

**FINAL REPORT**

# **Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia**

## **TERMINAL EVALUATION**

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PROJECT DATA		
<b>Title of UNDP Supported GEF Financed Project</b>	Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia	
<b>UNDP and GEF Project ID Numbers</b>	UNDP Project ID: 00084974 GEF Project ID: PIMS 5268	
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	Initial Findings	September 30, 2019
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	Revised report	After One Week of Receiving Consolidated Feedback
<b>Region and Countries included in the Project</b>	Region: Horn of Africa Country: Somalia	
<b>GEF Operational Program/Strategic Program</b>	Project Component 1 Enhancing policies, institutional frameworks and government capacities Project Component 2 Piloting Ecosystem Based Adaptation strategies	
<b>Implementing Partner and Other Project Partners</b>	UNDP Somalia and GEF, Environment Ministry (MoERD), Water Resources Ministry, HWA, NERAD, MOEACC, HADMA	
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<b>Evaluation Team Members</b>	Ms. Umm e Zia (International Lead Consultant) Mr. Mohamud Adan Kalmoy (National Consultant) Mr. Mohamed Jama Hussein (National Consultant)	
<b>Project Budget</b>	Office of the Prime Minister, GEF Fund, Government of Somalia	USD 8,000,000
	UNDP TRAC	USD 3,338,004
	UNOCHA	USD 50,200
	Government of Somalia (In Kind)	USD 8,000,000
	<b>Total Allocation</b>	<b>USD 19,388,204</b>

# ACKNOWLEDGEMENTS

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This Terminal Evaluation report sets out findings, conclusions, lessons learnt and recommendations for the Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia (LDCF-I) project. The report is developed in compliance with the terms of reference for the assignment. The conclusions and recommendations set out in the following pages are solely those of the evaluators and are not binding on the project management and sponsors.

The authors would like to thank all who assisted in the Terminal Evaluation, particularly the PIT and UNDP Somalia for providing technical and logistic support, and all the stakeholders who consented to be interviewed.

# ABBREVIATION & ACRONYMS

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UNDP	United Nations Development Program
GEF	Global Environment Facility
MoERD	Ministry of Environment and Rural Development
HWA	Hargesia Water Agency
NERAD	National Environment Research and Disasters
MOEACC	Ministry of Environment, Agriculture and Climate Change
HADMA	Humanitarian Affairs and Disaster Management Agency
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
LDCF	Least Developed Countries Fund
NAPA	National Adaptation Programme of Action
SMART	Specific, Measurable, Attainable, Relevant and Timely
TE	Technical Evaluation
LOA	Letter of Agreement
MTR	Mid Term Review
CCA	Center for Community Awareness
DRM	Disaster Risk Management
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
FGD	Focused Group Discussion
KII	Key Informant Interview
NDP	National Development Program
NRM	National Resource Management
SWALIM	Somalia Water and Land Information Management
DRSLP	Drought Resilience and Sustainable Livelihoods Programme

FAO	Food and Agriculture Organization
EU	European Union
AFDB	African Development Bank
TOC	Terms of Conditions
PIT	Project Implementation Team
M&E	Monitoring and Evaluation
MERD	Ministry of Environment and Rural Development
IWRM	Integrated Water Resource Management
CCA	Centre for Community Awareness
CBO	Community Based Organizations
SGP	Small Grants Program

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# EXECUTIVE SUMMARY

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The Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia known as the LDCF I project was implemented in Somalia (South Central Somalia, Puntland, and Somaliland) from the duration January 2015 to September 2019 by UNDP in partnership with Office of the Prime Minister, GEF Operational Focal Point (Federal Focal Point), Ministry of Environment and Rural Development (Somaliland) Ministry of Environment, Wildlife and Tourism (Puntland), and co-financed by GEF.

The LDCF I project is the first ever major GEF-funded initiative in Somalia and the first multi-year project in Somalia focusing on environment. Being a direct outcome of the NAPA 2013, the project focuses on climate change, sustainable land management, and water resources management in the context of changing climate. According to the Project Document, the overall Project Objective is ‘enhanced resilience and improved adaptive capacity of vulnerable Somali communities in pilot areas, and the ecosystems on which they depend, to the adverse impacts of climate change’. Outcome 1 is focused on national capacity development, whereas Outcome 2 deals with demonstrating models at community level.

The project was implemented at the Federal level as well as in the three regions of Somaliland, Puntland, and four new federal states (formerly known as the South Central region). At the time of design, the project was provided USD 9.5 Million. However, by the TE the total available project resources had increased by 19% to USD 11.27 Million, mainly due to the UNDP contribution of USD 1.16 Million for project management. Major challenges during implementation included security, access, capacity, fragmentation, and instability.

It was found that the LDCF I project was designed based on consultations with a variety of stakeholders and relevant to the implementation context. In particular, the management arrangements and monitoring strategy were clearly defined. Similarly, with the exception of community infrastructure and support to students, sustainability was well integrated into the design. However, the project design has some shortcomings with respect to implementation strategy, as limited linkages or causalities are provided for activities spread across different themes and geographies. Moreover, while the project’s logical framework is comprised of SMART indicators and clear targets, these targets are not gender segregated. Having said that, the design made provisions for an Inception period to iron out some of the outstanding details. Based on these observations, the evaluation team found the design to be Satisfactory as it provided sufficient basis for initiating implementation in a highly evolving and volatile context.

The TE team found the project and its planned activities to be of High Relevance to the local priorities and context. The project conforms to the priorities of government of Somalia, UNDP, and GEF-LDCF. Moreover, at the time of project design, key policies and strategies to address climate change and

disaster management were either limited in scope or absent altogether. While, decades of conflict and insecurity in the country had led to the weakening of many of these state institutions. Further, despite 70% of Somalis being dependent on agriculture and pastoralism, the absence of effective and sufficient water storage facilities for use during dry season particularly affects livestock and agriculture related livelihoods and also increase the burden on women and youth. In addition, overgrazing, deforestation and poor land-use planning have exacerbated the impacts of droughts significantly. Therefore, both Outcome 1 focusing on national capacity development and Outcome 2 on community resilience were both found to be responsive to the immediate institutional and community needs in Somalia.

Overall, efficiency was rated Satisfactory as the project was found to continually respond to the evolving context in order to achieve its objectives, while the adoption of LOA modality facilitated broader than planned outreach and reduced financial cost. Moreover, the total available project resources increased by 19% due to the UNDP contribution of USD 1.16 Million for project management. On the other hand, despite ample opportunities available during implementation, e.g. the Inception Period and MTR, etc., the project did not develop a Theory of Change, thereby limiting the opportunity to define linkages between different outputs and activities. In addition, as drought response funding was channeled through LDCF I management infrastructure, at times activities for drought response were confusingly attributed to the project by stakeholders. Further, UNDP-led inter-stakeholder coordination was limited and led to partners working in silos.

The project's Effectiveness was rated Satisfactory as most of the targets were achieved or surpassed in Somaliland and Puntland. Conversely, progress in the newly established states was comparatively less than satisfactory, mostly owing to inaccessibility due to the local security situation and recently formed government structures which are in fact weak and unstable.

Overall, LDCF I has made considerable gains towards its objective level targets and has in fact overachieved in terms of outreach. Accordingly, 124% of the planned numbers of men and women have been reached to disseminate knowledge about climate change through activities such as trainings, water management, and business development, etc. More significantly, 640% higher than targeted households in the project areas are reported to have improved access to water and livelihoods. Although significant on their own, these achievements are noteworthy in the critical security and political uncertainty context that the project operated in.

With regards to policy development, the project has played an instrumental role in filling the vacuum regarding the CCA and DRM related policy planning in Somalia. In this regard, key national and regional policies and strategies including the National Disaster Management Policy, the Land Use policies for Somaliland and Puntland, National Climate policy were developed. In fact the developed climate change and disaster management policies have been approved and are being used for further planning. Conversely, the Land Use Policies which can play a critical role in sustainable development and resilience,

although developed, have not been approved yet as land is a sensitive issue with multiple conflicting stakeholders.

With regards to community resilience, a major highlight has been providing new models of water management infrastructure. While supporting the construction or rehabilitation of earth dams, water diversion structures, canals, and boreholes. However, while the activities aimed at resilience were generally effective, some design flaws were observed mostly with solar panels and piping system for water distribution. Further, considering women's particular vulnerability to climate change events, the project was seen to make conscious efforts to address the needs of women. In fact, in line with the UNDP's Gender Strategy which states that 30% of beneficiaries should be women, LDCF I progress reporting presented gender-disaggregated progress on most indicators.

Although no systematic impact assessment data is available, based on field visits and interviews, the TE mission found the project's impact to be Highly Satisfactory despite some challenges with regards to effectiveness. The project's success has encouraged follow up projects, e.g. LDCF II (USD 10 Million) focused on water resource management and the World Bank funded USD 40 million initiative also focusing on water to be initiated in 2019/2020. Moreover, the project's institutional capacity development has resulted in individual ministries being able to access other funding from donors such as GIZ and the World Bank.

Furthermore, activities related to water resources have generally had the highest impact. For instance, the dams established in Somaliland and Puntland have not only supported host communities but also scores of pastoralists and IDPs, e.g. Biyo Gudud dam in Somaliland was used by pastoralists during the 2017 flood. While the largest water reservoir established in Puntland served an estimated 200,000 people including local communities, IDPs, and pastoralists during the 2016 drought. Generally, the new or improved water resources provided by the project have led to improvement in water availability for humans and livestock herds while also contributing to vegetable and fruit farming.

Sustainability of project outcomes was assessed in terms of continuation into the future, such as replication and up-scaling. At the institutional level, sustainability was found to be inherently incorporated into activities such as training, awareness raising, and capacity building. For instance, district disaster management plans and disaster maps developed with LDCF I support are reportedly being used by relevant government ministries in guiding donor's program planning. Similarly, the demonstrated impact of water conservation activities and high demand at the community-level have encouraged multiple donors, communities, and even private sector to replicate these structures. Moreover, several women-owned enterprises supported by the project are also likely to continue into the future.

However, the lack of finance and organizational capacity are potential threats to the sustainable impact of the project assisted policies and plans. At the community level, despite high effectiveness and impact,

the major threats to sustainability of these activities are technical and managerial capacities of the communities for operations and maintenance (O&M). Based on these concerns, the TE mission found the project's Sustainability to be Moderately Likely.

In conclusion, the TE mission found that the project's implementation has been effective despite LDCF I being the first major GEF-funded initiative in Somalia. This success is further laudable due to the extraordinary challenges faced during implementation, including the inter-regional political relationship, uncertainty of governance context, high security risks posed in the field, and limited technical expertise in the country.

Based on the detailed assessment of the LDCF I project, the TE mission puts forth the following recommendations to improve future UNDP, GEF, and Government of Somalia programming.

1. Region-specific Programming Approach:

The implementation context in the three project targeted regions is diverse. In particular, the lack of government capacity as well as the security situation have significantly affected implementation in South Central region as compared to Somaliland and Puntland. Therefore, it is recommended that any future projects consider these realities in mind while determining implementation approaches.

2. Sectoral Focus:

LDCF I design was focused on multiple sectors, including water resources, DRM, and livelihoods. While these issues are inter-related, the lack of inter-activity/inter-component linkages led to fragmented programming. This approach not only stretched the technical and M&E resources but also led to the dilution of project results. It is therefore recommended that future projects are designed using a Theory of Change, where the links between different outcomes and outputs are clearly defined.

3. Gender Implications:

While the effects of climate change and disasters are uniform for all, women are particularly vulnerable due to their extensive involvement in natural resource management, e.g. livestock rearing and caregiving responsibilities for the household. Further, in Somalia women are considered as savvy entrepreneurs having made their mark in all variety of local businesses. It is therefore recommended that instead of allocating specific activities to women development, women's role as key project stakeholders is banked upon as this social group is likely to be the most responsive to any outside support due to their comparatively higher vulnerability.

4. Community Partnership:

While the LDCF I project developed strong partnerships with many important stakeholders, effective community partnership was seen to be lacking, including limited contribution to construction costs of

infrastructure schemes and development of community-led sustainability plans. As these factors adversely affect the continued operations of these schemes, it is recommended that future similar programs develop a thorough community partnership strategy, while exploring different options such as community ownership, public-private partnership, and even support to private sector for generation of resilience-based businesses.

#### 5. Knowledge Management:

The LDCF has generated a vast amount of literature, often in subjects on which there is limited prior factual information available in the country. However, despite their general utility to a variety of audiences, these documents are presently available only to the direct stakeholders of the project. It is therefore recommended that the project ensures ready availability and access of this knowledge base to the general public.

Moreover, while the impact of the project is readily visible in many instances, it is not easy to either quantify or collate this impact. It is therefore recommended that a systematic impact assessment is undertaken of different project activities, while quantifying results. Such an exercise will not only help quantify project results, it will help highlight the highest impact activities to inform future planning.

#### 6. Project Management:

LDCF I implementation approach was based on partnership with a number of stakeholders. However, the lack of active collaboration among them led the project to be implemented in silos. It is therefore recommended that future projects devise mechanisms for proactive collaboration led by UNDP. This can take the form of regular, i.e. quarterly or biannual review meetings and information exchange workshops, etc.

Moreover, as the project was geographically widely spread, the M&E team in the field was stretched. Similarly, at times conflict on ground can hinder monitoring. Therefore, it is recommended that UNDP makes more frequent use of Third Party Monitoring arrangements.

#### 7. Building on LDCF-I Outcomes

Since LDCF I generated a number of outputs in the areas of policy, planning, and water resources, it is recommended that future projects build on this progress. For instance, the water structures established by the project should now be capitalized upon to build longer term resilience by initiating agriculture and livestock based livelihood and food security programming, as well as awareness on water-related health and hygiene practices, etc.

Similarly, opportunities for linking LDCF I outcomes to other projects and funding sources should be explored. For instance, strengthened cooperatives can potentially be further linked to GEF Small Grants Program (GEF-SGP) funding.

## 1. INTRODUCTION

The Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia known as the LDCF I project was implemented in Somalia (South Central Somalia, Puntland, and Somaliland) from the duration January 2015 to September 2019 by UNDP in partnership with Office of the Prime Minister, GEF Operational Focal Point (Federal Focal Point), Ministry of Environment and Rural Development (Somaliland) Ministry of Environment, Wildlife and Tourism (Puntland), and co-financed by GEF.

### 1.1. PURPOSE OF EVALUATION

The Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia is a full-sized project, funded by the GEF LDCF and UNDP. In accordance with UNDP and Global Environmental Facility (GEF) M&E policies and procedures, all full and medium-sized UNDP supported and GEF financed projects are required to undergo a terminal evaluation upon completion of implementation.

The overall objectives of this Terminal Evaluation (TE) was to independently assess the achievement of project results, outcome impacts, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the enhancement of overall UNDP programming. While focusing on relevance, effectiveness, efficiency, sustainability, and impact of the project, the evaluation was carried out with the objectives to:

1. Promote accountability for the achievement of GEF objectives; and
2. Promote learning, feedback and knowledge sharing on results and lessons learned among UNDP/GEF and its partners, as basis for decision-making on policies, strategies, program management, and projects and to improve design and implementation of new and ongoing projects by UNDP/GEF.

The TE will covered the whole duration of the project from its starting date in January 2015 to the completion in September 2019.

### 1.2. SCOPE AND METHODOLOGY

In line with the TORs, the TE was conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. The scope of this TE covers the entire UNDP/GEF-funded project and its components as well as the co-financed inputs and resources to the Project at the regional and national levels.

The Terminal Evaluation team was composed of a lead international consultant (IC), and two National Consultants in Somalia. The team followed a participatory and consultative approach ensuring close

engagement with government counterparts, in particular the UNDP Project Implementation Team (PIT), UNDP GEF Regional Technical Adviser based in Nairobi, and key stakeholders in the Federal and regional governments.

Further, the TE was undertaking using literature review, development of an inception report and evaluation tools, meetings with project stakeholders, and field visits. Details of these are provided below:

### **1.2.1. DEVELOPMENT OF EVALUATION TOOLS**

A detailed review of the related documents by the consultants facilitated the understanding of the various dynamics of the project. A complete list of documents reviewed by the TE Team is provided in Annex 01. Based on this review, the programmatic and geographic scope of the evaluation activities as well as stakeholders for interviews and sites for field visits were determined. The proposed evaluation methodology, developed interview tools, and schedule of evaluation were shared with the PIT as part of the Inception Report.

Accordingly, interviews were conducted using Focus Group Discussion (FGD) and Key Informant Interview (KII) sheets while checklists were also prepared to record observations from site visits. These tools are presented in Annex 02.

### **1.2.2. UNDERTAKING COUNTRY MISSION AND FIELD VISITS FOR THE REGIONAL COMPONENT**

The International Evaluator visited Somalia from 15 to 30 September 2019. During this time, the assigned National Evaluators and the International Evaluator worked together to undertake further document review, interviews, site visits, and analysis.

The mission was kicked off with an introductory meeting and PIT presentation on 16 September, 2019. Subsequently, during the in-country mission, interviews were held with key project stakeholders. After this, key project stakeholders including the GEF Focal Point, Implementing Partners, and participating communities, etc. were interviewed using the developed KII and FGD sheets. A list of the individuals met during the evaluation is provided in Annex 03.

Based in Mogadishu for the duration of the in-country mission, the international consultant conducted interviews with government stakeholders in all three regions either face to face or over Skype, and also conducted a field visit to Puntland. While the two national consultants provided support to the mission by undertaking field visits in all three regions to observe project activities and gather feedback from the communities and local government stakeholders. The detailed mission schedule for the Team is presented in Annex 03.

### **1.2.3. DEBRIEFING PRESENTATION**

At the end of the mission in Somalia, key TE findings were presented to the Project Manager on September 30, 2019. Moreover, on November 14, 2019 a de-briefing was also given over Skype to the GEF RTA.

### **1.3. STRUCTURE OF THE EVALUATION REPORT**

This TE report is developed following the report outline provided in the TORs. This includes sections on:

1. Introduction
2. Project Description and Development Context
3. Findings (Project Design/Formulation, Project Implementation, Project Results)
4. Conclusions, Recommendations, and Lessons Learned
5. Annexes

The detailed outline can be found in the Table of Contents presented at the beginning of this document.

## 2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

This section provides an overview of the project context, including duration, stakeholders, and expected results.

### 2.1. PROJECT DESCRIPTION

The LDCF I project is the first ever major GEF-funded initiative in Somalia and the first multi-year project in Somalia focusing on environment. Being a direct outcome of the NAPA 2013, the project focuses on climate change, sustainable land management, and water resources. Immediately after the approval of NAPA in 2013, a PPG was awarded in December 2013. The project was designed by UNDP Somalia in 2014 and GEF approval was given in the same year, while implementation started in January 2015.

According to the Project Document, the overall Project Objective is ‘enhanced resilience and improved adaptive capacity of vulnerable Somali communities in pilot areas, and the ecosystems on which they depend, to the adverse impacts of climate change’. Accordingly, the project is comprised of the following two outcomes:

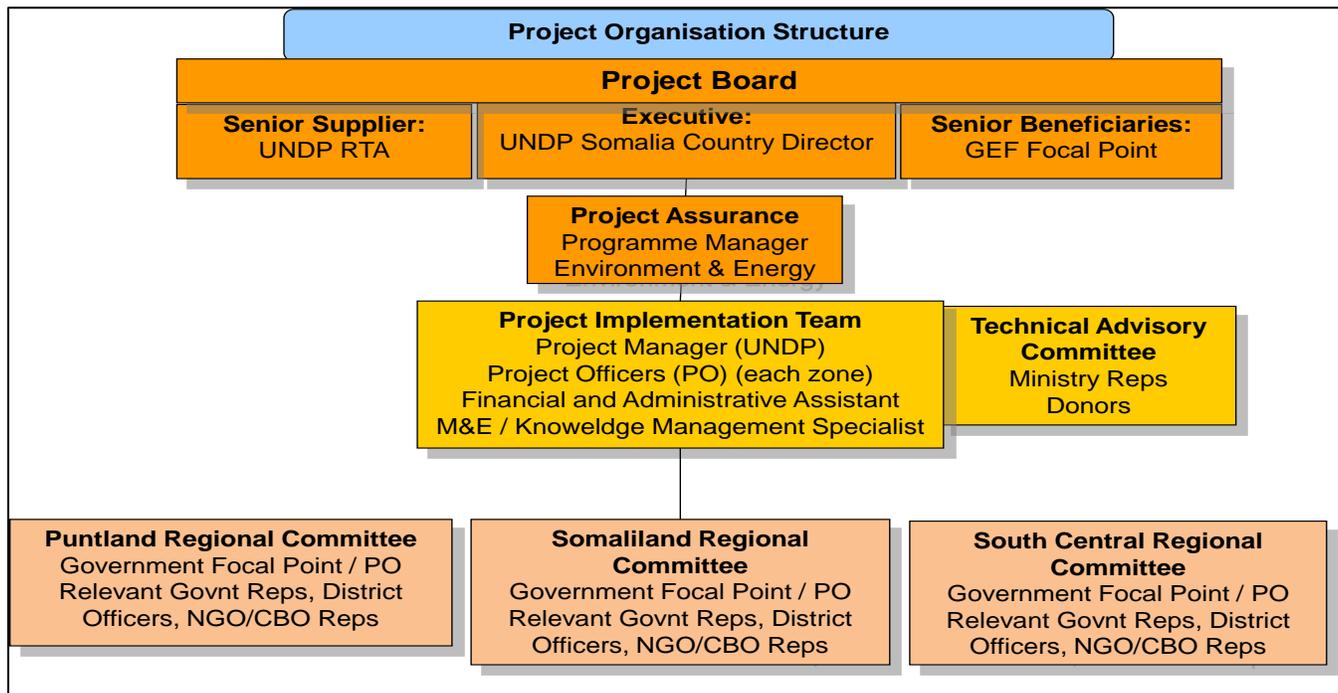
- **Outcome 1:** Policies, plans and tools reviewed, revised, developed, adopted and implemented by government to mainstream and enhance adaptive capacity and mitigate the risks of climate change on vulnerable communities and critical ecosystem services.
- **Outcome 2:** Models of community and ecosystem resilience developed and implemented in pilot areas selected in consultation with government and community stakeholders.

In summary, Outcome 1 is focused on national capacity development, whereas Outcome 2 deals with demonstrating models at community level. Accordingly, at the objective level, the project aimed for 60% of target men and women (approximately 43,000 people) to have awareness and knowledge on adaptation responses to Climate Change; and 100% of all targeted 7,20058 HHs for all zones to have enhanced livelihoods through access to water, improved ecosystem services and reforestation.

Considering the complex governance structure in Somalia, the project was implemented at the Federal level as well as in the three regions of Somaliland, Puntland, and four new federal states (formerly known as the South Central region). LDCF I was designed to be implemented over four years from January 2015 to December 2018. However, as a no cost extension was granted the actual project closing date was September 30, 2019.

## 2.2. MAIN STAKEHOLDERS

An overview of the project management structure and arrangements is provided in figure 2.



**FIGURE 1: PROJECT MANAGEMENT STRUCTURE**

## 2.3. DEVELOPMENT CONTEXT<sup>1</sup>

Somalia's recent past, notably since 1991, can be characterized as violent, insecure and chaotic. Large parts of the country have been unsafe throughout much of this period. Insurgents have regularly controlled large parts of the country. Localized inter-clan conflicts have been common and conflict resolution has often been violent. Likewise, the solutions to local disputes over land, water and other natural resources have regularly been violent. In effect, the norm in many areas has been a status of civil war or near-civil war.

To some extent, the country can be categorized into three regions in terms of security and stability: Somaliland, in the Northwest, which, although by far the most stable, is not totally spared from the violence and insecurity; Puntland, in the North and center, which has been less secure and stable than Somaliland, but more secure than the southern parts of the country and; the southern parts of the

<sup>1</sup> Source: Mid-Term Review LDCF I Project; July 2017

country, where violence, insecurity and insurgence have been greatest and continue to affect almost all aspects of life and most socio-economic activities.

Significant progress has been made since around 2012. This is characterized by the establishment of permanent political institutions and some important successful military offensives by the internationally recognized government. After decades of conflict and instability, a federal government has been established and consolidated through a process of national dialogue and consensus. Since 2012, a long term peace has seemed possible, although not yet secured. Some encouraging aspects are:

- The establishment of a federal state structure, encompassing the six following states; Somaliland, Puntland, Jubbaland, South-West, Galmudug and Hirshabelle. The latter four constitute the southern states – and in this report are referred to as ‘the South Central’. The Federal structure also includes the capital territory of Banadir with Mogadishu as the capital;
- The preparation, in a relatively participatory manner, of the New Deal Compact (2013) and then, in 2016, of the National Development Plan (NDP, 2017 – 2019);
- A Parliament that successfully served a full-term - for the first time in 20 years;
- An increased ability to resolve many conflicts in a peaceful manner. Although violent conflicts between different clans and groups continues in some areas, an increasing number of conflicts are resolved peacefully.

Despite these peacebuilding and state-building gains, the progress remains fragile and reversible. Further, once peace is firmly established, Somalia will continue to face enormous development challenges, mostly as a result of the 25 years of insecurity, instability and limited progress. These stability and development challenges fundamentally affect both the design and the potential of development Programmes and projects, including the present Project under review. The key challenges are:

1. **Security:** The continuing lack of security in many areas makes it challenging, and in some cases, impossible to implement standard community-level development actions. This is particularly the case in the southern states: many areas are out of bounds or under the control of insurgents. Few activities can be actively supported in such areas. However, this even affects actions in Puntland and Somaliland, for example: international experts are often not able to visit sites, UNDP staff are often not able to visit sites and in all cases the costs for implementing any activity are greatly affected – the financial costs and the costs in terms of time;
2. **Access:** Related to the above, national experts, government and in particular international experts cannot easily access many sites. This is greatly exacerbated by the extremely poor state of the country’s transport infrastructure;
3. **Capacity:** The insecurity and civil war have lasted almost thirty years. As a result, there are very few capable people left in the country, and there are very few functioning institutions (except in Somaliland and Puntland). The vast majority of capable people present in 1991 either

- i. Fled the country; or
- ii. Were victims of the conflict; or
- iii. Have simply become elderly. During this period, it has not been possible to create a capable young generation.

**4. Fragmentation:** Somaliland declared independence from Somalia in 1991 and has been operating very much as a separate country since. Although the international community does not recognize Somaliland's independence, stakeholders in Somaliland do not recognize the policies and decisions emanating from the capital Mogadishu. This makes it very difficult to implement a single, nation-wide project. Further, there is a vast difference in capacity between Somaliland and Puntland on the one hand, and the southern states on the other hand. This means that the problem analysis and proposed solutions are very different in Somaliland/ Puntland than in the southern states.

Further, as the project sites are disbursed across this highly fragmented landscape, conducting regular monitoring can be particularly challenging.

**5. Instability:** The governments in Mogadishu and in all states – including Puntland and Somaliland - are subject to regular changes and instability, with changes in key personnel and structure occurring frequently. This is particularly true for the Federal Government. This undermines processes to develop policy, plans and capacity.

This context makes it extremely challenging to implement a development project or program in Somalia, especially community based activities. Therefore, it is reported that many international donors have not been attempting standard development projects, but have operated in a humanitarian mode or in a severely limited development mode. This context has been slowly improving over recent years, and the UN is actively transitioning to a standard development programme.

### **3. EVALUATION FINDINGS**

This section provides detailed findings of the TE for the LDCF I project, including Project Design, Relevance, Efficiency, Effectiveness, Impact, and Sustainability. At the end of each section the evaluation rating is provided in accordance with the UNDP-GEF evaluation guidelines.

#### **3.1. PROJECT DESIGN**

This section provides a critical assessment of the project design with regards to project implementation strategy and approach, as presented in the project document. In addition, key program and operational

aspects presented in the project design are also reviewed, including monitoring and evaluation, partnership, finance, and gender.

### **3.1.1. IMPLEMENTATION STRATEGY AND APPROACH**

The project was designed by UNDP Somalia in 2014 and GEF approval was given in the same year, while implementation started in January 2015. In comparison to other UNDP-GEF projects which take two years or more starting from project design to implementation, the LDCF 1 project was designed and approved within the span of one year. This timeliness meant that the project design stayed relevant at the time of implementation as the situation on the ground did not change drastically during a lengthy approval period.

Overall, the project's logical framework was found to be well designed, comprising of activities relevant to the overall goals and objectives, and the progress indicators were SMART. However, the indicative activities outlined in the project document are highly ambitious and, covering a large variety of program areas. For instance, Outcome 1 seems to be an attempt at establishing the overall governance framework of climate change and resilience for the entire country, from scratch. In total 18 indicative activities were listed under Outcome 1 and 34 activities under Outcome 2. Most activities were further split across the three varied geographic zones of Puntland, Somaliland, and South Central. However, in the absence of specific linkages, the activities look more like a fragmented bucket list that ranges from review and development of policies to support to university graduates, research on drought-resilient seeds and plants, community mobilization, support to women, and piloting community resilience activities covering water resource management, flood protection, rangeland management, and livelihoods, etc. Such lack of activity linkage also limits the opportunity for developing synergies across activities and outcomes.

Moreover, as the project document does not provide a Theory of Change to explore the causal analysis or inter-linkages between the two components or corresponding activities, the project appears as a sincere yet ambitious attempt at tackling a large range of challenges through an over simplified and fragmented approach.

Further, despite stark differences in the political and security situation with grave implications for implementation in the South Central as compared to the other two regions, the project document provides a uniform implementation approach for all three project regions. The evaluation team found this to be a major shortcoming in the design as it affected the implementation of activities to some extent under Outcome 2.

### **3.1.2. GEOGRAPHIC SCOPE**

The districts<sup>2</sup> to be targeted by the project for on ground activities were selected in consultation with the government while using multiple criteria, including:

- i) The extent of land degradation,
- ii) Flood extent,
- iii) High population,
- iv) Existence of other development partners,
- v) Security situation, and
- vi) Access. Moreover, considering the larger land area and higher vulnerability in South Central, four of the eight selected districts were chosen from this zone.

This consultative process of selection seems to have resulted in selection of some of the most relevant areas in all three regions.

### **3.1.3. PARTNERSHIP AND COLLABORATION**

The project document identified various stakeholders from the Government, technical/research institutions, NGOs/CSOs, communities, and donor partners as potential partners for LDCF I implementation. These partners had also been consulted during the project design and were found to be aligned with the objectives of the LDCF I objectives. However, with the exception of setting the target of 20% project<sup>3</sup> costs shared by the community as cash, labour, or in-kind contributions towards infrastructure, the project document did not provide the specifics of a stakeholder engagement strategy. Instead, it is mentioned that the project will forge partnerships for action in year 1. The evaluation team believes that the potential partners mentioned in the project document are mostly relevant to the project's objectives. Moreover, the open-ended stakeholder engagement plan provided the project management team sufficient flexibility in the highly volatile and uncertain political and security environment that the project was to be implemented in.

Similarly, while the project was designed to be implemented by UNDP Somalia using the Direct Implementation Modality (DIM), the project document also listed a large number of donor-funded projects focusing on environment, disaster management, and NRM based livelihoods, etc. as complimentary initiatives to the LDCF 1 project. These include flagship projects such as the PROSCAL<sup>4</sup>, SWALIM, PREP, DRSLP, and SHARE Initiative funded or implemented by the UN, UNDP, FAO, EU, AFDB, etc. However, beyond mentioning the broad similarities between each mentioned project and the LDCF I, the project document neither provides potential collaboration modalities nor specifics of how LDCF I

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<sup>2</sup> These include: Nugaal and Bari in Puntland; Toghdeer and Wooqyi Galbeed in Somaliland; Galmadug, Middle Shabelle and Lower Shabelle in South Central

<sup>3</sup> Project Document – Annex 6 – Stakeholder Involvement Plan

<sup>4</sup> For details of these acronyms, please refer to the Acronym section at the start of this report

might actually build on these initiatives. The only exception to this rule was the instruction to UNDP and FAO to draw an inter-agency agreement for LDCF I in order to collaborate with the SWALIM project as well as provision of FAO support to the Agro-Pastoral Field School (APFS) development activities. The TE team found the lack of details on such complementarities and partnerships to be a critical flaw in the design, as this was a lost opportunity for developing synergistic linkages that could have potentially leveraged the project's effectiveness manifold.

#### **3.1.4. MANAGEMENT ARRANGEMENTS AND MONITORING**

The project was designed to be implemented through DIM<sup>5</sup>, the principle implementation modality under the 2011-2015 Country Programme Document (CPD) of Somalia. Therefore, the involved procedures were already well defined.

Moreover, the Project Document outlined the organizational structure and respective roles and responsibilities of its various components, including the constitution of a Project Board, a Project Implementation Team (PIT), a Technical Advisory Committee, and three Regional Committees. While detailed TORs are provided for the Project Board, PIT staff members and experts to be hired, the TORs for The Technical Advisory Committee are cursory, and none have been provided for the Regional Committees.

The entities comprising the organizational structure of the project were also assigned responsibilities for project planning, monitoring, and risk assessment and a designated budget of USD 260,000 was assigned to these activities. Key aspects of the monitoring framework presented in the Project Document included: i) Project Inception Workshop, ii) Quarterly Progress Reports, iii) Annual Progress Reports, iv) Annual Work Plans, v) Mid Term Review, and vi) Terminal Evaluation. Moreover, the ProDoc emphasized periodic monitoring as well as learning and knowledge sharing.

Considering the extensive geographic outreach and multi-faceted activities of the project, the management arrangements set out in the Project Document were considered adequate by the evaluation team. Moreover, the presented monitoring framework was found to be in line with UNDP-GEF project monitoring guidelines, and therefore sufficient to meet the project's M&E requirements.

#### **3.1.5. FINANCE**

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<sup>5</sup> Under DIM, UNDP is accountable for the disbursement of funds and the achievement of the project goals, according to the approved work plan.

According to the Project Document, the total allocated resources for the project were USD 72.8 million, as shown in table 1.

As most of this was parallel financing, only USD 15.5 Million were available for implementation, including cash funds from GEF/LDCF - USD 8 million and UNDP – 1.5 million; and in-kind contribution from the Government of Somalia of USD 8 million. Of the remaining funds, the EU Grant of 34 million seems to allude to the EU’s MDG initiative for Somalia- Reducing hunger and food insecurity in Puntland region through

**TABLE 1: TOTAL ALLOCATED PROJECT RESOURCES**

Sources	Amount (USD)
GEF/LDCF	8,000,000
Government (In-kind)	8,000,000
UNDP (Cash)	1,500,000
UNDP (Cash in-parallel)	9,000,000
UNDP/Charcoal (in-parallel)	12,320,000
EU (Grant)	34,000,000
<b>Total Allocated Resources</b>	<b>72,820,000</b>

improved and sustainable use of rangeland resources (2013-2019). However, this is a standalone program and the letter of support provided by the EU at the time of project design did not commit any financial resources for the program. Similarly, the UNDP/Charcoal refers to the UN Joint Programme for Sustainable Charcoal Production and Alternative Livelihoods (PROSCAL) (2013-2015). However, this project was also not only a separate project, albeit with some similarities to LDCF I, and was also planned to be wrapped in 2015, the year of the LDCF I project start up. While the USD 9 M identified to be contributed by the UNDP was in fact the budget for the parallel activities under LED, as mentioned in the letter of support provided by the UNDP.

The TE team therefore believe that unless the design document is reviewed in-depth, the allocated sources presented in the project document can be misleading as the allocations are vastly lesser than those actually available to the project itself.

### 3.1.6. SUSTAINABILITY

Sustainability is streamlined into the design due to the adopted approach to and nature of activities included in the Project Document. Of these, key aspects include review and development of policies related to climate change, disaster management, and land use planning; and capacity development through training and demonstration at different levels including government staff, students, CBOs, and local communities.

Overall, the TE team found that the measures of sustainability incorporated into the project design were suitable to the proposed activities. The major exceptions to this were the lack of strategy i) to sustain community-based infrastructure schemes and ii) mechanisms to ensure that students trained by the project would directly contribute to resilience work in the country.

### 3.1.7. GENDER

As mentioned earlier, the Project Document provided detailed analysis of the climate change context in Somalia with regards to policy, institutional capacity, and communities. Conversely, although 'gender' and 'women' have been referenced throughout the document, a detailed gender analysis was seen to be missing from the design. Moreover, instead of streamlining gender into activities across the project components, a standalone output was dedicated to Gender. Further, with the exception of Targets 3 (Agropastoral Schools) and Target 5 (women-based marketing businesses), the project's Results Framework does not consistently present gender segregated targets. Having said that, provisions were made for a Gender Expert to be retained for one year to mainstream gender concerns.

The evaluation team found that although women as a highly relevant stakeholder were considered in the Project Document, not addressing their concerns in a more systematic manner risked limited women's involvement during project implementation.

**Design Rating:** Based on the above analysis, it was found that the LDCF I project was designed based on consultations with a variety of stakeholders and relevant to the implementation context. In particular, the management arrangements and monitoring strategy were clearly defined. Similarly, with the exception of community infrastructure and support to students, sustainability was well integrated into the design. However, the project design has some shortcomings with respect to implementation strategy, as limited linkages or causalities are provided for activities spread across different themes and geographies. Moreover, while the project's logical framework is comprised of SMART indicators and clear targets, these targets are not gender segregated. Having said that, the design made provisions for an Inception period to iron out some of the outstanding details. Based on these observations, the evaluation team found the design to be **Satisfactory** as it provided sufficient basis for initiating implementation in a highly evolving and volatile context.

## 3.2. RELEVANCE

The project's relevance was assessed with regards to its alignment with key development priorities of major stakeholders, including the Government of Somalia, GEF, UNDP, as well as the community's needs.

At the policy level, the project conforms to the priorities set out in the New Deal Compact 2013, provisional constitution of Somalia (2012), Somalia's Six Pillar Policy (2012), Somaliland Constitution – Article 18, Somaliland National Development Plan (2012-2016), and Puntland Disaster Management Framework (2011). In particular, the LDCF1 project addresses the top four priorities of NAPA 2013, including

- i. Sustainable land management (rangeland and forestry)
- ii. Water resource management (water availability)
- iii. Disaster management

Similarly, the project is aligned with the UN program strategy in Somalia, including the UN Strategic Framework Somalia (2017-2020) - Strategic Priority 4, UNDP Strategic Plan (2014-2017) Environment and Sustainable Development Primary Outcome, and UNDP Somalia Gender Equality and Women's Empowerment Strategy (2011-2015). Finally, the LDCF 1 project conforms to objectives 1, 2, and 3 of the GEF Programming Strategy on Adaptation to Climate Change for the Least Developed Countries Fund/Special Climate Change Fund (LDCF/SCCF) 2018 – 2022<sup>6</sup>.

In particular, Outcome 1 focusing on national capacity development is responsive to the prevailing policy context in Somalia. Under this outcome, the project aimed to build the governing and planning capacities at the national and district levels to enhance the adaptive capacities of vulnerable populations in the country. At the time of project design, ministries related to environment and disaster management had limited understanding of climate change and its impact. For instance, according to interviews with key informants, no hazard mapping had been carried out in the country before project support. Similarly, with the exception of NAPA (2013), key policies and strategies to address climate change and disaster management issues were either limited in scope or absent altogether. Moreover, the decades of conflict and insecurity in the country had led to the weakening of many of these state institutions due to lack of sufficient trained manpower and financing. Therefore, the evaluation team found the activities planned under this outcome to be highly relevant to the policy and governance context in Somalia.

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[https://www.thegef.org/sites/default/files/documents/EN\\_GEF.LDCF\\_SCCF\\_24.03\\_Programming\\_Strategy\\_and\\_Operational\\_Policy\\_2.pdf](https://www.thegef.org/sites/default/files/documents/EN_GEF.LDCF_SCCF_24.03_Programming_Strategy_and_Operational_Policy_2.pdf)

Similarly, Outcome 2 dealing with piloting models of community and ecosystem resilience is also relevant as it was designed to address the priority needs of local communities in the context of drought, floods, and sustainable land management.

Approximately 70% of Somalis are dependent on agriculture and pastoralism, their lives and livelihoods are highly dependent on the natural resource base, leaving them highly exposed to climate hazards. Since 1996, the South Central Somali regions has been either in a state of drought, recovering from a drought or moving into a new drought<sup>7</sup>. In particular, up to 92% of the settlements in the districts targeted by the project reported loss of assets through drought<sup>8</sup>. The absence of effective and sufficient water storage facilities for use during dry season particularly affects livestock and agriculture related livelihoods and also increase the burden on women and youth who often have to walk for long distances in search of water and pasture for their livestock. Further, land degradation due to overgrazing, deforestation and poor land-use planning has also exacerbated the impacts of droughts significantly. Moreover, induced by climate change, the pattern of rainy seasons is changing, frequently leading to periods of rain and flash floods.

In conclusion, the TE team found the project and its planned activities to be of **High Relevance** to the priorities of key stakeholders.

### 3.3. EFFICIENCY

Project efficiency was assessed while considering various operational factors, including adaptive management, monitoring and reporting, partnership and coordination, timeliness, and financial management.

#### 3.3.1. ADAPTIVE MANAGEMENT

Adaptive management refers to the continual mitigation of risks arising throughout the project implementation period by adapting project design to the ongoing contextual changes occurring in the implementation environment.

As the assessment of design and project relevance revealed, considerable strategy-level adjustments were required to ensure effective delivery. In this regard, major issues included developing a project Theory of Change, formalizing partnerships, and mainstreaming gender in the planned activities. An assessment of the project's performance on these matters is presented in the paragraphs below. In

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<sup>7</sup> Technical Studies at the Watershed and Sub-Watershed Level and Detail Design of Climate Change Adaptation Schemes" Undertaken In Four Districts (Balanbale, Guriel, Johwar and Afgooye Districts) South Central Somalia. General Service Agency (GSA) January 2016

<sup>8</sup> Project Document - Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia- UNDP Somalia. 2015

addition, some other changes made by the project management to respond to the changing situation during implementation are also discussed.

### **3.3.2. PARTNERSHIP**

Following the standard programming approach in Somalia, the project was designed to be implemented as DIM.

However, at the onset of implementation it was determined that active engagement of regional governments in project implementation will result in manifold benefits, including reduced transaction cost and improved access to beneficiaries. Moreover, as all donor funded projects until that time were implemented directly by development partners instead of government agencies, this approach would contribute towards building governmental capacity in project execution.

According to this approach, partnership with selected government agencies was systematically formed by selecting agencies according to a Risk Assessment exercise and signing Letters of Agreement for implementation support.

As detailed in the section on Effectiveness, the LOA approach led to stronger government capacity in project implementation and broader outreach to beneficiaries than expected through DIM.

### **3.3.3. APPROACH TO STUDENT TRAINING**

Another change in strategy leading to higher efficiency was the methodology employed to train university students. According to the project document, 09 students were to be supported to attend higher degree programs in environment/natural resource management. However, instead of sending the students to another country to attend the courses, the degree program was delivered at a local university with a combination of foreign and national faculty. This approach not only helped build the capacity of a national university<sup>9</sup> but also enabled the project to finance 30 students (333% higher) compared to the planned 09.

Moreover, instead of working with the Somalia National University (SNU), the project supported Amoud University in Somaliland in curriculum development and training. Although the design identified SNU as the partner for this initiative, the latter was chosen due to its relatively better capacity identified at the time of implementation.

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<sup>9</sup> Amoud University in Somaliland

### **3.3.4. THEORY OF CHANGE (TOC)**

As detailed in the section on project design, a Theory of Change was not developed at the time of project formulation. Consequently, the varied elements addressed by the project seemed to comprise of activities with weak linkages. Although the project had an opportunity to correct this omission during the inception period, the TOC was never developed. Resultantly, project activities were implemented in silos, as little or no synergies found to exist between different activities. For instance, the adaptation and resilience activities on the ground could have been natural offshoots of national policies and district disaster management plans. Instead, all three components were standalone, often implemented in parallel without having any bearing on each other.

### **3.3.5. PROJECT RESULTS FRAMEWORK**

The Results Framework is a critical tool used for the purpose of recording progress against objectives and targets. As elaborated in the section on Effectiveness, the LOA approach helped in over achieving targets set out in the Results Framework. Similarly, relocating funds from the Agro-pastoral Field Schools to capacity building and awareness raising resulted in outreach to a higher than planned number of individuals.

However, the Results Framework was not updated to reflect these changes in strategy and the expected resulting change in targets. The TE team believes that the lack of such updates in the Framework can be misleading as over-achievement of targets cannot be readily attributed to the real causes unless an in-depth project analysis is carried out.

### **3.3.6. DEVIATION FROM TORS**

Upon the request of the Office of Prime Minister, the project provided support to the development of the National Environmental Policy and Act. As this activity was not a part of the project design, the Government appreciated the LDCF I's responsiveness to the pressing needs of Somalia.

Further, while the project was implemented in its entirety as planned, some activities outlined in the Project Document were cancelled, including: **Activity 2.1.2** - Research and documentation on the most relevant international best practices on the cultivation and uses of drought-resilient seeds and plants for food, fodder and forestry; and **Activity 2.1.5 – 2.1.8**: Establishment and support to 16 Agro-Pastoral Field Schools (APFS) – two schools per district.

Moreover, the security and political situation in New Federal Member States prevented the development of a Land Use Policy. Instead, upon the request of the federal government of Somalia, project resources were diverted to draft National Climate change policy and National Environmental laws to support climate change adaptation and sustainable Natural Resources Management.

While the APFS were dropped based on the recommendation of the MTR, citing the lack of progress due to the high risk security situation in South Central, the activity related to drought-resilient seeds and plants was cancelled due to the prolonged drought that affected the country from 2015-2017. Instead, funds were diverted to capacity building and awareness activities in SL and PL.

The evaluation team believes that while the cancellation of APFS was logical in South Central, the project lost a singular opportunity for piloting this approach in the other two regions<sup>10</sup>, as pastoralists and agri-pastoralists were cited as the key affected groups by climate change.

Moreover, the Regional Committees outlined in the project design were not established because they were seen adding to the administrative layers. Instead, the PIT found the UNDP area offices to be sufficient for coordination and achievement of results according to plan. In fact, the PIT believed that due to the numerous capacity issues among the stakeholders, the Regional Committees would have been a potential burden on administrative arrangements.

While the TE team appreciates the considerations of the PIT, interviews with regional stakeholders revealed that different project partners found the inter-coordination among them to be less than optimal and despite potential correlations, activities were implemented in isolation.

**Rating Adaptive Management:** Overall, the TE team found Adaptive Management to be *Satisfactory* as the project continued to respond to the evolving context in order to achieve its objectives. In particular, the adoption of the LOA modality and approach towards training of students stood out in this regard. However, despite ample opportunities available during implementation, e.g. the Inception Period and MTR, etc., the project did not develop a Theory of Change, thereby limiting the opportunity to define linkages between different outputs and activities.

### **3.3.7. TIMELINESS**

After a prompt project development and approval process, LDCF 1 implementation started in January 2015. With a four year planned duration, the project was set to close in December 2018. However, a no cost extension was granted until September 30, 2019.

The TE mission observed that while most of the project activities had been implemented on time, the extension was requested to finalize the activity related to support to graduate students due to the higher than expected volume of applications received for the initiative. Similarly, due to the change in governments in Puntland and Somaliland, a new phase of consultations had to be redone with regards to drafting the Climate Change policy.

Considering the ambitious nature of the project and the difficult circumstances of its operations, the TE team found this adherence to timelines impressive.

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<sup>10</sup> Four of the eight districts where APFS were to be established were in Puntland and Somaliland

### 3.3.8. PROJECT MANAGEMENT AND STAFFING

The Project Management was carried out at two levels, including UNDP and the Implementing Partners.

- I. **UNDP:** As outlined in the Project Document, the project was managed by a Project Implementation Team (PIT) based at UNDP Somalia. The PIT was established at the very onset and was comprised of a Project Manager, a Project Officer from each zone (3 in total), a Financial and Administrative Assistant, and a Monitoring and Evaluation specialist.

Until 2018, all staff except the regional Project Officers was based in Nairobi, Kenya and managed the project remotely. However, starting 2018 the UNDP moved offices to Mogadishu. Consequently, except the Financial and Administrative Assistant, all program staff is now based in Somalia. This move has resulted in increased coordination with the government stakeholders. However, it is important to note that regardless of their location, there has been no staff turnover and all key staff members (except the M&E Specialist who was recruited in 2016) have been associated with the project from the very start, thereby ensuring continuity. In particular, the assigned Project Manager has been directly involved with LDCF I since the time of NAPA development and project design.

Moreover, the project has hired short term national and international experts and advisers for different technical roles, e.g. Policy Advisors and Land Use Planning Expert. In addition, when required, the PIT was able to rely on administrative support from the UNDP Country Office (CO), especially from the Procurement, Finance, and Program Partnership Units. Similarly, where practical, assistance with implementation was sought from other program Units instead of hiring additional staff. For instance, in the place of hiring a Gender Expert for one year as outlined in the TORs, the Gender Focal Point at the CO was engaged to ensure gender mainstreaming.

However, to ensure speedy response to the 2016-17 drought, the USD xx M were channeled through the existing LDCF I project management resources and partnership structures. However, this intervention stretched the resources of the LDCF I, especially M&E. Moreover, there was some confusion among both partners and project M&E staff regarding the difference between LDCF I and drought response activities, as during evaluation interviews and during project reporting, activities under both initiatives were erroneously attributed to LDCF I. It is therefore important that future projects hire additional part time staff instead of using the existing staff.

- II. **Implementing Partners:** As detailed in the section on Adaptive Management, the PIT also signed Letters of Agreement (LOAs) with several ministries in Puntland and Somaliland to lead the implementation of certain activities. To manage the project, these LOAs also directed the IPs to engage staff such as Project Coordinators, Civil Engineers, Site Construction Supervisors, Admin and Finance Officers, M&E Officers, Community Development Workers, Data Processors, and

interns, to be funded by the LDCF I funds. In addition to management and support staff, the IPs also sub-contracted certain activities such as civil works.

The staffing modalities differed from ministry to ministry. For instance, while the Ministry of Environment and Rural Development (MERD) in Somaliland retained a project management team dedicated to LDCF I, the team at the Ministry of Environment, Agriculture, and Climate Change in Puntland was responsible for managing several donor funded projects simultaneously.

Further, need-based technical groups were formed within ministries to provide advice on technical issues such as rangelands, flood protection, and policy development, etc.

Overall, the TE team found staffing arrangements to be satisfactory. However, considering the extensive geographical outreach of the project in all three regions, as well as the volatile security situation on the ground in South Central region, the PIT resources for M&E were seen to be spread too thin at times. To some extent this challenge was mitigated by implementing in collaboration with government agencies. However, considering the limited capacities of these agencies as well as the overall oversight role assigned to the UNDP, the challenge was not overcome altogether.

### **3.3.9. MONITORING AND REPORTING**

The TE team observed that monitoring was undertaken at multiple levels. This section provides an analysis of the monitoring arrangements carried out at different levels, including PIT, Implementing Partners, and Project Board. Overall, monitoring was carried out according to the UNDP-GEF project guidelines and in line with the targets set out in the project's results framework and gender-segregated results were reported.

As LDCF I was not only the first GEF-funded project in Somalia but also one of the first few projects to be implemented by the UNDP using the LOA modality, planning and monitoring mechanisms evolved over time with incremental improvements.

#### **I. Monitoring by PIT**

Initially, LDCF I was implemented under the umbrella of the UNDP implemented PREP program. Under this arrangement, planning and monitoring was carried out at the regional level and information was assembled at the project level by an M&E Officer who was also responsible for all other projects under PREP. In addition, project planning was undertaken at the regional level to be later collated at the project level by the Project Manager.

However, in April 2018, when the UNDP programming shifted to portfolio approach, a dedicated M&E Officer was assigned to LDCF I. Similarly, the planning process became more integrated as the regional

teams worked together to develop the Annual Work Plans (AWPs) and implementation plans. A review of the project related documents revealed that this later change in strategy improved the availability of monitoring data and quality in progress reports.

At the regional level, the regional program officers were in direct contact with the implementing agencies and subcontractors and responsible for not only obtaining progress data but also carrying out M&E in person through site visits, meetings, and observation. For instance, in the case of physical infrastructure schemes, the program officer visited a site three times during the course of the activity, including initial consultations, during the construction, and at the time of handover to the community. When required, the program officer was accompanied by an engineer to review the activity design, etc.

Data collected through monitoring activities was presented in the form of standardized reports. While the implementing partners share monthly reports with UNDP according to the LOA requirements, the UNDP presented annual PIRs to GEF, documenting progress against the logical framework.

In addition, the UNDP used Third Party Monitors (TPM) to undertake periodic reviews of the activities being undertaken in different regions. These reviews primarily covered activities related to physical infrastructure and had little or no focus on other key project components, such as policy and organizational capacity building.

It is important to note that the Zonal Program officers were reportedly overworked as they have been responsible for coordinating and monitoring activities of other projects in addition to LDCF I. This was particularly challenging in the context of LDCF I due to the expansive geographic reach of the project, especially in areas where road network is limited. Further, despite the elaborate monitoring mechanisms implemented by the PIT, the TE mission found flaws with some infrastructure schemes and other inputs. For instance, as detailed elsewhere in the report, the installed solar panels in a number of visited sites did not generate sufficient power. Similarly, there were structural flaws with some water harvesting structures, e.g. contamination of stored water or efficiency of water distribution network, etc.

## **II. Monitoring by Implementing Partners**

The implementing partners carried out monitoring in accordance with the guidelines established in the LOAs. Accordingly, monitoring was carried out using field visits to project locations, review meetings with regional program officers and beneficiaries, and documentation of progress and lessons learned. The findings were reported to the PIT in monthly progress reports as well as a Project Completion Report highlighting challenges, lessons learned, and success stories. In addition, the IPs were responsible for sharing with the PIT evidence such as complete lists of beneficiaries, contact details, and attendance sheets of trainings, workshops, and meetings, etc.

The monitoring by IPs considerably reduced the burden on the PIT M&E resources on one hand and helped improve the IP capacity in project management on the other. Further, it was reassuring to see that in order to ensure control over the quality of delivery, financial disbursement by UNDP was linked to the satisfactory quarterly progress reporting submitting by the implementing partners to the PIT.

### III. Project Board

For strategic planning and monitoring, a Project Board was also established with representation from key implementation stakeholders at the Federal and regional levels. The main purpose of the Board, as outlined in the Project Document, was to monitor project activities by tracking committed resources, making management decisions, and resolve conflicts among stakeholders.

Considering the unique administrative division of Somalia, the PIT faced resistance with regards to the establishment of a project-level Board. Consequently, while the constituted Board represented the Federal government and Puntland, there was no representation from Somaliland.

The TE team determined that regular annual Board meetings were held since the project onset in 2015. However, the platform was used mostly for information exchange and no major decisions were taken during these meetings. This lack of effectiveness of the Board is a possible indication of the limited capacity of the government counterparts with regards to project planning and monitoring.

While PIT and IPs were seen to invest sufficient resources in monitoring activities, the TE team found lack of clarity both among PIT M&E staff and IPs with regards to differentiating between targets for LDCF I and UNDP's Drought Response project. This was because the UNDP's Drought response in 2016 had activities somewhat similar to those under Component 2 of the LDCF I and were also implemented with many of the same IPs. Also, in the interest of a swift response to the 2016 drought emergency, the drought funds (USD 3.5 Million) were also channeled through the same project ID in ATLAS. This was seen to often result in reporting of drought activities against LDCF I, e.g. in the PIR and during interviews with IPs. In fact, while the PIRs report against progress for both projects, i.e. LDCF I and Drought Response, the Project Description section of the PIR only mentions the LDCF I project, thereby leading the reader to understand that all reported progress is against LDCF I only.

**Rating Monitoring** – Based on the Monitoring procedures implemented by the PIT and the IPs, the TE team found the Project's Monitoring arrangements to be **Marginally Satisfactory**, as they enabled regular and timely updates on progress. However, key outstanding areas for improvement include updated Results Framework in accordance with the strategic changes in project approach, a proactive role of the Project Board, and clarity about progress attributed to LDCF I.

### **3.3.10. PARTNERSHIP STRATEGY**

LDCF I was designed to be implemented by UNDP using DIM. However, as mentioned in the section on Adaptive Management, this implementation approach was modified to also engage selected government agencies as Implementing Partners (IPs).

A review of the IP selection and engagement process revealed that PIT employed extensive due diligence. For instance, potential IP had to undergo an assessment based on HACT principles to determine their capacity and readiness for direct implementation. Only those agencies ranking Moderate Risk were engaged as partners through signing of Letters of Agreement (LOAs) with the UNDP. The LOAs were in fact detailed activity-based, time-bound contracts and their implementation was subject to direct monitoring by the PIT. Details of this partnership modality are presented in Annex 05 and detailed list of agencies with which LOAs were signed is provided in Annex 04.

It is important to note that only agencies in Puntland and Somaliland qualified for LOAs, while capacity in the newly established states in South Central region were found to be weak due to newly founded ministries and departments. Therefore, UNDP worked in these regions primarily through DIM approach. But, the security situation on the ground significantly prevented progress of community-based activities. In fact, upon the recommendations of the MTR, the Agro-Pastoral Field Schools (AFPS) and associated activities had to be cancelled.

There is ample evidence to suggest that implementation through LOAs was one of the outstanding features of the project with regards to efficiency. In fact, until 2015 nearly all donor-funded projects in Somalia were implemented by donors or third parties with little strategic involvement of government agencies. Overall, LDCF I's partnership with local government agencies helped broaden the project outreach, reduced burden on the M&E resources, and built the capacity of several government agencies in leading project management and implementation. Further, as through the LOAs the IPs were engaged in hiring sub-contractors, thereby giving them more control over strategic planning, decision making, and monitoring which resulted in bottom up planning and strong local ownership. For instance, as part of subcontractor selection IPs were able to choose from a range of water infrastructure designs instead of being bound to decisions solely made by UNDP or GEF.

However, when it came to mitigating the challenges faced by DIM in South Central region with regards to security, the TE team found no evidence that the PIT made any efforts to explore alternative partnerships for implementation. As local CBOs and NGOs, etc. could potentially have been engaged as effective partners in undertaking APFS, an activity that was cancelled.

### **3.3.11. STAKEHOLDER COORDINATION**

Led by the PIT, stakeholder coordination took place through day to day contact often with individual organizations and the annual Project Board meetings. While the stakeholders appreciated the collaborative and responsive role played by UNDP/PIT with individual partners/stakeholders, there were some concerns regarding inter-stakeholder/inter-agency coordination.

With regards to the South Central region the project was implemented using DIM, the Directorate of Environment in the Office of the Prime Minister was engaged as the focal point due to the limited capacity of the ministries in the newly founds states. However, the Directorate reported that their involvement in project planning was limited and could be improved through more frequent information exchange between the PIT and the Directorate. For instance, frequent information exchange regarding nature and location of activities, start and closure dates, etc.

On the other hand, with regards to Somaliland and Puntland, interviewed partner agencies found themselves working in silos despite implementing inter-related activities often within the same district. This limited interaction prevented the partners from collaborating or building on each other's work. For instance, the Ministry of Environment in Puntland which was responsible for implementing water resources activities reported that they had not received copies of the studies or assessments undertaken by HADMA for vulnerability mapping.

In general, the TE team determined that UNDP-led inter-stakeholder coordination was limited as stakeholders need to be brought together more frequently for project planning and information exchange. A possible venue for this could have been the Regional Committees proposed in the Project Document which were not established by the PIT due to potential administration overload.

Although the SL Ministry for Water Development has worked with other donors, UNDP was quick to respond and provided frequent updates.

### **3.3.12. FINANCE<sup>11</sup>**

At the time of design, the project was provided USD 9.5 Million, including USD 8 Million from GEF/LDCF and USD 1.5 Million from UNDP. However, by the TE the total available project resources had increased by 19% to USD 11.27 Million. These additional resources were mainly contributed by the UNDP as USD 1.16 Million for project management in 2019 to support operational expenditures, e.g. staffing and rent, etc.

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<sup>11</sup> Data related to Financial Progress Provided by PIT

Moreover, the Government of Somalia had committed in-kind contribution of USD 8 Million to LDCF I. However, this fund was not tracked by the PIT. Further, although not a part of the LDCF I, USD 3.32 Million were channeled through the project in 2015-16 as emergency response to drought.

**TABLE 2: TOTAL FUND ALLOCATION AND EXPENDITURE AT TE**

	Allocation at time of Prodoc (US\$)	Allocation at time of TE* (US\$)	Expenditure at time of TE* (US\$)	Percentage expenditure at time of TE
GEF/LDCF	8,000,000	7,952,412	7,929,835	100 %
UNDP/TRAC	1,500,000	3,338,004	3,297,522	99 %
UN OCHA	-	50,200	50,195	100 %
<b>Total</b>	<b>9,500,000</b>	<b>11,300,134</b>	<b>11,277,552</b>	

However, as shown in table 2 above, of the available GEF resources, USD 70,165 could not be disbursed by the project end due to lack of progress by different implementing partners, while USD 40,482 of the UNDP resources were underutilized.

As show in table 3, of the total budget available from UNDP and GEF, 55% was allocated to the Component on Resilience/Improved Water Management and 20% to the Component on Policies. While this proportional allocation was realistic with regards to the nature of activities under each component. However, the 25% contribution to project management is on the higher side and reflects the difficult operational context of Somalia.

**TABLE 3: COMPONENT-WISE ALLOCATION AT TE**

Outcome	Total Budget Allocated at TE GEF + TRAC	Percentage of Total Project Resources
Outcome 1 (Project Management)	2,778,879.82	25%
Outcome 2 (Institutional Capacities Strengthened)	2,273,150.37	20%
Outcome 3 (Improved Water Management)	6,175,825.39	55%
<b>Total</b>	<b>11,227,356.58</b>	<b>100%</b>

Out of the total budget of USD 8,448,975.76 available to Outcomes 1 and 2, 65%, i.e. USD 5,509,152 was spent through Letters of Agreement (LOAs) signed with different ministries in Puntland and Somaliland. Annex 05 provides a detailed overview of the LOAs signed. The LOAs were based on a particular financial mechanism, with advances being paid to only those IPs which were rated Moderate Risk. Further details of the LOA modality are provided in Annex 04. It is worth noting that to comply with the UNDP reporting procedures all IPs were provided guidance and training at the regional level. PIT staff is of the opinion that the capacity of some ministries have resultantly enhanced to the extent of being able to satisfactorily take on financial advances of six months.

However, with regards to financial reporting, until 2018 reporting under the LOAs was not on activity level and financial progress could therefore not be tracked according to outcome/component. However, since 2018, LOA reporting has been modified in accordance with the UNDP budget lines.

With regards to the Annual Delivery Rate (ADR), the project was able to spend only 73% and 70% of the planned funds in the first and second years of implementation. However, this gap was considerably bridged in Year 3 with expenditure of 129% of the planned funds for that year. Further, having stayed above 80%, the ADR in the last two years of implementation remained satisfactory.

**TABLE 4: PROJECT ANNUAL DELIVERY RATE**

	2015	2016	2017	2018	2019
AWP Budget (USD)	2,741,500	3,842,426	2,635,790	2,517,966.28	933,591.84
Total Expenditure (USD)	2,003,486.94	2,666,625.60	3,403,388.81	2,397,582.99	756,272.43
Percentage Delivery	73.0%	70%	129%	95.2%	81%

Overall, the TE mission found the project’s financial management and reporting mechanisms to be **Satisfactory**.

**Efficiency Rating:** Overall, efficiency was rated **Satisfactory** as the project was found to continually respond to the evolving context in order to achieve its objectives, while the adoption of LOA modality facilitated broader than planned outreach and reduced financial cost. Moreover, the total available project resources increased by 19% due to the UNDP contribution of USD 1.16 Million for project management. On the other hand, despite ample opportunities available during implementation, e.g. the Inception Period and MTR, etc., the project did not develop a Theory of Change, thereby limiting the opportunity to define linkages between different outputs and activities. In addition, as drought response funding was channeled through LDCF I management infrastructure, at times activities for drought response were confusingly attributed to the project by stakeholders. Further, UNDP-led inter-stakeholder coordination was limited and led to partners working in silos.

### 3.4. EFFICIENCY

Effectiveness was evaluated with respect to the project’s achievement of targets against outcomes and outputs. As outlined in Table 06, the project has either met or overachieved most of its goals. The exceptions to this were the following activities, most of which were cancelled due to the political and/or security situation in the South Central region:

- i. The development of Land use Policy for the New Federal Member States including Galmudug, Hir-Shabelle, South West and Jubaland (Target 1.1)
- ii. Reforestation of 200 ha in South Central (Target 2.2)

iii. Agro-pastoral Field School Activities (Target 2.3)

**TABLE 5: PROJECT TARGETS**

Objective/Outcome	Target	Progress by TE
<b>Objective: Enhanced resilience and improved adaptive capacity of vulnerable Somali communities in pilot areas, and the ecosystems on which they depend, to the adverse impacts of climate change.</b>		
<b>TARGET 1:</b> 60% of target men and women (approximately 43,000 people) have awareness and knowledge on adaptation responses to Climate Change		
<b>Progress at TE:</b> The project provided climate change awareness and response measures to 53,320 agro-pastoralists and pastoralists in Somaliland, Puntland and South-Central regions of Somalia (42 % women). This stands at 124% increase of the project end targets		
<b>TARGET 2:</b> 100% of all targeted 7,200 HHs for all zones have enhanced livelihoods through access to water, improved ecosystem services and reforestation		
<b>Progress at TE:</b> 640% of the targeted households, i.e., 46,095 households (52% women headed) of Somaliland, Puntland, Galmudug, Hir-Shabelle, and South West have improved access to water and livelihoods.		
<b>Outcome 1:</b> Policies, plans and tools reviewed, revised, developed, adopted and implemented by government to mainstream and enhance adaptive capacity and mitigate the risks of climate change on vulnerable communities and critical ecosystem services.		
<b>Target 1.1:</b> A Land Use Policy in each zone (Somaliland, Puntland and South Central) is developed		
<b>Progress at TE:</b>		
<ul style="list-style-type: none"> <li>i) Draft climate compatible land use policies have been completed for Somaliland and Puntland.</li> <li>ii) In Somaliland the Land Use Policy has been finalized and awaiting endorsement from the President.</li> <li>iii) In Puntland, a final draft of the Rural Land Use Policy has been completed in June 2018. The policy is yet to be endorsed by the President.</li> <li>iv) The development of Land use Policy for the New Federal Member States including Galmudug, Hir-Shabelle, South West and Jubaland, formerly known as South Central was not achieved due to security and political issues.</li> </ul>		
<b>TARGET 1.2:</b> Development of a gender-sensitive National Disaster Management Policy and at least 3 existing plans/policies are updated to address climate risks		
<b>Progress at TE:</b>		
<ul style="list-style-type: none"> <li>• The National Disaster Management Policy was approved at federal level for implementation in October 2017.</li> <li>• The disaster management strategies of 3 mandated agencies (NADFOR-Somaliland, HADMA - Puntland and Somalia Disaster Management Agency) are updated to address climate risks and enforce Disaster Risk Management and sustainable land use.</li> </ul>		
<b>TARGET 1.3:</b> Development of the National Climate Change Policy including a fund mobilization strategy to raise public and private financing earmarked for climate change adaptation in all zones		
<b>Progress at TE:</b>		
<ul style="list-style-type: none"> <li>• Development of a National Climate policy has been completed and the Policy has been translated into a Somali version. The final revised draft is being presented to the Council of Ministers before taking the Policy through the Lower and Upper Houses of the National Parliament.</li> <li>• The National Climate Change Policy and Funds Mobilization Strategy has been completed and translated into a Somali version in June 2019.</li> </ul>		
<b>Outcome 2: Models of community and ecosystem resilience developed and implemented in pilot areas selected in consultation with government and community stakeholders</b>		

<b>Target 2.1:</b> Design and construction of two 50,000 m3 earth dams in Puntland and Somaliland, rehabilitation of 4 dams in South Central, 6, 5 and 8 water diversions constructed in Puntland, Somaliland and South Central respectively, rehabilitation of 4 canals in South Central and rehabilitation of 4 boreholes in South Central
<p><b>Progress at TE:</b></p> <ul style="list-style-type: none"> <li>Cumulatively, the construction of 151 water harvesting infrastructures, and 778 ecosystem-based structures have been completed across Somalia benefiting more than 108,440 households including 56,388 women headed households. <ul style="list-style-type: none"> <li><b>Somaliland:</b> 5 dams, 71 berkads (ground water reservoir), 7 shallow wells and 8 water diversions, 186 -stone check dams and 10-gabions, and 570 soil bunds.</li> <li><b>Puntland:</b> 5 dams, 5 water catchments, 6 water diversions and 45 berkads (ground water reservoirs) were constructed.</li> <li><b>Galmudug, Hirshabelle and South West States</b> of Somalia (Formerly known as South Central): 13 boreholes, 3 canals, and 4 water catchments).</li> </ul> </li> <li>In addition, a total of 4,173 persons including 344 women benefited from short term jobs, through the cash for works and construction of water harvesting structures and ecosystem-based adaptation infrastructures in Somaliland, Puntland, and Southern and Central Regions of Somalia.</li> </ul>
<b>TARGET 2.2:</b> 200 ha reforested in each zone
<p><b>Progress at TE:</b></p> <ul style="list-style-type: none"> <li>Rehabilitation and Reforestation has been completed for 520 ha total (Somaliland: 400; Puntland: 120)</li> <li>Five existing tree nurseries in Puntland were operationalized and five new tree nurseries (3: Somaliland, and 2: Puntland) were established to raise seedlings for reforestation Programmes.</li> <li>The local conflict in South Central caused delay in completing this activity. The budget had to be reallocated for awareness raising and asset management</li> </ul>
<b>TARGET 2.3:</b> 16 Agro-Pastoral Field Schools (APFS) established (2 in each district) with 200 direct beneficiaries per APFS (30% women)
<p><b>Progress at TE:</b> The MTR recommended the cancellation of community-based activities in the southern States and reallocating the budget savings to useful activities in other components thus Agro-pastoral Field School activities were cancelled, and funds were redeployed to awareness raising, - capacity developments for the disaster mandated institutions, and ecosystem-based adaptation structures such as water diversions, fodder production and trainings on adaptation planning and practice.</p>
<b>TARGET 2.4:</b> One gender-sensitive plan developed by each District Disaster Management Committee to be created (with women representation) in the eight target districts (8 plans total)
<p><b>Progress at TE:</b></p> <ul style="list-style-type: none"> <li>Four Integrated District Climate Change Adaptation and responsive Plans (1 in Somaliland; and 3 in Puntland) and 8 Disaster Management and Contingencies plans were developed</li> <li>More than 186 people participated including 38 women</li> </ul>
<b>TARGET 2.5:</b> 300 women trained in adaptation technologies as a foundation for starting sustainable technology marketing enterprises
<p><b>Progress at TE:</b></p> <ul style="list-style-type: none"> <li>320 women (200 in Somaliland; 120 in Puntland) were trained on value-chain analysis and marketing</li> <li>Another 280 women (160 in Somaliland; 120 in Puntland) were trained on Integrated Water Resource Management (<b>IWRM</b>) to support their businesses.</li> <li>Furthermore, in <b>South West</b> and <b>Hir-Shabelle</b> regions, 30 people including 10 women received integrated water resource management, operation and maintenance training.</li> <li><b>Puntland:</b> 5 new <b>cooperatives</b> with 25 members (40% women) were established and received a startup grants to implement an environment-friendly business around solar power, Liquefied Petroleum Gas (LPG), and drip irrigation.</li> </ul>

- **Somaliland:** 5 existing women **cooperatives** with 100 members were revived and supported with a start grants to implement fodder, fruits and vegetable business.

The project has contributed to policy development, capacity building, and demonstration of climate change and resilience pilot activities.

Overall, LDCF I has made considerable gains towards its objective level targets and has in fact overachieved in terms of outreach. Accordingly, 124% of the planned numbers of men and women have been reached to disseminate knowledge about climate change through activities such as trainings, water management, and business development, etc. More significantly, 640% higher than targeted households in the project areas are reported to have improved access to water and livelihoods. Although significant on their own, these achievements are noteworthy in the critical security and political uncertainty context that the project operated in.

### **3.4.1. POLICY DEVELOPMENT**

With regards to policy development, the TE team determined that the project has played an instrumental role in filling the vacuum regarding the CCA and DRM related policy planning in Somalia. In this regard, key national and regional policies and strategies were developed, including:

- i) The National Disaster Management Policy was approved at federal level for implementation in October 2017.
- ii) The National Climate Change Policy and Funds Mobilization Strategy has been completed
- iii) The disaster management strategies of 3 mandated agencies (NADFOR-Somaliland, HADMA - Puntland and Somalia Disaster Management Agency) were updated to address climate risks and enforce Disaster Risk Management and sustainable land use.
- iv) Climate compatible land use policies have been completed for Somaliland and Puntland and awaiting endorsement from the President.
- v) National Climate policy has been completed and awaiting approval

In fact, the policy documents that have been approved (i – iii above) are being used for further planning. For instance, the regional disaster management strategies are now being used by the regional governments to guide their own planning as well as that of donors. In addition to the above policies, the project was also able to indirectly influence other planning instruments to incorporate CCA and DRM aspects. Some of these include the National Development Plan for Somalia and the regional development plans of Somaliland and Puntland.

Conversely, the Land Use Policies which can play a critical role in sustainable development and resilience, although developed, have not been approved yet as land is a sensitive issue with multiple conflicting

stakeholders. Therefore it is foreseen that consensus building on legislating the developed Land Use Policies is likely to take political will developed over time.

### **3.4.2. RESILIENCE**

Outputs with regards to demonstrating community and ecosystem resilience included construction of water infrastructure, afforestation, establishment of agro-pastoral field schools, establishment of district disaster management committees and plans, and training of women in adaptation technologies and sustainable marketing enterprises. In general, these activities were based on need assessments and were responsive to the pressing priorities of the recipient communities.

A major highlight of the project in this regard has been providing new models of water management infrastructure. As shown in table 5, Target 2.1, the project design targets included the construction or rehabilitation of earth dams, water diversion structures, canals, and boreholes in the three targeted zones. However, the project went well beyond these activity targets and also included new types of schemes.

In total, 151 water harvesting structures and 778 ecosystem based structures were completed, including berkedes, shallow wells, boreholes, canals, water diversions, stone check dams, gabions, and soil bunds. This expansion in scope was mostly possible due to the cooperation with the government ministries through the LOA modality. The LOAs not only enabled lower overhead costs and higher outreach as compared to DIM, but also gave the implementing partners the freedom to choose structural designs.

Further, the community was involved in the planning process, including needs identification and site selection. The project reported that 108,440 households including 56,388 women headed households have benefitted from these schemes. In addition, a total of 4,173 persons including 344 women benefited from short term jobs, through the cash for work and construction of schemes.

Moreover, the project planned afforestation of 200 ha in each of the three target zones. While the target was overachieved in Somaliland by supporting plantations over 400 ha, the project fell short in Puntland having covered only 120 ha. A major reason for this shortfall was the ongoing drought in the latter region.

However, there was no progress on this activity due to the local conflict in the South Central zone. Instead, the budget had to be reallocated for awareness raising activities elsewhere. Similarly, the Agro-Pastoral Field Schools were cancelled due to security situation in South Central. However, considering the importance of agro-pastoralists in the context of Somalia, the TE team believes that while the activity had to be dropped in South Central, the project should have implemented this initiative in the other two zones.

While the activities aimed at resilience were generally effective, field visits to sites revealed design flaws in some activities. Most of these issues were seen to be related to the solar panels meant to power water pumps or refrigerators, etc., as the panels are reportedly not generating sufficient power for optimal operations. Moreover, in a number of places the piping system for the water conservation activities was inadequate to effectively distribute water. For instance, the community visited in Salaxlay reported that the diameter of the distribution pipes is too small to pipe sufficient water for livestock. While in one instance, the poor design of the berkad in Burtinle town leads to water contamination.

### **3.4.3. GENDER**

Considering women's particular vulnerability to climate change events, the project was seen to make conscious efforts to address the needs of women. In fact, in line with the UNDP's Gender Strategy which states that 30% of beneficiaries should be women, LDCF I progress reporting presented gender-disaggregated progress on most indicators. In this context, as shown in Table 5, women were involved at all levels across the range of activities undertaken by the project. For instance, efforts were made to mainstream gender concerns into newly developed policies and plans, and women's involvement was ensured in consultations for policy development, capacity building of ministries, students, and communities, and indirect benefits accruing from project-related activities, such as cash for work, etc.

Further, in the project design, Target 2.5 was focused particularly on women's resilience through sustainable enterprise development. In response to this, 320 women (200 in Somaliland; 120 in Puntland) were trained on value-chain analysis and marketing in environment friendly businesses such as fodder production, marketing of Liquefied Petroleum Gas, drip irrigation, and fruits and vegetable farming. Moreover, another 280 women (160 in Somaliland; 120 in Puntland) were trained on Integrated Water Resource Management (**IWRM**) to support their NRM-related businesses. While 5 cooperatives each in Somaliland (100 women) and Puntland (50 women) were supported with business-related grants of USD 10,000 each.

While the project made considerable efforts to ensure women's participation in all activities, the TE team found that no project-level Gender strategy was developed. Instead, the PIT relied mostly on overall UNDP and UNDP Somalia's Gender strategy for guidance. However, considering the particular importance of women's role in CCA and DRM related interventions, both as stakeholders and affectees/beneficiaries, the TE team believes that a project-level Gender strategy might have further streamlined and focused the project's efforts with regards to women.

### **3.4.4. CAPACITY DEVELOPMENT**

Through several activities, primarily in the areas of awareness raising, knowledge dissemination, policy development, planning, and piloting initiatives the project has been able to build the capacity at several levels. These include enhanced knowledge and capacities of institutions, academia, and communities.

At the institutional level, the disaster-related capacities of related agencies (NADFOR and HADMA) have been developed in the areas of EWS, improved knowledge of Geographical Information System (GIS) and Global Positioning Systems (GPS) for spatial monitoring of climatic events and their impacts of 13 officials in Puntland line ministries. For instance, thanks to the project's support, for the first time guidelines have now been established in the state to assess the intensity of a disaster according to an agreed checklist and disaster response plans are developed according to the results generated by this tool. Moreover, through the LOA approach, the capacities of several ministries in Puntland and Somaliland were developed in all aspects of project cycle management, including project design, implementation, monitoring, and reporting.

Further, to improve the availability of locally trained young professionals, a national curriculum for university-level education on climate change was developed, and 30 faculty members from different universities of Somalia were trained on imparting the curriculum. The Amoud University in Somaliland was selected as the academic partner, responsible for adopting the curriculum and training 30 students to complete their master's level degree on climate change, environmental and natural resource. The student demand for the program was reflected in the higher than planned applications received by the project.

Finally, at the community level, public awareness and mobilization campaigns, trainings, and roundtables were delivered on the impacts of natural disasters and climate change. Furthermore, support to communities in water resource management and training of women-owned businesses, cooperatives, development of district level disaster management plans in all eight target districts, etc. were also vehicles for improving knowledge and capacities at the grassroots.

The TE team found that LDCF I project has provided critical support with regards to the establishment of a CCA and resilience related policy framework, built the capacity of important related institutions in project cycle management, enhanced knowledge at macro, meso, and micro levels, and contributed to community resilience by piloting a variety of CCA techniques.

While activities similar to those implemented by the project have already been a part of other donor initiatives, e.g. the EU's MDG initiative focused on water conservation practices and rangeland rehabilitation, etc., the design of water harvesting infrastructures introduced by the LDCF I were reported to be innovative, e.g. according to the Ministry of Environment, sand dams were introduced in Puntland for the first time ever through the project's support. Further, support to policy development

was the unique aspect of the LDCF I project, as this was the first such attempt of its kind by an international development agency.

However, a critical observation of the TE mission was the lack of linkages between different project components and activities. For instance, as activities were mostly implemented in parallel, the activities implemented on the ground were implemented in isolation from the upstream policy or planning work, such as District DRM Plans or DRM policy.

In general, the project achieved or surpassed its targets in Somaliland and Puntland, owing most of this success to the collaborative partnerships between UNDP and several government agencies. Conversely, progress in the newly established states was comparatively less than satisfactory, mostly owing to the local security situation and recently formed government structures which are in fact weak and unstable.

**Rating Effectiveness:** Based on the above findings in the highly challenging context of Somalia, the TE mission found the LDCF I project's effectiveness to be generally **Highly Satisfactory**.

### 3.5. IMPACT

The TE mission found evidence of the project's positive impact at multiple levels, with implications for institutional capacities and community resilience, as detailed below:

#### 3.5.1. INSTITUTIONAL CAPACITIES

The UNDP plays a lead role within the UN system as the co-Chair of Environment, Climate Change and Disaster Management working group at the federal level with the Office of the Prime Minister. In this capacity, LDCF I was introduced by the UNDP as the first ever GEF-funded major initiative implemented in Somalia. The project's success has already resulted in follow up projects, e.g. LDCF II (USD 10 Million) focused on water resource management and the World Bank funded USD 40 million initiative also focusing on water to be initiated in 2019/2020.

While the above are national-level projects, LDCF I's support to institutional capacity development has also resulted in individual ministries being able to access other funding. For instance, LDCF I was the first ever donor project implemented directly by the Puntland Ministry of Environment. Building on this strengthened capacity, the GIZ awarded the Ministry a Drought Resilience and Preparedness project of USD 1.2 Million, while the World Bank under its upcoming water resources initiative plans to award the Ministry project funding of USD 9 Million.

Similarly, continual support from the project led to gradually strengthened partner capacity. For instance, according to the institutional assessment undertaken by the PIT, The National Environment

Research and Disasters (NERAD) in Somaliland was rated as High Risk in Year 1, but by year 3 department scored Moderate rating, making it eligible for directly managing project funds.

Further, the importance of CCA at the institutional level promoted by the project is reflected in the fact that several key ministries incorporated Climate Change into their names. For instance, the Puntland Ministry of Environment, Wildlife and Tourism is not titled the 'Ministry of Environment, Agriculture, and Climate Change', while the Directorate of Environment in the Office of the PM is now called the 'Directorate of Environment and Climate Change'.

### 3.5.2. COMMUNITY RESILIENCE

Community resilience activities across the board were seen to have immediate impact on the adaptation of local host populations, including improvements in human and livestock survival mechanisms, health, and economy.

Although, no systematic impact assessment has been undertaken, the TE mission understands that activities related to water resources have generally had the highest impact. For instance, the dams established in Somaliland and Puntland have not only supported host communities but also scores of pastoralists and IDPs, e.g. Biyo Gudud dam in Somaliland was used by pastoralists during the 2017 flood. Generally, the new or improved water resources provided by the project have led to improvement in water availability for humans and livestock herds while also contributing to vegetable and fruit farming. For instance, improved water availability from the Midigale sand dam led to vegetable production. In particular, women's workload has reportedly decreased due to improved availability of water for humans and animals. While the largest water reservoir established in Puntland served an estimated 200,000 people including local communities, IDPs, and pastoralists during the 2016 drought.

Similarly, site visits revealed that rangeland rehabilitation and afforestation have resulted in visibly improved land resources. In fact, the ranges improved by the project are also used by pastoralists during dry seasons and not just local communities. While the established district disaster management committees tend to function as an outreach vehicle of the project.

**Impact Rating:** Although no systematic impact assessment data is available, based on field visits and interviews, the TE mission found the project's impact to be *Highly Satisfactory* despite some challenges with regards to effectiveness.

### 3.6. SUSTAINABILITY

Sustainability of project outcomes were assessed in terms of continuation into the future, such as replication and up-scaling.

At the institutional level, sustainability was found to be inherently incorporated into activities such as training, awareness raising, and capacity building. While ministries were capacitated to manage donor funds and directly implement projects, other project outcomes such as the district disaster management plans and disaster maps developed with LDCF I support are reportedly being used by relevant government ministries in guiding donor's program planning. For instance, in an interview with HADMA, it was reported that Save the Children distributed emergency aid based on the disaster maps developed by the project.

Similarly, the demonstrated impact of water conservation activities and high demand at the community-level have encouraged multiple donors, communities, and even private sector to replicate these structures. For instance, in Puntland, earth dams and sand dams were reportedly replicated as follows: i) American Refugee Committee (ARC): 07 structures; Save the Children: 03 structures; GIZ: 05 structures; WFP: 02 structures; Private Sector Contractors<sup>12</sup>: 03 structures; and Community<sup>13</sup>: 04 structures. Moreover, several women-owned enterprises supported by the project are also likely to continue into the future.

Finally, the in-country demand for the CCA curricula designed by the project was found to be high. Responding to this need, the Amoud University has rolled out a Masters degree program in CCA and NRM on its campus in Hargeisa.

However, the lack of finance and organizational capacity are potential threats to the sustainable impact of the project assisted policies and plans. Moreover, the approval of Land Use Policies developed under the project is likely to require strong advocacy to generate the required political will, as land is a contentious issue.

At the community level, despite high effectiveness and impact, the major threats to sustainability of these activities are technical and managerial capacities of the communities for operations and maintenance (O&M). The virtual lack of sustainability plans for these activities means that the future management is left to the communities' own limited capacity. However, most recipient communities were found to be too weak to police and protect precious water resources. For instance, the developed reservoirs are not only used by IDPs and pastoralists but also profiting businessman who truck the water from these sources to other communities.

Further, while the resilience-related activities were effective, the TE mission found that only a small number of communities had contributed any cash or in-kind resources to the construction of these schemes. This is seen as a matter of concern with regards to sustainability, as this approach treats communities as only passive recipients of assistance instead of partners, thereby limiting the sense of ownership.

Based on these concerns, the TE mission found the project's Sustainability to be **Moderately Likely**.

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<sup>12</sup> Private sector contractors have constructed dams for the purpose of selling stored water

<sup>13</sup> Community in Armo district, which is not a project targeted district

## 4. CONCLUSION AND LESSONS LEARNED

The TE mission found the Overall, the project's implementation has been effective despite LDCF I being the first major GEF-funded initiative in Somalia. This success is further laudable due to the extraordinary challenges faced during implementation, including the inter-regional political relationship, uncertainty of governance context, high security risks posed in the field, and limited technical expertise in the country.

Key lessons learned from the design and evaluation of LDCF I are as follows:

- 1) The regional governments of Somaliland and Puntland have built sufficient capacity, partly through LDCF I support, to manage donor funds and directly implement projects with some donor oversight. However, such capacities are weak at the Federal government level and among the newly formed federal states. Therefore, project implementation in these areas will continue to require intensive capacity building in terms of staff availability, project management, and monitoring, etc.
- 2) Implementation led by government ministries can result in efficient and effective projects. In particular, the ministries afford a much wider outreach as compared to partners such as NGOs, have significantly lower implementation costs as compared to DIM, and significantly reduce the burden of project management and monitoring on the PIT.
- 3) A number of the newly developed policies through LDCF I support have not been approved. This is likely to require political will developed over a long time. Further, while the project's activities have shown visible impacts on the resilience of targeted communities, lack of management plans associated with activities as well as design flaws in some cases pose significant threats to sustainability.
- 4) While the project has demonstrated effective resilience, there is high pressure on the infrastructure established by the project due to high demand for water resources. Therefore, replication and up-scaling of water resource management activities will continue to be welcomed by the local communities and governments.

### 5) TABLE: SUMMARY OF RATINGS OF PROJECT PERFORMANCE

6)

Component	Rating
Project Design	S <sup>14</sup>
Adaptive Management	S
Monitoring and Evaluation	S
Relevance	HR <sup>15</sup>
Efficiency	S

<sup>14</sup> Satisfactory

<sup>15</sup> Highly Relevant

Effectiveness	HS <sup>16</sup>
Impact	S
Sustainability	ML <sup>17</sup>
<b>Overall Project Rating</b>	S

## 4.1. RECOMMENDATIONS

Based on the detailed assessment of the LDCF I project, the TE mission puts forth the following recommendations to improve future UNDP, GEF, and Government of Somalia programming.

### 4.1.1. REGION-SPECIFIC PROGRAMMING APPROACH

The implementation context in the three project targeted regions is diverse. In particular, the lack of government capacity and security situation have significantly affected implementation in South Central region as compared to Somaliland and Puntland. Therefore, it is recommended that any future projects consider these realities in mind while determining implementation approaches. For instance, while partnership with government can in fact lead to positive results in Somaliland and Puntland, alternative strategies such as collaboration with local NGOs and CBOs are likely to be the more practical option in South Central.

### 4.1.2. SECTORAL FOCUS

LDCF I design was focused on multiple sectors, including water resources, DRM, and livelihoods. While these issues are inter-related, the lack of inter-activity/inter-component linkages led to fragmented programming. This approach not only stretched the technical and M&E resources but also led to the dilution of project results. It is therefore recommended that future projects are designed using a Theory of Change, where the links between different outcomes and outputs are clearly defined.

Moreover, instead of focusing on multiple activities, it is recommended that a particular activity is designated as the pivot around which the rest of the outputs and activities are built. In the context of Somalia, two such fundamental issues are water resources and livestock. For instance, improvements in water resources can be linked with diversified agricultural livelihoods, better health and hygiene, and reduced livestock stress. Similarly, a project focusing on livestock development can contribute to improved animal productivity through investments in water and feed resources, while support to processing and market linkages can result in improved incomes. In this regard, value addition activities such as livestock fattening to be undertaken with communities and and export of frozen meat through support to private sector can be lucrative in the context of Somalia. As LDCF II is already designed to

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<sup>16</sup> Highly Satisfactory

<sup>17</sup> Moderately Likely

concentrate on water management, it is recommended that a similar project is designed around livestock resources.

Another important consideration in such a scoping exercise would be defining the beneficiary group. In particular, it has been observed that while the effects of climate change and disasters are uniform for all, women are particularly vulnerable due to their extensive involvement in natural resource management, e.g. livestock rearing and caregiving responsibilities for the household. Further, in Somalia women are considered as savvy entrepreneurs having made their mark in all variety of local businesses. It is therefore recommended that instead of allocating specific activities to women development, women's role as key project stakeholders is banked upon as this social group is likely to be the most responsive to any outside support due to their comparatively higher vulnerability.

#### **4.1.3. COMMUNITY PARTNERSHIP**

While the LDCF I project developed strong partnerships with many important stakeholders, effective community partnership was seen to be lacking. For instance, despite being the primary beneficiaries of activities under Component 2, communities were only involved in the initial decision making regarding project site selection. Conversely, their role was non-existent or negligible when it came to contributing to the construction cost of infrastructure schemes. Similarly, although communities were to be the long-term custodians of the newly developed schemes, there has been a lack of discussion regarding the sustainability plans, e.g. financial requirements, ownership arrangements, and technical knowledge for operations and maintenance. As seen on the section on sustainability, all these factors adversely affect the continued operations of these schemes.

It is therefore recommended that future similar programs develop a thorough community partnership strategy. In addition, sustainability plans need to be factored into the feasibility studies of infrastructure schemes while exploring different alternatives, e.g. community ownership, public-private partnership, and even support to private sector for generation of resilience-based businesses. Similarly, the communities need to be made aware of the concepts of water metering, rationing, and user fees, etc.

#### **4.1.4. KNOWLEDGE MANAGEMENT**

The LDCF has generated a vast amount of literature, often in subjects on which there is limited prior factual information available in the country. For instance, the project has drafted policies, generated disaster maps, developed CCA-based curriculum, produced district disaster plans, and undertaken baseline surveys, feasibility studies, and detailed infrastructure designs, etc. However, despite their general utility to a variety of audiences, these documents are presently available only to the direct stakeholders of the project. It is therefore recommended that the project ensures ready availability and access of this knowledge base to the general public. One method of doing this would be to establish a website for LDCF II project and upload these documents on a section of this website.

Moreover, while the impact of the project is readily visible in many instances, it is not easy to either quantify or collate this impact. It is therefore recommended that a systematic impact assessment is undertaken of different project activities, while quantifying results such as number of direct and indirect beneficiaries, impact on community survival, adoption of new resilience strategies due to enhanced knowledge, generation of alternative livelihoods, and increase in incomes, etc. Such an exercise will not only help quantify project results, it will help highlight the highest impact activities to inform future planning by UNDP-GEF, the Government of Somalia, and other donors in the country.

#### **4.1.5. PROJECT MANAGEMENT**

LDCF I implementation approach was based on partnership with a number of stakeholders. While a number of these stakeholders were seen to perform well in the respective area of work, the lack of active collaboration among them led the project to be implemented in silos. Consequently, the project was not able to generate synergies and complementarities which could have significantly contributed to organizational capacity building and implementation efficiency. It is therefore recommended that future projects devise mechanisms for proactive collaboration led by UNDP. This can take the form of regular, i.e. quarterly or biannual review meetings and information exchange workshops, etc.

Moreover, as the project was geographically widely spread, the M&E team in the field was stretched. Similarly, at times conflict on ground can hinder monitoring. Therefore, it is recommended that UNDP makes more frequent use of Third Party Monitoring arrangements.

With regards to financial management, as a number of partner agencies in Somaliland and Puntland now have stronger capacity, future interventions can pay funds for six months in advance as compared to the current practice of quarterly advances. This will give further freedom to the partners in planning their activities, build capacities for comparatively longer term planning, and also reduce the transaction time involved in the higher frequency of transfers.

In addition, it is recommended that gender mainstreaming training and support is made an integral part of the organizational capacity building initiatives. This can potentially include recruitment of competent women staff at both the PIT and partner levels, and a strategy to systematically address gender concerns when working with communities.

Further, while the LDCF I project was focused on resilience, in the interest of expediency of response the 2016 drought response project was implemented through the umbrella of the LDCF I. While this initiative paid off in the short-run, it created confusion among the implementing partners and even the M&E team regarding the objectives and activities of LDCF I. It is therefore recommended that when implementing parallel projects, all stakeholders must be provided clear communication regarding the differences across the individual projects, while reporting should also be segregated in order to ensure clarity.

#### **4.1.6. BUILDING ON OUTCOMES**

Since LDCF I generated a number of outputs in the areas of policy, planning, and water resources, it is recommended that future projects build on this progress. For instance, the community need assessments and district level disaster plans must be used as a foundation for future programming in these areas. Similarly, water structures established by the project should now be capitalized upon to build longer term resilience by initiating agriculture and livestock based livelihood and food security programming, as well as awareness on water-related health and hygiene practices, etc.

Similarly, opportunities for linking LDCF I outcomes to other projects and funding sources should be explored. For instance, strengthened cooperatives can potentially be further linked to GEF Small Grants Program (GEF-SGP) funding.

# ANNEXES

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## ANNEX 01

## LIST OF DOCUMENTS REVIEWED

1. Project Document - Enhancing Climate Resilience of the Vulnerable Communities and Ecosystems in Somalia
2. Project Mid-Term Review Report
3. UNDP-GEF Project Evaluation Manual
4. Project Implementation Review Report [2017]
5. Project Implementation Review Report [2018]
6. Project Implementation Review Report [2019]
7. Project Mid-Term Review Report
8. Minutes of Annual Project Board Meetings [2016, 2017, 2018]
9. Project Results Framework
10. Project Theory of Change
11. Project Budget
12. Field Visit Reports
13. Any Other Relevant Documents

**Date:**

**Location:**

**Meeting Participants:** (Name and Designation)

**Contact Information:**

### PROJECT DESIGN

1. What was the process of developing the project document?
2. Was a Gender analysis undertaken to feed into project design?
3. What challenges were faced during the design phase? E.g. lack of consensus, limited baseline information, etc.
4. In the retrospect, was the project design realistic or ambitious? What are the reasons?

### ADAPTIVE MANAGEMENT

1. What were the major activities undertaken during the Inception phase?
2. What were the major decisions made during Inception phase?
3. Have there been any changes to the original activities, targets, outcomes, or outcomes outlined in the project document? Was a review of project logical framework undertaken at any time during the project? If yes, what were these changes?
4. What was the need for changing these activities?
5. What was the process of seeking approval for these amendments to the original design?

6. Were these changes formally integrated into the project logical framework or project design?

## PMU AND STAFFING

1. What is the role played by the PMU in project implementation?
2. How many staff are working at the PMU? And what are the roles and responsibilities of these staff members?
3. Have there been any changes in staffing during the period of implementation? E.g. change of staff, staff turnover, or addition/elimination of positions, etc.
4. What were the major challenges faced by the PMU during the course of the implementation?
5. How were some of these challenges mitigated? Please provide details.

## CAPACITY BUILDING

1. What initiatives have been undertaken for capacity building?
2. Have any of these initiatives been put into practice?
3. If yes, what have been the results of undertaking these activities? E.g. improved system of early warnings, etc.?
4. What are the actual or potential challenges in implementing the learning from the capacity building initiatives?
5. How can the process of capacity building be improved in the future?

## TECHNICAL ASSISTANCE/EXPERTISE

1. What were some of the key TA activities undertaken under the project?
2. In your opinion, which activity had the most impact and which activity had the least impact? Why?

3. Did the project face any challenges in engaging good quality experts to provide TA? If yes, what were the key challenges and how were these mitigated?
4. How can the provision of TA be improved in the future?

## PLANNING AND M&E

1. What were the major modalities of M&E? e.g. reporting, M&E database, etc.
2. How was the project's Logical Framework used to monitor progress?
3. What challenges were faced when using the framework? E.g. ambitious or non SMART indicators, etc.?
4. How was the M&E data collected, stored, and analyzed?
5. Did the project have an M&E framework?
6. Did the framework establish measurement criteria for achievement of intangible outputs, e.g. improved access to water and livelihoods, etc?
7. What were the major challenges faced with regards to M&E?
8. Were progress reports submitted on time?
9. How was M&E helpful in timely indication of critical gaps in implementation? Please provide examples.
10. Were any of the key project planning decisions based on M&E data? If yes, please provide examples.

## PSC/PROJECT BOARD

1. What was the purpose of the PSC?
2. Did all PSC meetings take place on time?

3. What were some of the major decisions taken by the PSC that were instrumental in either helping the project achieve its intended outcomes OR changing the course of the project/selected activities?
4. What measures were taken to ensure that PSC meetings were held on time and were effective?
5. What special efforts were made to collect gender-segregated data?
6. Has the project undertaken an impact assessment study at any point?

## REGIONAL COMMITTEES

1. When were the regional committees formed?
2. What was the expected role to be played by these committees?
3. How effective were these committees in undertaking their functions? Please provide examples.
4. Did these committees have any coordination with each other? If yes, what were the coordination mechanisms and what were the outputs of these efforts?
5. What were the major challenges faced by these committees to perform their functions effectively?
6. How could the role of these committees be further improved?

## TIMELINESS

1. Were all project activities delivered on time and according to the AWP?
2. If not which activities were delayed?
3. How did these affect progress of the overall project?

4. What mitigation measures were undertaken to bring these activities back on track?
5. Which project targets have been achieved and over achieved so far?
6. What were the supporting factors responsible for meeting or exceeding these targets?
7. Are there any outstanding project outputs and outcomes at this time?
8. What were the major reasons for not being able to achieve these goals?
9. Has the project received any no-cost extensions?
10. If yes, what were the reasons?

## BUDGET

1. What were the major challenges with availability of funds? E.g. delayed transfers, insufficient funds for activities, etc.

## PARTNERSHIP AND COORDINATION

1. Who are the major project partners and stakeholders?
2. Were any new stakeholders involved since the time of project design? If yes, who are these?
3. What is the process of partner selection?
4. How are activities of partners monitored? E.g. through signed agreements, etc.
5. Which of the stakeholders played a key role in ensuring that the project objectives are met?
6. What activities did these stakeholders undertake to ensure this? And what are some examples of such activities?
7. How do IPs and stakeholders collaborate/coordinate? And how often? Activity-wise and Region-wise.

8. Did any key staffing change occur among the project key stakeholders? If yes, when and what level of staff?
9. How did this affect the project's activities and progress?

## COLLABORATION

1. Are there any other international development agencies/projects which have delivered the same of similar activities as that of the project?
2. If yes, how has the project collaborated with these for synergistic implementation?
3. What problems did the project face in collaborating with these other initiatives?
4. Which of these have significantly helped to contribute to the project outcomes?

## Role Played by Government/Role Played by Other Development Partners/Role Played by UNDP and GEF

1. What role did the UNDP play in project implementation and monitoring the progress of the project and ensuring that activities were on track?
2. What was critical support provided by UNDP in terms of TA, Human Resource, or Financing?
3. How did this support help the project successfully meet its objectives?
4. What, if any corrective measures were taken by the UNDP to ensure that the project achieves its objectives?

## SUSTAINABILITY

1. What are the most sustainable activities of the project? Why?
2. What are least sustainable activities of the project?
3. What are the actual or potential threats to the sustainability of these activities?

## **OUTCOME 1 – Policies, plans, and tools developed, revised, adapted, and implemented by government to mainstream and enhance adaptive capacity and mitigate the risks of climate change**

1. What policies and strategy documents have been developed with the project's help?
2. Which of these documents are promulgated and which are still in draft stage?
3. What have been the significant challenges in developing these documents?
4. Which of these documents is expected to have the most significant impact on Climate Change and Resilience objectives?
5. What measures were taken to ensure inclusion/mainstreaming of women's concerns in these documents?
6. What are the foreseen challenges in obtaining endorsement for the outstanding policies/strategies?
7. What have been the problems/foreseen problems in implementing these policies/strategies?
8. What are some of the shortcomings in the newly designed documents and how can these be overcome?
9. Has the fund mobilization strategy been developed? If no, what are the reasons?
10. If yes, has the strategy been used for fundraising initiatives? What have been the outcomes?

## **OUTCOME 2 – Models of community and ecosystem resilience developed and implemented in pilot areas selected in consultation with government and community stakeholders**

1. What was the process of identifying the geographic locations/communities for provision of pilot activities?
2. How was the community involved in making these decisions and plans?

3. What challenges were faced in selection of sites and activities? E.g. lack of community cohesion, local conflict, lack of technical knowhow, etc.
4. What challenges were faced during implementation and how were these mitigated? E.g. community conflict, availability of raw material, etc.
5. What measures have been undertaken to ensure sustainable O&M of the infrastructure?
6. How has the project enhanced the capacity of the local communities to replicate some of the project activities?
7. What are the potential challenges for replication? E.g. limited knowhow, budget, etc.
8. How are the activities in Outcome 2 linked to those in Outcome 1?

## RECOMMENDATIONS

1. Similar future projects design
2. Project management
3. Improved coordination

## GENDER

1. What were the major challenges and opportunities regarding gender integration into project activities?
2. How were these dealt with to ensure the achievement of project outcomes?

## ACTIVITIES/RESPONDENTS

1. Are there any linkages between project activities under the two outcomes?
  - **Policy – Government Agencies**
    - Process of policy and strategy development
    - Potential Benefits
    - Potential problems with implementation
    - Recommendations for Future

- **Scholarships – Universities, Faculty and Students**
  
- **On Ground Activities – Communities**
  - Community participation in decision making
  - Measures for capacity building
  - Equitable and improved access to resources
  - Gender integration

## INTERVIEW GUIDES TO BE USED BY NATIONAL EXPERTS

### Ministries and Departments (Policy and Strategy Development, Capacity Development)

#### 1. Policy and strategy development

- a. What was the development process?
- b. Was the policy/strategy reviewed by external national and international experts?
- c. Has an implementation strategy been devised?
- d. How was gender integrated into the policy and strategy support received by them?
- e. What are the potential challenges with implementation? E.g. finance, conflict, human resource, national awareness, etc.?
- f. How can these challenges be overcome?

#### 2. CAPACITY DEVELOPMENT

- a. How was the capacity of the ministry developed through participation in project activities? E.g. training and workshop, consultative policy development, on job training, implementation of activities, and participation in international conferences, etc.
- b. How was gender integrated into the capacity development support received by them?
- c. What are the potential challenges in implementing some of the learning from the training/capacity building activities? E.g. conflict, finance, institutional/organizational structure, etc.
- d. What are their recommendations for future project development and implementation?

#### 3. COORDINATION

- a. What challenges and opportunities did your organization face when collaborating/coordinating with the UNDP?
- b. What challenges and opportunities did your organization face when collaborating/coordinating with the Ministry of Environment?
- c. Did your ministry collaborate with another ministry or department when devising the strategy/plan/policy? If yes, how? What were the challenges with this collaboration?
- d. Does the ministry have to collaborate/coordinate with other departments/ministries for implementation of the capacity or policy/strategy developed by the project? E.g. for EWS If yes, how?
- e. What are the challenges in this coordination?

#### 4. REPLICATION

- a. Do you know if any other donor or ministry has included the activities from this project in their own activities/projects?

### Universities

1. What support have they received from the project? E.g. modules, trainings, etc.
2. How was gender integrated into the course curricula and other support received by them?
3. How has this support helped improve the university's capacity?
4. Did this university collaborate with another institution/ministry/university, etc. to incorporate the learnings (e.g. curricula) provided by the project? If yes, what was the nature of this collaboration and how was this useful?
5. What future challenges do they foresee in using these capacities which were improved by the project?
6. What are their recommendations for future activities to be undertaken by a similar project?

### Students

1. What support did they receive from the project?
2. How were they selected for the support? (process and criteria)
3. How have they benefitted from receiving this support?
4. How was gender integrated into the course curricula and other support received by them?
5. What recommendations do they have for future improvement of the program?

### District Disaster Management Committee

1. What support did these committees receive from the project?
2. Are these committees active?
3. What major activities does the committee perform?
4. Does the committee have any links to their own community? If yes, what are the linkages?
5. Does the committee have any links to other disaster management committees? If yes, what are these linkages?
6. What are the major threats to the sustainability of the committee? E.g. lack of capacity, finance, local conflict, etc.
7. What was the process of the development of District Disaster Management Plan?
8. Has the plan been operationalized? If yes, what are the challenges with operationalization?
9. What are the recommendations for better program support in the future?

### Community Based Organizations/Cooperatives (Trainings, Funding, Business Development)

1. What support was provided by the project? E.g. community mobilization, training, infrastructure, funds/grants, etc.?
2. Was the community involved in selecting nature/location of the activity? (inclusive and participatory)
3. In the case of funds or infrastructure, did the community provide any co-financing to the activity? If yes, what %age of the project value?
4. What have been the advantages of this support?

5. What were the challenges when accessing this support?
6. If there is a damage to the infrastructure, what resources does the community have to repair the damage?
7. What are the major risks to carrying forward/using these activities after the project support ends?

**Community Observation:**

1. Was the infrastructure design appropriate?
2. How is the activity related to resilience or climate change?

#	Activity	Where	When	Who	Contact Person/Facilitator
<b>Sunday, 15 September 2019</b>					
<b>Arrival of the Climate Change Resilience Terminal Review /Team Leader from Islamabad to Mogadishu</b>					
<b>Mohamed Sharif, and Everline to book; Accommodation and Confirm Security clearance.</b>					
<b>Mohamed Sharif and Salah to receive the CCR TE Team Leader from the AAIA, facilitate Immigration arrival clearance, and logistical support to Accommodation and Resilience and Climate Change Office.</b>					
<b>Debriefing for the IC/Evaluator by the UNDP Somalia CO Security team: Salah Dahir to facilitate accordingly</b>					
<b>DAY 1 - Monday 16 September 2019</b>					
<b>1</b>	Meeting with Mogadishu CCR Project team	UNDP Meeting Room (with connection in Garowe and Hargeisa)	16 September 2019, at 10:00 a.m.-2:30 p.m. (with lunch and prayer break)  E.A time	UM, Abdulkadir, Hassan, Salah, Mohamed Sharif, Eng. Mohamed, Awil, Zaitun, Abdi Yusuf and Rahma	Abdul Qadir  Mohamed Sharif, Rahma and Zaitun to facilitate VTC room bookings.  ICT Somalia Team (Abdinasir, Mohamed, Zakaria, Mohamed Ismail)

					to coordinate the VTC connections /sessions
2	Meeting with Regional Technical Advisor, UNDP/GEF	Via Skype call	16 September 2019, at 03:00 p.m.-04:00 p.m.	UM and Tom	Abdul Qadir to facilitate the Skype call meeting
3	drop off to the Accommodation for IC/TL	TBC	16 September 2019, at 04:30 p.m. E.A time	UM	Mohamed Sharif to facilitate accommodation drop off
<b>DAY 2 - Tuesday 17 September 2019</b>					
1	Terminal Review Team Leader's (UM) meeting with the national consultants (Mohamed Jama and Mohamed Adan)	TBC	TBC	UM, Mohamed Jama and Mohamud Adan	Mohamed Sharif to book venue and facilitate access clearance for the national consultants  Salah Dahir to contact in advance the national consultants and facilitate entry

**DAY 3 - Wednesday, 18 September 2019**

1	Meetings with the national counterparts from the Federal Governments and Terminal Review Team (UM, Mohamed Jama and Mohamed Adan)	TBC	18 September 2019, at TBC	Officials from the Office of Environment at Office of the Prime Minister, and Environment Ministries in Galmudug, Hir-Shabelle, and South West State of Somalia.	<p>Salah and Hassan to confirm meeting participants from national counterparts</p> <p>Mohamed Sharif to facilitate logistical requirements and access clearance to AAIA for national counterparts and Terminal Review Team</p> <p>Everline and Mohamed Sharif to facilitate travels, accommodation bookings, venue, stationaries, Logistics and Refreshment in advance for the national counterparts</p>
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2	Arranging drop off for the national counterparts and Terminal Review Team (UM, Mohamed Jama and Mohamed Adan) to respective destinations and accommodations	Outside and Inside AAIA	18 September 2019, at TBC	Salah and Mohamed Sharif	Mohamed Sharif to facilitate drop off logistical requirements for the national counterparts and Terminal Review Team
<b>DAY 4–Thursday, 19 September 2019</b>					
1	Discussions with M&E Specialist UNDP SOM/POQA	TBC	19, September 2019, at TBC	Garikai/Ibrahim, Abdul Qadir, UM and Mohamed Jama and Mohamud Adan	Salah to facilitate venue/Meeting.
2	Meeting/ detailed discussion with Implementing Partners from Somaliland and Terminal Review Team (UM, Mohamed Jama, and Mohamud Adan)	UNDP VTC Mogadishu-UNDP VTC Hargeisa	TBC	Officials from Environment Ministry (MoERD), Water Resources Ministry, HWA, NERAD,  One joint meeting, followed by two separate meetings with MoERD and NERAD	Abdi Yusuf to confirm meeting participants from Somaliland national counterparts.  Rahma to coordinate in advance booking of UNDP Hargeisa VTC and UNCC Hargeisa access clearance for the Somaliland national counterparts

	<p>Project Presentation (covering activities from project start in all regions of Somaliland</p>				<p>Mohamed Sharif to book UNDP Mogadishu VTC and Abdinasir and Zakaria to coordinate connections with UNDP Mogadishu and UNDP Hargeisa VTC`s</p>
<p><b>September 20, 2019, Travel back for the Somaliland national consultant for Mogadishu to Hargeisa</b></p> <p>Self-sponsored and reimbursable by F10 claims.</p>					
<p><b>22-25 September 2019; SSAFE training for the CCR TE Team Leader (UM)</b></p> <p>Everline to confirm booked SSFAE slots from UNDP Somalia Security &amp; UNDSS team</p> <p>Salah to coordinate SSAFE venue and facilitate introduction session for the CCR TE Team Leader with UNDSS Somalia SSAFE instructors' team</p> <p>Mohamed Sharif to coordinate pickups and drop offs for CCR TE Team Leader (UM) from Accommodation to SSAFE venue</p>					
<p><b>26 September 2019; arranging Puntland field missions for the CCR TE Team Leader (UM) and national consultant Puntland, Galmudug, Hirshabelle, &amp; South West.</b></p> <p>Everline and Mohamed Sharif to arrange in advance flight bookings/Tickets (Go+ Returns) for UM while national Consultant is Self-sponsored and reimbursable by F10 claims.</p>					

Zaitun to arrange logistics, accommodation, Visa/Security and Immigration clearances for UM

Friday, 27 September 2019: Friday (Weekly Holiday)

Saturday, 28 September 2019 (Field Visit and Meetings with counter parts in Garowe)

1	<p>Field mission for the CCR Terminal Evaluators (UM &amp; Adan Mohamed) (7:00 to 10:00 a.m.)</p> <p>Meeting with HADMA (11:00 to 12:00)</p> <p>Meeting with Ministry of Environment (2:00 to 3:30)</p>	Salaxley Water Catchment	TBC	<p>UM and Mohamud Adan</p> <p>Officials from PL MoEACC and HADMA, UM, and Mohamud Adan</p>	<p>Zaitun to arrange Logistics for the field mission and IP Meeting in advance</p> <p>Awil to coordinate field mission and assigning of an International Staff to accompany UM with help of Garowe UNDP Security Officer.</p> <p>Awil to coordinate in advance with relevant community representatives and water committees in Salaxley Village</p>
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					Awil to confirm meeting participants from HADMA and PL MoEACC and facilitate accordingly the meetings
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**Sunday, 29 September 2019 (Travel from Garowe to Mogadishu)**

**Monday, 30 September 2019 (VTC meeting with counterparts in Hargeisa)**

<b>1</b>	Meeting with project national counterparts and Implementing partners in CCR TE Review Team	UNCC Hargeisa Meeting Room	30 September 2019, at TBC		Abdi Yusuf to confirm meeting participants  Refreshments to be arranged
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**DAY 7– Sunday, 30 September 2019**

**Travel from Mogadishu to destination --Everline to book return flights; Accommodation and Security clearances to be confirmed**

#	Activity type or input (category)	Site(s)	Information to be collected/Questions to be answered	Tools to be used
<b>1</b>	Construction of Office (NERAD) Centre	Burao	<ul style="list-style-type: none"> <li>Is the facility/ equipment present and in good order?</li> <li>Are the staff present?</li> </ul>	Key informant interviews Observation/photos

			<ul style="list-style-type: none"> <li>• Is the equipment being used?</li> <li>• Are the staff capable?</li> <li>• Has the Centre received any additional support after the LDCF 1 project?</li> <li>• What challenges is the Centre facing in the use of the new facilities?</li> <li>• How can these challenges be resolved?</li> </ul>	
2	Berked(s)	Qoyta & Balidhiig	<ul style="list-style-type: none"> <li>• Is the berked there and functioning?</li> <li>• Did the community receive training? If yes, what kind training, name it?</li> <li>• Was the community involved in the selection of the site, and the design and the work?</li> <li>• Is the community happy or not? Why?</li> <li>• Is there a management structure for (i) the water – to buy, sell and distribute (ii) the berked – to protect and maintain.</li> <li>• What challenges is the community facing in operations and maintenance of the Berked?</li> <li>• How can these challenges be resolved?</li> <li>•</li> </ul>	<p>Key informant Interviews (semi-structured): head of community, owner of berked, other water users, minority group in the village.</p> <p>Observations/photos</p>
3	Cooperatives	Qoyta	<ul style="list-style-type: none"> <li>• Did it exist before the project?</li> <li>• What is the difference between the cooperative before and now – what is the evidence -</li> <li>• What support did the project provide? -training, equipment, logistical, grants, other?</li> <li>• Was the support useful? How was it useful?</li> <li>• What is the status of the cooperative now?</li> <li>• Will it survive into the future?</li> </ul>	<p>Focus group meeting KII with chairperson or his/her alternative</p> <p>Observe documents.</p>
4	Integrated water management	Balidhiig & Qoyta	<ul style="list-style-type: none"> <li>• Did it exist before the project?</li> <li>• What is the difference between before and now – what is the evidence –</li> </ul>	<p>Focus group meeting KII with chairperson or his/her alternative</p> <p>Observe documents.</p>

			<ul style="list-style-type: none"> <li>• How was the community involved in the selection and design of the facility?</li> <li>• What support did the project provide?</li> <li>• Was the support useful? How was it useful?</li> <li>• What are the major challenges with the use of the facility?</li> <li>• What is the status of the management mechanism now?</li> <li>• Will the management mechanism survive into the future?</li> <li>• Have neighbouring communities replicated any of the project activities? If yes, how?</li> </ul>	
5	Water diversions for flood control/gabions	•	<ul style="list-style-type: none"> <li>• Is the protection there and is it functioning?</li> <li>• Was the community involved in the selection of the site, and the design and the work?</li> <li>• How has the protection helped the community?</li> <li>• Was this the priority for the community?</li> <li>• Is the community happy or not?</li> <li>• Is there a management structure to maintain and repair?</li> <li>• What are the potential challenges in long term maintenance of the protection?</li> <li>• Did the activity benefit women in a special way?</li> <li>• Has this community or have neighbouring communities replicated any of the project activities? If yes, how?</li> </ul>	<p>Observation/photos.</p> <p>Interviews with the people who participated, maybe community leader</p> <p>Try to find engineer and interview him?</p>
	Earth Dam or (sand dam?)	•	<ul style="list-style-type: none"> <li>• What is the design of the sand dams or earth dam?</li> <li>• Is the dam there and functioning?</li> <li>• Did the community receive training?</li> <li>• Was the community involved in the selection of the site, and the design and the work?</li> <li>• Is the community happy or not? Why?</li> </ul>	<p>Key informant Interviews (semi-structured): head of community, owner of dam, other water users, minority group in the village.</p>

			<ul style="list-style-type: none"> <li>Is there a management structure for (i) the water – to buy, sell and distribute (ii) the dam – to protect and maintain and to pay for this. The Water Committee – does it have capacity for operations and maintenance?</li> <li>Did the activity benefit women in a special way? If yes, how?</li> </ul>	<p>If possible: FGD with members of the community using the dam.</p> <p>Observations/photos</p> <p>Try to find engineer and interview him?</p>
6	Grazing Reserve	•	<ul style="list-style-type: none"> <li>What is the aim of the grazing reserve?</li> <li>Have all the users been consulted?</li> <li>Is the protection provided by the project there and is it functioning?</li> <li>Was the community involved in the selection of the activity, and the design and the work?</li> <li>Was this the priority for the community?</li> <li>Is the community happy or not? Why?</li> </ul>	<p>KII: Ministry of Environment. Local elders.</p> <p>If possible: FGD with members of the community using the reserve.</p> <p>Observations/photos</p>
7	Solar panels and lamps	Qoyta & Balidhiig	<ul style="list-style-type: none"> <li>Are the solar panels functioning?</li> <li>Are they useful?</li> <li>Is there a system for maintenance?</li> <li>What are the problems with using the panels/lamps</li> <li>Did the activity benefit women in a special way? How?</li> </ul>	Interviews and Observation/photo
8	District Community Disaster management committee (not sure this is on schedule, first check, may need to amend schedule)	Sheikh, Qoyta, Burao & Balidhiig	<ul style="list-style-type: none"> <li>What exactly did the project do?</li> <li>Has the project made a difference? How?</li> <li>Was training provided, equipment, etc.?</li> <li>Do you have any idea about resilience, climate smart approaches, climate adaptive village or disaster risk reduction and mitigation? If yes, where did you get this information/training?</li> <li>Will this help for future disasters.</li> </ul>	KII: Members of the Committee
9	Site with more than one activity	Qoyta & Balidhiig	There should be linkages between different activities at the same site.	This should come out of other tools. Analyse

		<ul style="list-style-type: none"> <li>• People should know about the different sites.</li> <li>• Are the sites part of a package or plan?</li> <li>• Are there any synergies between the sites?</li> </ul> <p>Please assess if this is the case.</p>	other results and look for this.
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Investments	Sites	Dates & Time
<b>SandDams</b>	Hadal	14th Oct
<b>Tree Plantation</b>	Garowe Prison Colleage	15th Oct
<b>Afforestation/Rangelands</b>	Dangoronyo/ Salama/Qolqol	16th Oct
<b>Rangelands/ Water Diversion</b>	Burtinle/Qorwile	18th Oct
<b>Barkad Rehabilitation</b>	Burtinle	18th Oct
<b>Watercatchment + Auxillary works</b>	Guricel	19th Oct
<b>Borehole + Auxillary works</b>	Guricel/ Dhagaxley	21st Oc
<b>Borehole</b>	Balanbale	22nd Oct
<b>Catchment</b>	Balanbale/Dhafaruure	22nd Oct
<b>Watercatchment</b>	Jowhar/Kafuuji	24th Oct
<b>Canal</b>	Jowhar/Bukuraale	24thOct

The majority of Project activities are implemented by a Responsible Partner, typically the most pertinent government agency, with technical and administrative support from the PMO. The details are set out in a Letter of Agreement (LoA) between the Responsible Partner and UNDP Somalia. Typically, the LoAs cover a period of 12 months or less, although they could cover a longer period. Hence, in most cases, with key Responsible Partners, a new LoA is signed each year. Further, if, during implementation, additional tasks are identified, an extension or amendment to the current LoA is issued.

Prior to signing the LoA, a capacity and risk assessment is undertaken of the potential Responsible Partner. MoERD and MoWR Somaliland, MoEWT Puntland were found to be moderate risk partners, all others were determined to be high risk, as they do not have strong implementing and financial management capacity and procedures. Given that all Responsible Partners are classified as medium or high risk, UNDP Somalia plays a strong, hands-on role in activity implementation, closely supporting and supervising the Responsible Partners, and the activities and payments under the LoA. A second capacity assessment exercise is planned to be carried out later in 2017 for all existing and potential partners to re-assess the risk levels.

The LoA spells out in detail the activities covered, the estimated costs, the reporting arrangements and the financial planning and oversight arrangements. At the outset, an 'inception meeting' is held. This meeting aims primarily to build the planning and reporting capacity of the Responsible Partner, and so to enable it to meet its commitments under the LoA. To the extent possible, and depending on the capacity of the concerned Responsible Partner, UNDP and the PMO provide on-the-job training during LoA implementation.

After LoA signature, the Responsible Partner prepares quarterly workplans, in consultation with concerned partners and beneficiaries. All input mobilisation and procurement is then undertaken following UNDP rules and procedures, in line with the approved workplans as prepared by the Responsible Partner. There are 4 modalities involved: cash advance, direct payment, direct Implementation (UNDP) and re-imburement.

The Responsible Partner provides detailed quarterly reports of all activities within the LoA.

## ANNEX 5

## DETAILED LIST OF AGENCIES WITH WHICH LOAs WERE SIGNED

Name of Agency/Ministry	Risk Rating	LOA Amount	Start Date	End Date	Major Activities Under LOA
<b>Hargeisa Water Agency (HWA)</b>	Moderate	\$100,816.00	24-09-16	March 31, 2017	Flood control activity at Geeddeble; the major strategic boreholes of Hargeisa
<b>MoERD</b>	Moderate	\$636,450.00	12-05-15	31-12-15	Environmental Awareness campaigns through the media Create community organizations for Integrated Water Management Establishment of water infrastructure (18 Berkeds)
<b>MoERD</b>	Moderate	\$1,264,767.00	01-Jun-16	31-Dec-17	Environmental Awareness campaigns through the media Create community organizations strengthened Provision of training to agropastoral Establish community nurseries Establishment of water infrastructure (30 Berkeds and 2 Earth dams)
<b>NERAD</b>	High Risk	\$170,846.00	14-Nov-14	13-May-15	NERAD HQ rehabilitated; Office Furniture for two regional centers: Training of 300 community members; sensitization workshop 60 regional/district level authorities from 6 regions trained DRM and Early Warning Systems

<b>NERAD</b>	Moderate	\$283,758.00	01-Jun-16	December 31, 2017	Establish central hub in NERAD headquarter for Climate Monitoring and Early Warning Systems;  Provision of warning communication equipment for Climate Monitoring/Early Warning System Centre in NERAD
<b>MoWR</b>	Moderate	\$206,700.00	05-Apr-17	October 4, 2017	Drought response project: Implemented rehabilitation of berkedes (29 berkedes and 5 shallow wells)
<b>MoWR_amendment1</b>	Moderate	\$280,000.00	06-Apr-17	31-Dec-17	Drought response project: Implemented rehabilitation of three Earth Dams
<b>MOEACC</b>	Moderate	\$599,910.00	03-09-15	March 31, 2017	1. Community Consultation meetings on the development of District level adaptation plans . 2 Community Mobilization and training on Natural Resource Management , IWM . 3 Mass awareness raising and dissemination of Climate Change messages. 4 . Construction of Dams and Water diversions
<b>MOECC</b>	Moderate	\$842,515.00	08-09-16	30/06/2017	1. Developing Climate Change Policy. 2 . Developing Puntland Rural Land policy. Establishment of Pastoral Associations - DPA . 3. Capacity building of the CBOs - Mass Awareness campaign.
<b>MOECC</b>	Moderate	\$500,000.00	01-Jul-17	31-Mar-18	Environmental Awareness campaigns through the media Construction of Sand Dams . Establish community nurseries Establishment of water infrastructure (30 Berkedes ) .

					Construction Water catchments (5)
<b>HADMA</b>	Significant	\$623,390.00	06-Jun-16	31-Dec-17	Development of emergency response plans and Vulnerability Response plans, establishment of early warning center and equipment, Analysing characteristics of key Natural and Made hazards and assessing the geographical vulnerable areas through various Workshops and Data collections. training on early warning volunteers to receive and disseminate early warnings. supporting the drought coordination and response interventions .