Evaluation of three project funded through the Immediate Response Facility (IRF) of the Peacebuilding Fund for Somalia

Final Evaluation Report
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Content

Acronyms

AfDB	African Development Bank
FGS	Federal Government of Somalia
FMS	Federal Member States
IRF	Immediate Response Facility
JP	Joint Programme
JRMS	Joint Risk Management S Tmug104.18 6dyETBT1 0 0 1 375.55 667.02

Executive Summary

Findings

<u>Relevance</u>
Overall the three projects are relevant: the projects are in line with the Somalia development priorities, aligned to the country context and address the needs of the beneficiaries including the benefiting government institutions and UN agencies. However, the big dn 0 0 1 1i26(t)4(com)-8(rio)(ver)nne2

Recommendation 4: It is recommended that current collaborative risk management within the framework of the JRMS continue

Introduction

Country Ovc rurview and Context

Ovc -rthe last six years, Somalia has made significant progress in the field of politics following more than two -ru decades of conflicThe country has undergone a real transformat

The Projects under the Scope of the Evaluation

The three projects that are the focus of this evaluation are funded through the IRF of the PBF for Somalia. From the PBF perspective, the three projects are intended as fast, flexible financing for addressing critical and urgent peacebuilding needs in Somalia. The projects are intended to be catalytic meaning eventfully funded by other donors or integrated within the UN existing structures. The three projects are designed to support the PBF Priority Area 4 that focus on re-establishing essential administrative services (namely 4.2 and 4.3).

The next section provides a brief summary of each project.

Pilot Project to Strengthen Service Delivery through Federal Government Systems

The project was designed to channel funds through the national window to be used to implement small-scale infrastructure projects. The main objectives of the project are: a) to enable the Federal Government of Somalia, considered as the Recipient UN Organization (RNOU) for the project, to independently deliver tangible services to its citizens and develop its capacity t

x The Project Implementation Unit developed a successful communication campaign to promote the work of the FGS/IRAs in rehabilitating infrastructures

x PIU and IRA civil servants use a participatory monitoring tool to

Evaluation Purpose and Scope

The purpose of the evaluation (as stated in the ToR) is to assess the relevance, effectiveness and efficiency of the projects. According to the evaluation ToR, the evaluation will also assess the potential impact of the activities of the project on beneficiaries and the sustainability of results including capacity building results. The evaluation is expected to identify lessons learned and make recommendations that projects partners and stakeholders might use to improve the design and implementation of other

security regulations limit where and when the consultant can travel and where stakeholders can be consulted. Availability of key stakeholders for interviews is also a challenge in Somalia. There was movement restriction in Mogadishu during the in-country mission, which limited the consultant ability to meet and conduct interviews with government stakeholders. The only government staff interviewed are the PIU staff who came to the UN compound. Additionally, the consultant was not able to undertake the site visit for the Pilot Project site in Kismayo, as was initially planned, due to UN security restrictions.

A particular limitation of this evaluation was the fact that the evaluation is conducted with only one consultant and planned for a maximum of 30 days including only 10 days field trip[3] (5 in Nairobi[4], 5 in Mogadishu). The time is inadequate for evaluating three projects in a complex context such as Somalia.

The evaluations limitations were partially mitigated through the following:

- x The consultant focused the evaluation scope by being selective about the issues to be assessed prioritising subjects that most likely present potentials for learning.
- x Skype calls were used to interview VRPH RI WKH SURMHFWV¶ VWDI instead of face-to-face interviews.
- x While the planned site visit to one of the Pilot Project sites was not accomplished, interviewing some UN staff from another project (UNDP RoL) who are not f1 0 0 1 108.02 438.19 Tm (T) 4o73.32n d

Relevance is concerned with assessing whether projects are in line with local needs and priorities and are in line with the policies and priorities of the recipients and the donor. For this evaluatio

are strengthened, more accountable and transparent and better able to listen and respon

equipment for the two constructed facilities in Kismayo and North Galkacyo and installation of solar panels in the newly built district administration block in North Galkacyo.

The use of the National Window enabled better coordination with other projects funded by other partners (WB), improved not only the efficiency but also reduced possibilities of duplication of efforts. The national window allowed implementing projects in the most risky recently recovered areas. This would have been extremely difficult to be implemented by the UN taking into consideration the UN security restrictions.

The use of the National Window played a pivotal role in strengthening the

infrastructure; a key component of the project theory of change; was not tracked or measured.

infrastructure projects would probably not get funded through bilateral GRQRUV¶ DJUHHe-too high risk. Additionally, the pilot project has encouraged other donors to use the government systems. Currently, there

government capacity development to carefully consider how to sustain the capacity development efforts. The challenges facing the sustainability of government capacity development efforts are not specific to one project and

the Peacebuilding Priority Plan. The Risk Management Group (RMG) was established as a platform to discuss and share information. Collaboration on risk analysis, dialogue, sharing of information and communication between organisations is not only an efficient approach but also enhance programme effectiveness. The RMG by bringing the various partners facilitates addressing multiple risks where each partner brings some degree of specialisation needed for addressing risks and all partners accept to share the residual risks. As such, collaborative risk management is highly relevant given the complexity of the project/ programme in Somalia. The RCO is uniquely qualified to coordinate and lead this cooperation because of its

The RMG started to consider an alternative approach to improve collaboration and produce in-depth analysis of selected subjects to feed the programmes decision making machinery. In April 2018, the RMG started working on the analysis of Gender-Based Violence risk involving the Swedish Embassy (lead), UN and the WB.

In the consultant view, moving towards a web-based dashboard that can be accessed by all the members via an internet connection may be an efficient way for the regular/ routine updates.

The evaluation assessed the level of coordination between the project and the relevant stakeholders and projects as another indicator for the project efficiency.

The JRMS is built on complementarities with project level risks. Additionally, the JRMS framework has enabled closer collaboration (at least between the UN and the WB) especially on training and capacity development efforts. According to government officials and UN staff interviewed, the project used an integrated approach to technical capacity where issues related to risks are included as part of other training programmes which seems to be a more efficient approach.

Regarding collaboration with other relevant initiatives, the National Funding Stream Manual developed by the project in 2016, is based on the UN common principles under the Harmonised Approach to Cash Transfer (HACT). The manual used and referred to the HACT principles extensively. According to the MPTF Risk Manager, the project has made use of HACT in providing inputs when developing risk management and engagement plans.
In the consultant view, seeking collaboration with the HACT members on implementation of joint assurance and monitoring activities (contracting Independent Monitoring Agent, coordination on spot checks etc.) should have been attempted as an efficient way for monitoring the pilot projectng

The following results represent the achievements of the collaboration on risk management:

1. Risks Dashboard updates and information sharing;

Sustainability

The sustainability of the Joint Risk Management Strategy achievements depends on findings ways to bring collaboration on risk management to the

The distinct coordination role apart from the programming capacity is necessary given the size of the programme and the number of agencies involved. Programme coordination is essential especially considering the innovation and catalytic nature that necessitates across projects synergies and learning. Catalytic and innovative initiatives seek direction and benefit from learning and knowledge sharing. For these reasons, programmes wishing to be catalytic and to promote innovation should leverage collaboration and learning.

However, some of the UN staff interviewed perceive the PBF the current funding procedures and oversight mechanisms as an inefficient, imposing an unnecessary burden by introducing additional layers. In their views, as the PBF programmes and projects are within the frameworks of UN programmes, the PBF should use the existing governance mechanisms. Additionally, the

The project delivered on the commitment to review project proposals and reports before it gets to the PBF. Moreover, according to UN staff interviewed the BPF enabled the agencies to enter new locations and test new approaches. For some UN staff effectiveness in the Somalia context means ensuring that the programmatic approach is followed: when you go to a place to implement a new initiative or you enter a new location you are sure that the other necessary programmatic components are there. This method has been achieved to some extent in implementing and coordinating the Peacebuilding Priority Plan.

Catalytic Effect

The staff interviewed by the consultant (from three JPs) mentioned that they have promises from donors to help them expand and replicate their work.

Some of the UN employees interviewed believe that the project should have played a stronger role acting as a link between different PBF projects by analysing the various projects, sharing information on gaps, complementarities and generating lessons learned across the projects.

In the consultant view, the project needs to work on strengthening joint outcome level monitoring to improve results reporting as an important enabler for achieving the project's objectives and the overall PPP gaols. Results oriented reports are strongly linked to the ability to mobilise resources from other donors and as such are necessary for serving the catalytic objectives of the projects.

The PBF Coordinator role should shift towards a more strategic programmatic role with the ability to engage to overcoming challenges, build synergies to facilitate the achievement of the overall programme objective; without introducing additional burden to the projects.

The Big Data Component

The project achievements include the following: Radio and Facebook analysis toolkit and the relevant documentation. However, a key project stakeholder interviewed by the consultant questioned the achievements of the project see beyond delivering technology outputs in the form of social media analysis toolkit and radio analysis toolkit (not reaching the aim of the project).

The major weakness of the project design which has affected its effectiveness is that the project has no link to in-country initiatives and frameworks. The component was designed without links to a specific UN

peacebuilding project or programme. It seems that the component has been driven by necessity outside the country. Integration and linkages to a specific programme (i.e. using the big data component to collect data on specific indicators) should have been considered as a way to enhance the ownership of the project. Key informants from the UN are unaware about the indhance

could be based on cost-sharing across the UN projects and should be factored during the project planning.

R3. Future infrastructure projects should be planned within the context of a programme area (not as standalone) and vetted more carefully prioritising projects that have higher potentials to contribute to specific UN outcomes.

R4. It is recommended that current collaborative risk management within

Annex 1: Terms of Reference for evaluation

TORs Project
Evaluation of 3 MPTF

Annex 2: The Consultant Inception Report

Inception Report[7]

Evaluation of Three Projects Funded through the Peace Building Fund for Somalia

Introduction

The evaluation is commissioned by the Head of the Integrated Office (HiO) of DSRSG/HC/RC Somalia and is concerned with the evaluation of three projects funded through the Immediate Response Facility (IRF) of the Peace Building Fund for Somali. The projects are:

1. Risk Management Support for UN Multi Partner Trust Fund (UMPT) and Somalia Development and Reconstruction Facility (SRDF).
2. Coordination Support for the Implementation of Peacebuilding Priority Plan and Measures to Pilot Studies of Public Response to Peace and State building Efforts in Somalia
3.

establish their presence, improve the capacity and effectiveness of their institutions and to enable them to provide tangible improvements to the Somalis lives.

The Somali compact between Somalia and the international community made commitments for the reconstruction of Somalia, based on the New Deal Principles for Fragile States. Somalia compact identified a set of key priorities for the reconstruction of Somalia under five Peacebuilding and state building Priorities (PSG).

As part of the Somali Compact, the Federal Government of Somalia (FGS) and development partners established the Somalia Development and Reconstruction Facility (SDRF) as a centerpiece of the New Deal partnership to enhance delivery of effective assistance to all Somalis.

Table 1: Projects Information and the Programmatic Scope

Project	RUNO	Timeframe From	To	Budget	Results Framework| Outcomes/ Outputs
1.Risk Management Support for UMPTF and SRDF	UNDP	15.07. 2015	30.06.2018	586,974	Outcome 1:The SDRF trust fund provides an effective contribution to Somalia peacebuilding and statebuilding priorities

Purpose & Scope of the Evaluation
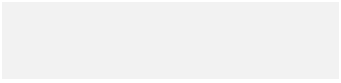
The purpose of this evaluation (as stated in the ToR) is to assess the relevance, effectiveness and efficiency of the Projects. It will also assess the potential impact of the Projects activities on beneficiaries and sustainability of results including capacity building. It will further identify lessons learned and make recommendations that Project partners and stakeholders might use to improve the design and implementation of other related projects. The scope of the evaluation is programme components covering all the outputs and outcomes of the three projects from the inception of each respective project to the evaluation time. The scope covers assessment of all interventions undertaken by RUNOs and the federal government at the federal and regional levels. This is a vast scope (in fact three evaluations) for an evaluation that is further constrained by the evaluation time and the evaluation resources (only one consultant for 30 working days).

The evaluation methodology and questions have been carefully developed considering the constraints but still, meet the evaluation purpose.

Methodology

Considering the time, resources constraints and the scope of the evaluation, the methodology is predominantly a qualitative assessment. The evaluation will use a mixed method approach for data

The consultant will pay attention to triangulation and will compare information collected by different methods used for the evaluation.

Data Analysis

The consultant will start by analysing information from the desk review to draw initial findings, organize data into themes and extract information linked to the evaluation questions outlined in the inception report. During fieldwork, the consultant will review information gathered it to identify and clarify themes to be compiled with findings of the desk review. As the fieldwork progresses, a review will be undertake to assess whether the data gathered will be sufficient to answer the key questions.

The evaluation will look at how each project was planned, what activities were carried out, what outputs were delivered, how processes were managed and what monitoring systems were put in place. The consultant will ensure that the evaluation findings are complete and the ditm( )5rs5 TmD36(p)-4(lan)4(n)-4(ed)-(t)95( )6(p)-4(r1§pp)-i5(vma
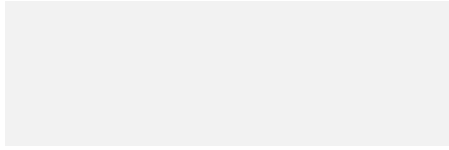
The Evaluation Matrix

Evaluation Criteria	Specific sub questions	Data Sources/ Collection methods/tools	Indicators/ Success standards	Methods
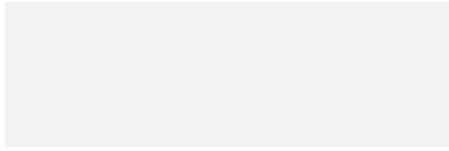
Evaluation Criteria	Specific sub questions[8]

Evaluation Time-frame

Phase I: Inception Phase

This phase encompassed a rapid desk review of projects documents and progress reports and aimed to clarify scope and focus. It concluded with the development of the inception report and evaluation plan.

9 Inception report   by 10 August.

Phase II: Fieldwork & Data Collection

This comprises a comprehensive document analysis and interviews in Nairobi, Mogadishu and select districts. Because of the short time in-country, the comprehensive desk review and the interviews of the managers of the projects will be conducted from home before the field mission so to maximize the benefits from the field mission building on knowledge gained before the field trips.

9 Comprehensive desk review and Skype calls   11- 26 August
9 Field visit
   a- Nairobi-Somalia   27-31 August / 04-05 September

Phase III: Analysis & Report Writing

Upon the conclusion of fieldwork, the consultants will finalize the analysis of the data and report writing which will be completed home-based.

9 Submission of the first draft of evaluation report by 11 September
9 Comments and feedback on draft (by HIO and partners) by 20 September
9 Submission of the final report   by 27 September

Evaluation Report Format

The final report will cover findings; judgments made following the evaluation criteria and questions based on the analysis of qualitative and quantitative. The following 07.9 Tn-hAen-GB re 0 1a

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Annex 3: List of Key Informants

Federal Government

Name	Title	Organisation
Ali Haji Aden	SFF-LD Coordinator	Ministry of Finance
Amir Sirad	M&E Officer	Ministry of Finance
Eng Abdinur Farah	Project Engineer	Ministry of Finance
Fatima Ahmed	Procurement Officer	Ministry of Finance

UN Agencies/ Funds in Somalia

Name	Title	Organisation
Peter de Clercq	DSRSG/HC/RC	UNSOM
Franco Sanchez	Head of Integrated Office of DSRSG/RR/RC82.71 201.98 18.9	

UN Peacebuilding Fund

Name	Title	Organisation
Marcus Lenzen	Peacebuilding Policy and Programme Advisor	Peacebuilding Support Office
Patrice Chiwota		
Ayham Al Maleh		Policy Branch, PBF
Marc Jacquand		
Chanil Jung	Programme Analyst	UN Global Pulse Lab

Other

Name	Title	Organisation
Christina Dahlman		Swedish Embassy
Sarah Cramer,	WB/UN Coordinator	World Bank

Annex 4: List of Documents Reviewed

General

9 A New Partnership for Somalia for Peace, Stability and Prosperity: A Framework for Mutual Accountability and Accelerated Progress.
9 United Nations Somali, Integrated Strategic Framework 2014-2016
9 United Nations Peacebuilding Support Office, Peacebuilding Priority Plan for Somalia (2016).
9 Somalia UN MPTF Project to Enable Safe, Coordinated, Transparent and Gender Sensitive Delivery of International Assistance through Somalia in Support of all PSG Priorities and Milestones -Progress Reports for 2016 & 2017.

The Pilot Project to Strengthen Service Delivery through Federal Government Systems

9 PBF-IRF-_SOM PRODOC: The Pilot Project to Strengthen Service Delivery through Federal Government Systems.
9 Project No cost extension.
9 Quarterly and Annual Progress reports (2016, 2017 & 2018).
9 Report No. 5 (2018) -ECHOTECH Construction Supervision: Engineering Consultancy Services For The Development of Preliminary and Detailed Engineering Designs & Supervision of Civil Works for The Ministry Of Finance - Federal Government Of Somalia.
9 PIU projects ¶weekly monitoring reports.
9 UNSOM Monitoring Mission Report National Window Projects (2018).
9 SFF-LD Work Plan.v1 for October 2017 - March 2019.
9 PIU construction projects ¶aunch notes for 1) Kismayo Regional Court project and 2) Phase II projects.

The Risk Management Support Project

9 PBF-IRF_SOM PRODOC: The Risk Management Support for the UN MPTF Somalia and Somalia SDRF
9 Project extension
9 Progress reports   (2016 & 2017) Risk Management Support for the UNMPTF and SDRF

- Joint Risk Management Strategy for the SDRF funds draft (2015).
- Revised Joint Risk Management Strategy for the SDRF funds (2018)
- JRMS for SDRF Funds: Strategic Way Forward (PPT 2018)
- Update on the Joint Risk Management Strategy Draft ±28 September 2016,
- Risk Monitoring Plan Dashboard - risk update (November 2017 Meeting)
- UN MPTF for Somalia Monthly Donor Briefing Nairobi ±June 2016
- MPTF Funded Projects Risk Analysis (ND)
- Drought Risks RMG revV2
- National Funding Stream: Manual (2016)
- Use of Country Systems: Roadmap for Somalia (April 2017)

The Coordination Support for the Implementation of the Peacebuilding Priority Plan project

- PBF-IRF-_SOM MPTF_PRODOC: Coordination Support for the Implementation of the Peacebuilding Priority Plan and Measures to Pilot Studies of Public Response to Peace- and State building Efforts in Somalia.
- Project No cost extension.
- Annual Report (2017) for Coordination Support for the Implementation of the Peacebuilding Priority.
- Pre-secretariat & Global Pulse, first Bialia

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