services, including safe drinking water, sanitation and hygiene, skills development, legal, protection (incl. SGBV) and rehabilitation services,</li> </ul> <p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>they will have better living conditions, and</li> <li>they will have the possibility to develop their human, economic, social and cultural capital for an improved individual and community wellbeing</li> </ul> <p>– <b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>they will be healthier, can recover from trauma, are better protected, have better chances to access labour opportunities, and are better locally integrated.</li> </ul>	<p><b>Indicators</b></p> <p><b>IC5.2.1</b> Proportion of total government spending on essential services (education, health and social protection)</p> <p>Baseline KEN: 19.1% (2018) for education; 8.55% (2018) for health SOM: N/A ETH: 27.1% (2015) for education; 4.8% (2018) for health</p> <p>Target N/A</p> <p><b>SDG 1.a.2</b></p> <p><b>IC5.2.2</b> Proportion of population with access to basic drinking water</p> <p>Baseline KEN (2020): 61.6% SOM (2020): 56.5% ETH (2020): 49.6%</p> <p>Target N/A</p> <p><i>Linked to SDG 6.1.1</i></p>

15 Data from WFP Somalia, WFP Ethiopia, ICRC Ethiopia and other bilateral projects still missing

16 Targets based on SCI CHASP, UNFPA, WB MPF, IFC. Targets for other projects still missing. ICRC, WFP and UNHCR may not always have published targets for upcoming years.

Cluster Outcome 5.3: Saving lives from natural and anthropogenic hazards		
Swiss International Cooperation Strategy 2021–2024: Sub-objective 5 (Providing emergency aid and ensuring the protection of civilians)		
Agenda 2030: SDGs 2, 3 and 6		
1) Swiss portfolio outcome	2) Contribution of the Swiss Programme	3) Regional/national development outcome
<p><b>Indicators</b></p> <p><b>ISS.3.1</b> # of persons reached in emergency situations.</p> <p>Baseline (2021) 381'826 Targets (2022–25) N/A</p> <p><b>HA_ARI_1</b> <i>Linked to SDG 1.5</i></p>	<p><b>Theory of Change / Impact hypothesis</b></p> <p>– <b>IF</b></p> <ul style="list-style-type: none"> <li>affected people are reached in emergency situations,</li> </ul> <p>– <b>THEN</b></p> <ul style="list-style-type: none"> <li>their most pressing vulnerabilities can be overcome, their suffering can be alleviated and lives can be saved</li> </ul> <p>– <b>BECAUSE</b></p> <ul style="list-style-type: none"> <li>the gaps in urgent needs like food, water, sanitation, shelter, health services etc. are bridged and people are better protected from violence, including forced displacement.</li> </ul>	<p><b>IC5.3.1</b> Peoples under threat</p> <p>Baseline KEN (2020): 10.26 (rank 49) SOM (2020): 22.73 (rank 2) ETH (2020): 15.99 (rank 15) Targets: Improvement from baseline</p> <p><b>IC5.3.2</b> Annual total number of internally displaced population due to disaster</p> <p>Baseline KEN: 335'000 newly displaced (2020) SOM: 1'037'000 newly displaced (2020) ETH: 664'000 newly displaced (2020) Target: N/A</p> <p><i>Linked to SDG 1.5.1.</i></p> <p><b>IC5.3.3</b> Conflict-related deaths per 100,000 population, by sex, age and cause.</p> <p>Baseline KEN (2019): 0.12 SOM (2019): 12.62 ETH (2019): 0.02 Targets: Improvement from baseline</p> <p><b>SDG 16.1.2.</b></p> <p><b>IC5.3.4</b> Total number of populations displaced due to conflict and violence</p> <p>Baseline KEN (2020): 190'000 SOM (2020) 2'968'000 ETH (2020): 2'060'000 Targets N/A</p>

<b>Cluster Outcome 5.4:</b> Improved sustainable natural resource management and better addressed impacts of climate change impacts to build resilience of (angro-)pastoral, displacement-affected communities, and women		
<b>Swiss International Cooperation Strategy 2021–2024:</b> Sub-objectives 3 (Addressing climate change and its effects) and 4 (Ensuring the sustainable management of natural resources)		
<b>Agenda 2030:</b> SDGs 6, 12, 13 and 15		
<b>1) Swiss portfolio outcome</b>	<b>2) Contribution of the Swiss Programme</b>	<b>3) Regional/national development outcome</b>
<b>Indicators</b> <b>ISS.4.1</b> # of persons benefiting from concrete climate change adaptation measures.  Baseline (2020) 59'069 Targets (2022) 34'496 (2023) 17'665 (2024) tbd (2025) tbd  <b>CCE_ARI_1</b> <i>Linked to SDG 13.2</i>	<b>Theory of Change / Impact hypothesis</b> <b>– IF</b> <ul style="list-style-type: none"> <li>disadvantaged segments of the population benefit from adaptation measures,</li> </ul> <b>– THEN</b> <ul style="list-style-type: none"> <li>they will get a better chance to overcome poverty and live a life in dignity,</li> </ul> <b>– BECAUSE</b> <ul style="list-style-type: none"> <li>the risk is reduced that they become severely affected by the adverse effects that result from a changing climate (in particular extreme weather events and climate shocks).</li> </ul>	<b>IC5.4.1</b> Proportion of land that is degraded over total land area  Baseline KEN (2015) 40% SOM (2015) 23.4% (low confidence) ETH (2015 ) 29.2% (medium confidence)  Targets N/A  <b>SDG 15.3.1</b>

<b>1) Management Performance Indicators (valid for all portfolio outcomes)</b>	
<b>OM1: Sustainability and Localization</b>	
<b>Indicators</b>	
<b>IM 1.1 (a)</b>	% of SDC projects directly contracting local partners
<b>IM 1.1 (b)</b>	% of pooled funds directly awarded to local partners
Baseline	(2020) (a): 17.6% (6/34); (b): 54% (SHF), 10% (EHF)
Target	25% (Grand Bargain)
<b>IM 1.2</b>	# of projects with local public and private actors being supported as change-agents and owners of change
Baseline	(2020) 9
Target	N/A
<b>OM2: Nexus Approach</b>	
<b>Indicators</b>	
<b>IM 2.1</b>	# of projects applying a nexus approach
Baseline	(2021) 13
Targets	N/A
<b>IM 2.1</b>	# of projects with crisis modifiers / contingency funds
Baseline	(2021) 5
Target	N/A
<b>OM3: Policy Coherence</b>	
<b>Indicators</b>	
<b>IM 3.1</b>	# of projects co-funded by multiple WoGA partners
Baseline	(2021) 2
Target	N/A
<b>OM4: Regionalization</b>	
<b>Indicators</b>	
<b>IM 4.1.</b>	# of regional projects
Baseline	(2021) 5
Target	N/A
<b>IM 4.2.</b>	# of cross-border projects
Baseline	(2021) 1
Target	N/A



<b>OM5: Processes and Planning</b>	
<b>Indicators</b>	
<b>IM 5.1.</b>	Level of disbursement
Baseline	(2020) March: 26% (HA), 0% (SC); June: 47% (HA), 42% (SC); September: 65% (HA), 57% (SC); December: 100% (HA, SC)
Targets	March: 20%; June: 50%; September: 80%; December: 100%
<b>IM 5.2.</b>	Ratio between number of projects and budget
Baseline	(2021) 0.75/Mio
Target	0.6/Mio
<b>IM 5.3.</b>	Modality mix (mandates, bilateral contributions, multilateral contributions, multi-B)
Baseline	(2021) 14% (mandates), 36% (bilateral contributions), 31% (multilateral contributions), 19% (multi-B)
Target	(2025) 18% (mandates), 42% (bilateral contributions), 25% (multilateral contributions), 15% (multi-B)
<b>IM 5.4.</b>	Proportion of portfolio invested in Somalia (incl. Somaliland)
Baseline	(2020) 52%
Target	(2025) >60%
<b>OM 6: Statistical Performance</b>	
<b>Indicators</b>	
<b>IM 6.1</b>	SDG 17 Statistical Performance Index
Baseline	(2019) KEN: 54.54, SOM: 19.62, ETH: 53.6
Target	N/A

# Appendix 3: Assumption-Based Planning

	Assumption <sup>1</sup>	Vulnerabilities <sup>2</sup>	Signpost <sup>3</sup>	Shaping or Mitigating Action <sup>4</sup>	Hedging Action <sup>5</sup>	Capitalizing Action <sup>6</sup>
Political	Somalia finds a solution to the current electoral crisis	Medium	No elections by end of 2021. Break-down of FGS-FMS dialogue. Armed conflict in Mogadishu.	Support FGS-FMS meetings and dialogue fora	Focus programming on state and district level instead of federal level. Increase humanitarian contingency funds in view of potential political conflict.	
	FGS-FMS relations improve leading to political settlement	High	No elections take place. The incumbent president is re-elected. No FGS-FMS leadership meeting for > 9 months	Keep FGS-FMS relations high on the agenda of the MAF. Support FGS-FMS meetings and dialogue fora	Focus governance programme on local governance and reconciliation; freeze programs related to constitutional review.	
	Federalism remains the state model of Somalia	Low	FGS changes constitution to abolish federal nature. Centralist laws being passed by parliament.	Advocate for subsidiarity principle and advantages of devolution.	Focus governance programme on local governance and reconciliation; freeze programs related to fiscal federalism and constitutional review	
	Somaliland will remain a de facto autonomous entity	Low	Start of serious negotiations between SOM and SL			Check if CH can play a facilitating role
	District council formation progresses in South-Central Somalia	High	<1 new district council formed in one year	Invest in reconciliation and district council formation programs. Advocate on FMS president level	Continue roll-out of district council formation in SL and PL.	
	Progress in the Constitutional Review Process in Somalia	High	No agreement on any of the contentious issues	Invest in FGS-FMS relation. Use IFIs to have strong benchmarks linked to progress on constitutional review.	Focus governance programme on local governance and reconciliation; freeze programs related to constitutional review.	

1 An assumption is an assertion about some characteristic of the future four years (2022–2025) that underlies the current plan of the Cooperation Programme. Only important assumptions are listed, i.e. those whose negation would lead to significant changes in the planned implementation of the Cooperation Programme.

2 The vulnerability of assumptions is linked to plausible elements of change in the future four years (2022–2025) that would cause the assumption to be wrong. In case of positive assumptions, this could lead to a degradation in the performance of the Cooperation Programme. In case of negative assumptions, this could increase the success of the Cooperation Programme. Low vulnerability means that an assumption is seen as robust; high vulnerability means that an assumption is seen as weak.

3 A signpost is an event or threshold that, if detected, signifies that a vulnerable assumption is being broken or is dangerously weak, and that some action should be taken.

4 A shaping action is an action taken that is intended to help protect an uncertain assumption, e.g. by reducing or changing its vulnerability. A mitigating action is an action taken to reduce the adverse effects.

5 A hedging action prepares for the possibility that an assumption will fail, despite the shaping actions, and is an action to spread or reduce the risk of adverse effects.

6 A capitalizing action is taken after the failure of an assumption to take advantage of potential opportunities that further improve the performance of the programme.

	Assumption	Vulnerabilities	Signpost	Shaping or Mitigating Action	Hedging Action	Capitalizing Action
	HSM continues to challenge Somali authorities	Low	Dialogue with AS starts or AS included in government		Assess if development cooperation can continue or focus on humanitarian only.	Assess if CH can positively support dialogue
	Regional States in Ethiopia pose an increasingly strong challenge to the central state.	Medium	Regional states start pressing for more autonomy in their relationship to the center		Expand relations with local and regional state authorities. Assess if programme in SRS can be maintained.	
	In Kenya, devolution is maintained	Low	Change of constitution or passing of laws that centralize power.	Advocate for subsidiarity principle and advantages of devolution. Strengthen performance of counties and FCDC	Reassess engagement of Switzerland in North-Eastern Kenya. Focus on refugees.	
	Refugee camps in Kenya will continue to exist	High	Government of Kenya insists on closure of camp.	Engage with other donors and UNHCR  Engage on socio economic inclusion in a comprehensive manner, KISEDIP and GISEDIP followed up	Advocate for Kakuma to be transformed into a settlement with municipality status and refugees receiving residency status.	SDC HA assistance is sustained in Kenya through UNHCR
Social	Public spending for social services and capacity of ministries remain low.	Low	Significant increase in revenues and % expenditures for social services		Diminish funding to INGOs for social services.	Increase capacity support to national and local authorities.
	Social exclusion and marginalization of minority clans will continue.	Low	Evictions increase in urban areas in Somalia	Engage with other donors and UNHCR, advocate for moratorium	Suspend the programmes in those urban areas	
	Private sector social services providers remain donor independent	High	Private sector partners seek donor/IDA funding	Engage with IFIs to discourage them from financially supporting private sector providers.		



	Assumption <sup>1</sup>	Vulnerabilities <sup>2</sup>	Signpost <sup>3</sup>	Shaping or Mitigating Action <sup>4</sup>	Hedging Action <sup>5</sup>	Capitalizing Action <sup>6</sup>
Security	HSM remains a crucial insecurity factor in Somalia and will not be militarily defeated	Low	Massive defections from HSM ranks take place SNA can expand territorial control HSM taxation capacity crumbles			Opening of office in SOM Expand district council formation in South-Central Somalia.
	Ethiopia's political system is stabilizing further	Medium	Conflicts/crises between/among regional states or between regional states and the central government expand further, destabilize the country and increasingly involve the neighbouring countries.	Support possible mediation or facilitation efforts.	Increase humanitarian funding. Manage ETH programme from KEN.	
	Kenya will remain stable	Low	Heavy conflict erupt (e.g. during/after elections 2022)		Increase humanitarian funding. Manage KEN/SOM programme from ETH or SOM (would require SCO structure in SOM).	
Environmental	Covid-19 will restrict travel & monitoring, for the coming 2 years	High	By mid-2023 the level of vaccination remains <50% and periodic Covid-waves continue.	Support the HoA countries (through Covax and/or targeted interventions) to be able to better cope with the pandemic	Improve the capacity of the SCOs to access online platforms; improve home internet access of POs; use TPM for monitoring and assess possibility to expand to ETH/KEN.	Expand digital/ remote tools for IPs.
	Every year one severe flooding event	High	Deterioration of food security phase classification. Displacement following shocks. Increased intercommunal conflict.	Increase investment in DRR, CC adaptations, early Warning data for decision making	Fund crisis modifiers/ contingency funds; continue support to CBPF and HA Multi-B partners that can quickly respond to emergencies	Improve early warning systems
	Every 3 years a severe drought event					
	Locust invasion to remain a problem for two more years	Medium	Locust is not fully controlled, new breeding	Increase investment in control operations, surveillance, capacity building, cooperation	Additional humanitarian funds	
	Depletion of water resources	Medium	Lowering of water table; drying out of bore holes	Surveillance of groundwater table	Increase investment in rainwater catchment	
Outbreak of livestock diseases	Medium	Ban on import of livestock and livestock products from HoA	Invest in disease surveillance + veterinary services; invest in quality controls	Additional funds to combat livestock diseases		

	Assumption <sup>1</sup>	Vulnerabilities <sup>2</sup>	Signpost <sup>3</sup>	Shaping or Mitigating Action <sup>4</sup>	Hedging Action <sup>5</sup>	Capitalizing Action <sup>6</sup>
International Relations	Mutual Accountability Frameworks (MAF)	Medium	Important benchmarks, targets or performance criteria are not being met.	Advocate for realistic progress expectations by IFIs on Somalia. At the same time, avoid dilution or waiving of criteria.		
	Somalia Aid Architecture functions well.	Medium	Diminished frequency of and attendance to PWGs		Maintain or increase SCOs engagement in donor coordination mechanisms (SDG, HDG, SHDG, ...)	
	In Somalia, HIPC completion point will be reached and IDA funding will increase	Medium	Important benchmarks, targets or performance criteria are not being met.	Advocate for realistic progress expectations by IFIs on Somalia. At the same time, avoid dilution or waiving of criteria. Support reform process	Maintain financial support for service delivery in health.	
	IGAD remains a relevant organization	Medium	Member States stop paying MS contributions IGAD side-lined	Advocate for strong IGAD with Member States	Diminish programming through IGAD	
	Donors remain largely unaligned leading to continued aid fragmentation.	Medium	Donors coordinate their bilateral funding or increase investment in UN MPTF / WB MPF	Continue to advocate for donor harmonization. Play a connector role.	Invest in projects with high CH added value	Increase funding into joint programmes.

# Appendix 4: Monitoring System at Field Level

	Instrument	Purpose	Frequency
Management Level	Annual Plan	Milestones on strategy, management, programme and policy level	yearly (Nov/Dec)
	Internal Control System (ICS)	Swiss Embassy efficiency and compliance. Analysis of risk matrix.	yearly (Sept)
	Trilateral Meetings	Meeting of Regional Management Team with SDC Programme Managers at HQ on context, strategic, management, human resources and programming issues.	weekly
	Regional Management Team Meetings	Exchanges between HoC Addis Ababa and Nairobi and between DHoC Addis Ababa and Nairobi	bi-weekly
	Cooperation Team Meetings	IC Staff meetings at Addis Ababa and Nairobi level	bi-weekly
	Management by Objective (MbO)	Setting and monitoring of team and individual goals to implement annual plan and define further education/training of staff.	yearly cycle (Jan, Jun, Oct)
Programme Level	Annual Report incl. additional information on cooperation programme management	Cumulative reporting on outcomes achieved and on lessons learned, as well as setting of priorities for the annual programme of the subsequent year. Management Response elaborated by HQ to define the strategic orientation for the subsequent year.	yearly (Oct)
	Financial Updates	Regular financial updates monitoring financial planning, allocation and disbursement of the Cooperation Programme under the lead of CFPA Nairobi and with participation of Regional Management Team.	6x year (Jan, Mar, Jun, Sep, Oct, Nov)
	External Examination	Annual external examination performed on the PCM activities of the International Cooperation Divisions of the two Embassies	yearly (Apr or May)
	Mid-Term Review	Review of the Cooperation Programme according to OECD DAC criteria. Will serve as a basis for planning the subsequent Swiss Cooperation Programme.	Early 2024
Domain Level	Domain Reviews	Annual review of the domain portfolio by the regional domain teams.	yearly
	Portfolio Project Key Data Discussions (PPKDD)	Discussion and approval with Regional Management Team and SDC Programme Managers at HQ of new project ideas to be further developed into entry and credit proposals.	2x year or as required
	Joint Field Trips	Encourage joint learning and understanding in the regional domain team as well as across domain teams.	At least 1x year

Project Level	Regional Operations Committee	Discussion and field approval on new entry and credit proposals by the International Cooperation Divisions of the two Embassies.	as required
	Project monitoring visits	Visits to project partners and beneficiaries to assess project results and challenges.	as possible (∞ security and access)
	Third-Party Monitoring, Evaluation and Learning	Spot audits, activity monitoring, context and outcome monitoring, beneficiary feedback mechanism in Somalia. Analysis based on Kulmis Analytical Framework and displayed on digital platform for adaptive programming and accountability.	continuous
	Partner Risk and Capacity Assessments + Capacity Building	Assessment of a partner's governance policies, procedures and capacities and related risks to the management of Swiss funds. Decision on mitigation measures and possible capacity building of implementing partners.	before signing the contract; yearly review or according to needs
	Steering Committee	Steering and/or advisory bodies providing strategic assistance at project level	at least once a year per project
	External Project Evaluations or Peer Review	Evaluation of projects for reporting, steering, learning, and planning of subsequent phases	dependent on contract
	Financial Project Audits	External audit covering I) principle of orderliness (financial regularity/ reporting) in accordance with International Standards on Auditing (ISA), II) existence, adequacy and effectiveness of Internal Control System (ICS), III), conformity with the project objectives and adherence to the contract conditions, IV) economical conduct of business and effective use of financial resources	yearly
	End of phase / end of project reports	Internal review with main conclusions about results achieved, project performance and recommendations for subsequent project phases.	EPR: 9 months before the end of a project phase EPROR within a period of 180 days at maximum after end of the project
Context Level	MERV	Context development analysis to identify changes relevant to the Cooperation Programme. Assessment of the assumptions identified.	yearly (September)
	Political Economy Analysis	Review of programme analysis, stakeholder mapping, foundational factors, formal and informal rules of the game, actors and agents, gap analysis, and pathways of change, operational implications and ensure adaptation.	yearly (March)
	Third-Party security and context assessments	Permanent context and security monitoring in Somalia incl. Somaliland at the sites of project implementation.	continuous



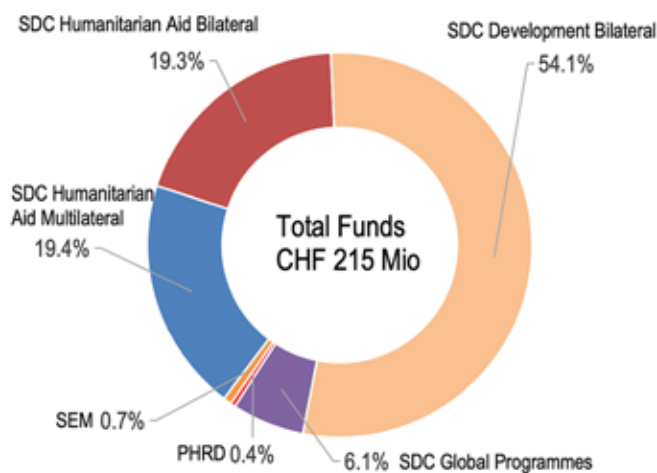
# Appendix 5: Indicative Budget Allocation

## Swiss Cooperation Programme Horn of Africa 2022–25

in CHF million, planned yearly average CHF 54 million

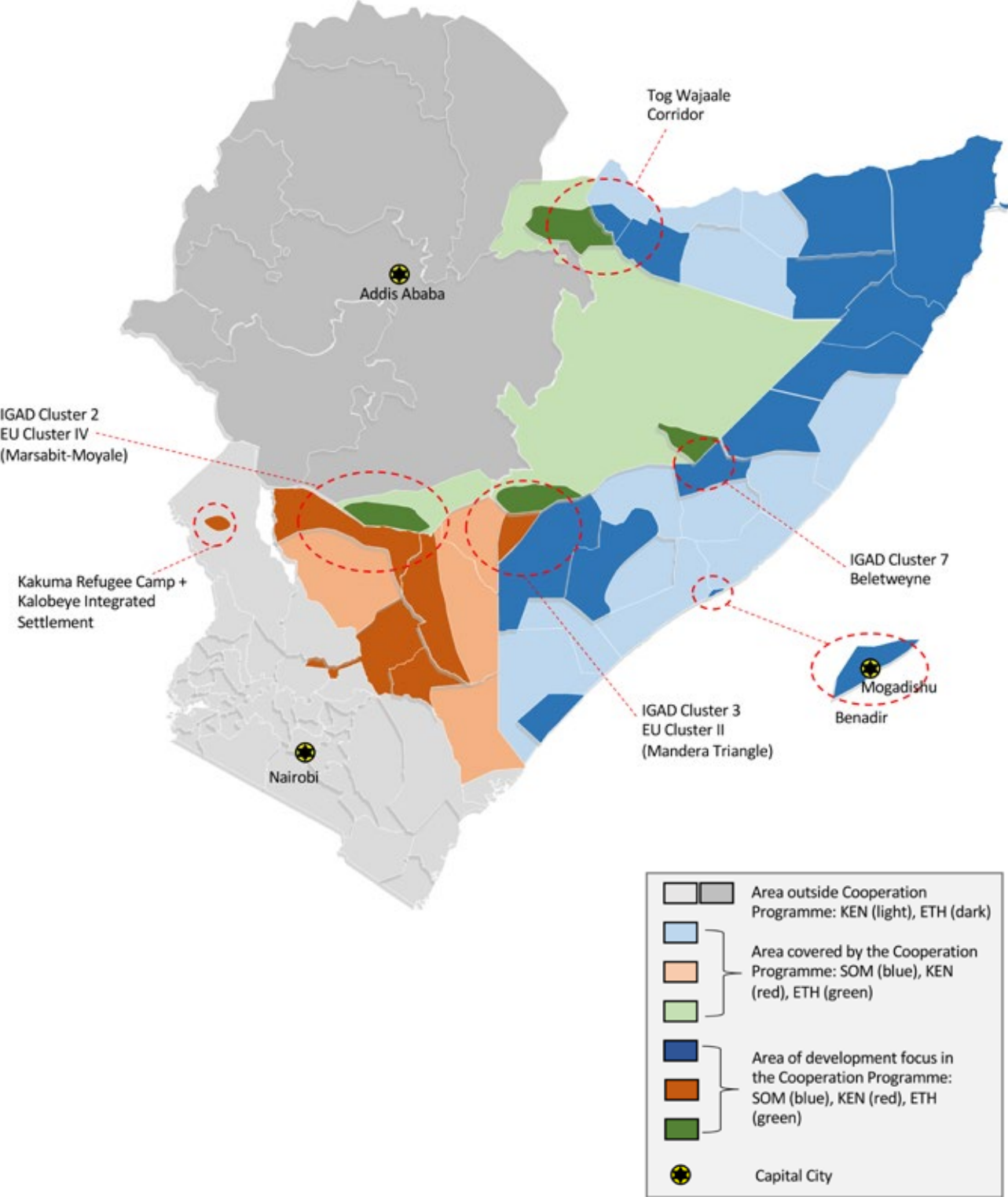
Domain of Intervention	2022	2023	2024	2025	Total	%
<b>Good Governance</b>	<b>7.00</b>	<b>8.00</b>	<b>9.00</b>	<b>9.00</b>	<b>33.00</b>	<b>15.38</b>
SDC SC Bilateral	7.00	8.00	9.00	9.00	33.00	
<b>Food Security</b>	<b>13.75</b>	<b>14.15</b>	<b>15.45</b>	<b>15.25</b>	<b>58.60</b>	<b>27.31</b>
SDC SC Bilateral	8.50	8.50	9.45	9.45	37.50	
SDC Global Programmes (GPFS)	1.00	0.90	0.20	0.00	2.10	
SDC HA Bilateral	1.00	1.50	2.55	2.55	6.00	
SDC HA Multi-B	3.25	3.25	3.25	3.25	13.00	
<b>Health</b>	<b>6.85</b>	<b>7.75</b>	<b>9.20</b>	<b>9.20</b>	<b>33.00</b>	<b>15.38</b>
SDC SC Bilateral	5.75	6.25	7.25	7.25	26.50	
SDC HA Bilateral	1.10	1.50	1.95	1.95	6.50	
<b>Migration &amp; Protection</b>	<b>20.35</b>	<b>20.25</b>	<b>19.75</b>	<b>18.75</b>	<b>79.10</b>	<b>36.86</b>
SDC SC Bilateral	3.50	3.50	3.50	3.50	14.00	
SDC Global Programmes (GPMD)	3.00	3.00	3.00	2.00	11.00	
SDC HA Bilateral	6.10	6.00	5.50	5.50	23.10	
SDC HA Multi-B	7.15	7.15	7.15	7.15	28.60	
PHRD	0.20	0.20	0.20	0.20	0.80	
SEM <sup>1</sup>	0.40	0.40	0.40	0.40	1.60	
<b>Culture</b>	<b>0.30</b>	<b>0.50</b>	<b>0.55</b>	<b>0.55</b>	<b>1.90</b>	<b>0.89</b>
SDC SC Bilateral	0.30	0.50	0.55	0.55	1.90	
<b>Other Interventions</b>	<b>2.25</b>	<b>2.25</b>	<b>2.25</b>	<b>2.25</b>	<b>9.00</b>	<b>4.19</b>
SDC SC Bilateral	1.25	1.25	1.25	1.25	5.00	
SDC HA Bilateral	1.00	1.00	1.00	1.00	4.00	
<b>Total Funds</b>	<b>50.50</b>	<b>52.90</b>	<b>56.20</b>	<b>55.00</b>	<b>214.60</b>	<b>100.00</b>

## General Overview of Funds by Swiss Federal Offices



<sup>1</sup> In addition to the 0.4/year for national projects in ETH and SOM, the SEM has reserved 0.4/year for regional projects that also include ETH and/or SOM.

# Appendix 6: Map



# Appendix 7: Abbreviations and Acronyms

AAP	Accountability to Affected Population
AFD	Africa Division
AMISOM	African Union Mission in Somalia
ARI	Aggregated Reference Indicator(s)
AU	African Union
bn	billion
CBPF	Country-Based Pooled Fund
CC	Climate Change
CEC	County Executive Committee
CEDRIG	Climate, Environment and Disaster Risk Reduction Integration Guidance
CFPA	Chief Finance, Personnel and Administration
CH	Switzerland
CHF	Swiss Franc
Covid-19	Coronavirus Disease of 2019
CRRF	Comprehensive Refugee Response Framework
CS	Cooperation Strategy
CSI	Country Specific Indicator
CSPM	Conflict-Sensitive Programme Management
DA	Diagonal Accountability
DACs	Displacement-affected Communities
DHoC	Deputy Head of Cooperation
DRR	Disaster Risk Reduction
DS	Durable Solutions
EHF	Ethiopian Humanitarian Fund
EPR/EPROR	End-of-Phase Report / End-of-Project Report
ETH	Ethiopia
FCDC	Frontier Counties Development Council
FDFA	Swiss Federal Department of Foreign Affairs
FGM	Female Genital Mutilation
FGS	Federal Government of Somalia
FMS	Federal Member States (of Somalia)
FRAP	Framework for Risk Governance and Adaptive Programming
FS	Food Security
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GISEDP	Garissa Integrated Socio-Economic Development Plan
GOV	Good Governance
GPMD	Global Programme Migration and Development
GPFS	Global Programme Food Security
HA	SDC Humanitarian Aid
HDG	Humanitarian Donor Group
HIPC	Highly indebted poor countries initiative
HoA	Horn of Africa
HoAC	Horn of Africa Cooperation
HoC	Head of Cooperation
HQ	Headquarters
HRP	Humanitarian Response Plan
HSM	Harakat Al-Shabaab Al-Mujahideen
IC	International Cooperation
ICx	Country Outcome Indicator (followed by number)
ICM	Interdepartmental Structure for International Cooperation on Migration
ICRC	International Committee of the Red Cross
ICS	Internal Control System
IDA	International Development Association
IDPs	Internally Displaced People

IDDRSI	IGAD Drought Disaster Resilience Sustainability Initiative
IFI	International Financial Institutions
IGAD	Intergovernmental Authority on Development
IHL	International Humanitarian Law
IMx	Management Performance Indicator (followed by number)
IPC	Integrated Food Security Phase Classification
ISx	Swiss Outcome Indicator (followed by number)
Kampala Convention	AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa
KEN	Kenya
KISEDIP	Kalobeyei Integrated Socio-Economic Development Plan in Turkana West
MCH	Mother & Child Health
MERV	Monitoring System for Development-relevant Changes
mio	million
MPF	Multi-Partner Fund
MPTF	Multi-Partner Trust Fund
MTE	Mid-Term Evaluation
N/A	Not applicable / not available
NDP(s)	National Development Plan(s)
NDP 9	Somalia National Development Plan 2021–2024
NDSS	National Durable Solutions Strategy
NGO	Non-Governmental Organisation
NPO	National Programme Officer
OC	Outcome
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD DAC	The OECD's Development Assistance Committee
OH	One Health
OM	Management Outcome
PCM	Project Cycle Management
PEA	Political Economy Analysis
PHRD	Peace and Human Rights Division
PL	Puntland
RCO	Resident Coordinator Offices
RDM	Results Data Management
RMT	Regional Management Team
SC	SDC South Cooperation
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SDG	Somalia Donor Group
SDG(s)	Sustainable Development Goal(s)
SECO	Swiss State Secretariat for Economic Affairs
SEM	Swiss State Secretariat for Migration
SGBV	Sexual and Gender-Based Violence
SHDG	Somalia Health Donor Group
SHF	Somalia Humanitarian Fund
SL	Somaliland
SOM	Somalia
SRS	Somali Regional State of Ethiopia
tbd	to be determined
TPM	Third-Party Monitoring
TRI(s)	Thematic Reference Indicator(s)
UHC	Universal Health Coverage
UN	United Nations
US	United States
USD	United States Dollar(s)
VA	Vertical Accountability
WASH	Water, Sanitation and Hygiene
WB	World Bank
WoGA	Whole-of-Government Approach





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