Final Evaluation of the Support to Aid Management and Coordination in Somalia Project

UNDP Somalia

December 2021

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Evaluation commissioned by UNDP Somalia

The Evaluator acknowledges the cooperation of UNDP Somalia and all respondents to the confidential interviews conducted and the questionnaires received.

Project Information	
Project title	Support to Aid Management & Coordination in Somalia
Atlas ID	00113235
Corporate outcome and output	i)A more inclusive, effective, and efficient aid architecture, providing greater coordination across the humanitarian-development nexus; ii) strengthen national ownership and capacity for aid coordination processes; iii) better coherence in the international community's support for aid coordination and effectiveness.
Country	Somalia
Region	Mogadishu
Date project document signed	9 December 2018
Project dates	Start 1 November 2018	Planned end 31 December 2021
Project budget	USD 4,614,351.01
Project expenditure at the time of evaluation	4,614,351 (100%)
Funding source	MPTF (USD1,853,537.06); DFID (USD 1.260,813.95); USAID (USD 1,500,000
Implementing party[1]	Aid Coordination Unit/Office of the Prime Minister/Federal Government of Somalia

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[1] This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and work plan.

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List of acronyms and abbreviations

ACU	Aid Coordination Unit
ADB	Asian Development bank
AfDB	African Development Bank
AIMS	Aid Information Management System
CPD	Country Program Document
COVID-19	Corona virus strain 19
DFID	Department of International Development
EU	European Union
FCDO	Foreign, Commonwealth and Development Office
FGS	Federal Government of Somalia
FMS	Federal Member States
GDP	Gross Domestic Product
HACT	Harmonised Approaches to Cash Transfer
HE	His/Her Excellency
HLPF	High Level Partnership Forum
ICT	Information Communication Technology
ICT	Integrated Coordination Team
IFI	International Financing Institutions
MAF	Mutual Accountability Framework
MDG	Millennium Development Goals
MOPIED	Ministry of Planning Investment and Economic Development
MPF	Multi Partner Fund
MPTF	Multi Partner Trust Fund
NDP	National Development Plan
NPS	New Partnerships for Somalia
ODA	Official Development Assistance
OPM	Office of the Prime Minister
PSG	Peacebuilding and State building Goals
PWG	Pillar Working Groups
SC	Steering Committee
SDG	Sustainable Development Goal
SDRF	Somali Development and Reconstruction Facility
SOB	Sexual Offense Bill
SOP	Standard Operating Procedure
SPF	Somalia Partnership Forum
SWG	Strand Working Group
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Support
UNSOM	United Nations Operations in Somalia
USAID	United States Agency for International Development
USD	United States Dollars
WB	World Bank

Executive summary

The Joint programme 'Support to Aid Management and Coordination in Somalia' is positioned under the UN Strategic Framework to focus on supporting institutions to improve peace, security, justice, the rule of law and safety of Somalis; and strategic plan (Goal 2); and strengthening accountability and supporting institutions that protect (Goal 3).

The project was established to support aid coordination and effectiveness in Somalia's recovery and development and has aimed to support the Federal Government of Somalia (FGS) and the Federal Member States (FMS) to develop their core capacities to coordinate the implementation of national and regional priorities, coordinate and manage development assistance to Somalia and to help engage the FMS in the overall state building agenda.

The project has sought to support the establishment and operations of the revised aid architecture; strengthen government capacity to lead aid coordination processes, and consolidate efforts provided by UN agencies and the World Bank to provide more effective, coherent, efficient support with reduced transaction costs.

The overall objective of this end of project evaluation is to generate knowledge from the "Support to Aid Management and Coordination in Somalia" project. The project has been run by UNDP and the UN Integrated Office as joint partners through the Aid Coordination Unit housed under the FGS. The Evaluation focusses on the entire implementation period of the project (November 2018 – December 2021). The purpose of the evaluation is to assess the processes, achievements and bottlenecks faced. The evaluation is designed to be forward thinking and to draw lessons and provide information on the nature, extent and where possible, the effect of the Aid Coordination project to the FGS and the rest of the FMS. The evaluation will therefore inform the development of the next steps in shaping the aid coordination and management structure and arrangements in Somalia in the future. In that regard the intended primary audience for the evaluation is UNDP, the UN system, the FGS and the FMS. In addition, the evaluation also serves to inform development partners and civil society partners.

The evaluation adopted a mixed methods approach involving desk review, semi structured interview and written questionnaire. Under time constraints the evaluation advanced quickly through data collection, analysis and synthesis, adopting UNEG's Ethical Guidelines for Evaluation following the principles of impartiality; independence; confidentiality; inclusivity; gender equality and human rights. Virtual focus groups were planned, notably with the donor group, however his group indicated dialogue would take place only once meaningful engagement with government is resumed. Triangulation of findings was conducted to confirm observations with the evaluation being conducted electronically to accommodate the constraints caused by COVID-19 restrictions. The evaluation has reviewed the results of the project utilising the evaluation criteria of relevance, effectiveness, efficiency and sustainability. The evaluation concludes that overall UNDP has efficiently managed the project however relevance, efficiency and sustainability have been considerably affected by the short comings of a project-based approach, the parameters of resources to support the priorities of all pillar working groups, a lack of implementation of exit and sustainability strategies and the overall significant impact of the political crisis in the country and of the COVID-19 global pandemic. Unresolved issues related to weaknesses in the revised aid architecture, most notably the disconnect of the FMS focal point system and the lack of technical engagement in pillar working groups, need to be resolved if issues of quality are to be addressed.

There are elements of resilience and best practice that feature within the project's results. Most notably the quality development and implementation of AIMS and the introduction and use of technologies that have supported remote engagement in the aid architecture. Any future aid coordination and management needs to seriously consider the sustainability of AIMS, understanding

that any slowdown in its management, data update and use would have a significant effect on aid management, national development and SDG reporting and evidence-based decision making.

The evaluation has drawn a number of *conclusions* recognizing that the project's reporting outcomes represent gains against its results framework and the policy and institutional change facilitated through the project. There are however a number of short comings within the aid architecture that relate to structural issues and unresolved clarification of roles and responsibilities of key government actors. As a result, there is work that remains to be done to consolidate the aid architecture, ongoing strengthening of aid coordination and aid management in Somalia and its long-term sustainability. Barring the disruptions caused by the Covid 19 pandemic as well as the ongoing political impasse from the elections process, the conclusions drawn summarize that aid coordination as a whole has been strengthened through the established aid architecture and there is political good will to proceed with its ongoing implementation, however this would require significant resourcing from Somalia's development partners. Key element of the aid architecture such as the Somali Partnership Forum did take place and contributed to strengthened aid coordination, however unresolved issues of technical level engagement require resolution. Mutual accountability is considered to be well developed however COVID-19 and other emerging disasters have had a significant effect on project continuity. The update of digital technologies has been a positive outcome of the impact of this external shock, and indeed is recorded to have increased levels of engagement in aid coordination mechanisms over and above those restricted by COVID-19 due to the concerns and hesitancy to participate in meetings in Mogadishu.

The project did engage political leadership and the project did manage the shift from National Development Plan 8 to National Development Plan 9. However, the roll up of nine pillars to four without commensurate rationalisation and harmonization, and without continued endorsement of the engagement of technical line ministries, has caused significant disruption and a negative impact on the quality of outcomes and any level of sustainability.

The project has disbursed 100 percent of planned expenditure with some very small over and under expenditure noted reflecting the administrative efficiency of the project's management. The impacts of COVID-19 are evident in the reduced number of international and national consultants hired and the additional costs of establishing and coordinating virtual engagement by key stakeholders. In addition, small over expenditure in relation to the roll out of AIMS reflects the costs of acquiring the technical resources to conclude building AIMS in a complex operating environment and a commitment to the well-recognized step wise approach to its development, directly linked to commitments to the long-term sustainability of AIMS.

AIMS as mentioned is considered global good practice and an example of a high-quality system but its sustainability rests with the importance of building ownership and comprehensive levels of use across all elements of government and by all stakeholders. The evaluation concludes that measures to monitor contribution to and use of AIMS need to be embedded in the terms of reference of staff, monitoring systems and strategies to increase capacity in AIMS.

Sustainability of the project is not assured and will require continued substantial external aid and resources in the immediate term. Any next phase needs to consider issues of sustainability and establish multi-year roll out of robust exit strategies, hallmarked by a continued commitment to ensuring aid coordination in Somalia is Somali owned and led.

The mainstreaming of Gender equality and women's empowerment is disjointed and incomplete and not comprehensively embedded in all aspects of aid coordination. Establishment of the Gender Equality, Human Rights and Inclusion Working Group as a means to address the status of gender mainstreaming is noted, however the conclusion of the evaluation reinforces that to date this working

group has focused on ensuring government is able to meet its international human rights obligations and less on strategies for the mainstreaming of gender. The importance of comprehensive gender mainstreaming driven by MOPIED and ACU who are provided the capacity to drive and monitor gender mainstreaming in all elements of the aid architecture needs to be given priority in the future.

Future aid coordination and management would benefit from a shift to a programme based approach that adopts strong results-based management and a means to set targets and report against a balance of both quantitative and qualitative indicators. RBM will drive results-based reporting and support alignment of programme priorities with national development priorities and SDG targets.

The evaluation presents a number of key *recommendations* that reflect many of the conclusions above. Any future phase would benefit from a vision that is scoped around an ecosystem of aid coordination that is driven by an integrated approach aligned with the NDP and the SDGs, informed by AIMS, gender equality and human rights-based approaches. This eco-system approach needs to acknowledge but move beyond a focus on the operability of the aid architecture (quantitative approach to capacity development) to focus increasingly on the quality of the outputs (technical engagement) and operations (strengthened policies and procedures).

There are a number of *lessons learned* drawn from taking a detailed look at the end of cycle achievements of this project, many of which have been captured within the conclusions and recommendations herewith. It is very clear that the disconnect between MOPIED and ACU has inhibited results and exacerbated the short comings of a project-based approach. Whilst the establishment of the Gender Equality and Human Rights and Inclusion Working Group is noted and has overseen actions to address Somalia's international obligations to human rights instruments, it does not guarantee mainstreaming which requires a comprehensive approach across all elements of the aid architecture spearheaded by MOPIED and ACU. It is clear that the involvement of FMS and the focal point system is vital to the effectiveness and efficiency of aid coordination and management. AIMS is an asset that reflects global good practice but its long-term value in Somalia can only be assured if all elements of Government own and are comprehensively commitment to full use of the system, to be reflected in evidence-based decision making and leadership. Whilst the reduction in the number of pillars within the aid architecture has been finalized a lack of rationalization or harmonization and the removal of the focal point system has brought about cost savings but has created a less efficient system. There is recognition that consultant inputs have provided quality inputs but this does not replace the importance of continued capacity development strategies that increasingly engage national capacity and increase national employment within the system. The disrupted end to the project as a result of external factors has had a significant impact on the completion of the project and any strategic approach to project exit and longer-term sustainability.

In this regard the evaluation recognizes the results achieved and the relative efficiency of UNDP's management of the project notwithstanding the restrictions of their resource envelope highlighted by some partners that fell short of meeting the needs of all pillars within the aid architecture. The evaluation equally recognizes the impact of unresolved issues within the revised architecture and the significant impact of the external factors of the political crisis and COVID-19, outside of the control of the project managers. Given the recognized political will for continued management of the aid architecture in Somalia, the quality of AIMS and the significant level of development partner buy in to the priorities for aid coordination and management there is room to take forward the unresolved outputs from this project into a new phase. This requires taking account of the need to build an aid coordination eco-system and respond to the evaluation recommendations for strengthened integrated programme based approaches and results-based management, with the need for comprehensive gender mainstreaming and multiyear strategies for long term sustainability.

A. Introduction: background and purpose of the evaluation

The overall objective of this end of project evaluation is to generate knowledge from the "Support to Aid Management and Coordination in Somalia" project, which has been run by UNDP and the UN Integrated Office as joint partners through the Aid Coordination Unit housed under the Federal Government of Somalia's (FGS) Office of the Prime Minister (OPM). The evaluation is conducted at the end of the extended period of implementation for the project and focuses on the project implementation period from November 2018 to December 2021 so as to inform future project development and UNDPs ongoing commitment to aid coordination in Somalia.

The evaluation is primarily designed to meet the needs of UNDP, MOPIED and ACU/OPM and has sought inputs from a number of specific organizational/affiliation contacts: the ACU and MOPIED; UNDP, the UN Integrated Office, AIMS team; Somalia Donor Group and the FMS. The report itself includes a detailed introduction; quantitative and qualitative results (supported by a number of annexes) and findings structured around the criteria of relevance, effectiveness, efficiency and sustainability; and provides conclusions, recommendations and lessons learned.

This evaluation has been conducted over a period of 30 days by independent evaluator Ms. Ann LUND. Working remotely, all interviews have been conducted virtually with questionnaires submitted electronically.

Scope
The evaluation focuses on performance indicators in accordance with the guidance from the United Nations Evaluation Group (UNEG) with an emphasis on relevance, effectiveness, efficiency, impact and sustainability. Whilst the response to requests for interview and response to questionnaire was low the evaluation sought to gain informants from FGS engaged in aid management and coordination functions from the OPM, including the ACU, the MOPIED, as well as representatives from line ministries engaged in Pillar Working Groups and/or the SDRF Steering Committee, as well as representatives from FMS, the UN, the donor community and civil society engaged in the Somali Development and Reconstruction Facility. The evaluation sought stakeholder inputs from the FGS in Mogadishu as well as FMS South West State; Puntland; Jubaland; Hirshabelle; Galmudug.

The evaluation considers the projects contribution to:
- improved accountability
- stakeholder engagement and national leadership of the aid coordination and management function;
- the strengthening of partnerships amongst the FGS, FMS and development partners
- the use of SDRF as a mechanism to increase cost-effectiveness and alignment of the aid investments to national priorities;
- the capacity to adjust and respond to a changing environment (i.e. emergence of the COVID-19 crisis, development of a new National Development Plan);
- as well as aspects related to capacity building approaches adopted.

The evaluation questions are outlined in the evaluation matrix (Annex 6). Structured around the evaluation criteria and elaborated through a series of sub questions the evaluation has focused on:
Relevance/coherence – the extent to which outcomes are consistent with the needs of the Somali people, the government aid effectiveness priorities, and international and human rights obligations.
Effectiveness – the extent to which the project contributes to progress towards the outcomes and the achievements of planned development results.
Efficiency – if the project's design and implementation modalities (management coordination and delivery mechanisms across project elements) have been efficient.
Sustainability – the extent to which the project has led to long term and transformational change.

Methodology

Evaluation approach and method
The evaluation adopted a mixed methods approach and has involved a combination of semi structured interviews, circulation of a written questionnaire and review of relevant literature comprising monitoring reports, steering committee minutes, and examples of project outputs. Given time constraints the evaluation was required to move swiftly through the stages of: a) data collection; b) participatory data acquisition; c) data analysis; d) synthesis. The evaluation adopts the UNEG's Ethical Guidelines for Evaluation and as such followed the principles of impartiality; independence; confidentiality; inclusivity; gender equality and human rights. Virtual focus group session were planned, most notably with key development partners, however this group requested, to wait until there was meaningful engagement with government before discussing project outcomes and lessons learned, and therefore have not participated in this evaluation. As interviews proceeded and literature analysis was undertaken triangulation of findings was conducted to confirm observations and conclusions through both quantitative and qualitative means. Given the constraints of COVID-19 on international travel this independent evaluation has been conducted electronically from the evaluators home base. Key respondents were identified and considerable effort was made by the consultant to gain questionnaire responses and undertake interviews. The attached respondent list (Annex 4) indicates those contacted by the consultant, those from whom a response was received and those with whom there was contact but no dialogue nor questionnaire response.

Data analysis
Both in depth interview and questionnaire sought to collect inputs across a set of agreed questions (Annex 6). Whilst responses to both the request for interview and the questionnaire were limited analysis needs were augmented by the information available from the desk review of available literature. In particular, two different sources of monitoring reports against the agreed results framework allowed for the cross checking of results and the contextualization of in-depth interviews and questionnaire.

The literature provided for review was exhaustive and included: project documents and amendments; project steering board minutes; project quarterly reports; project annual reports; AIMS project aid flow reports; project M&E frameworks; SDRF meeting minutes; project HACT assessments and spot check reports; Somalia Partnership Forum documents; aid architecture refinement documents; aid architecture review documents; aid effectiveness workshop documents; digital tools used by the ACU project; Mutual Accountability Framework documents; Pillar Working Group documents; UNSF 2017-2020; FGS planning documents; International documents – Accra Agenda for Action, New Deal for Engagement of International Cooperation in Fragile States and Situations, Addis Ababa Agenda for Action on financing for development; and documents produced by donors – DFID annual review, and Third Party Monitoring Verification Report by LAMPS.

Data analysis included a specific focus on gender and enquiry into whether the project sufficiently addressed gender equality and women's empowerment. The evaluation has incorporated the review of the project's gender markers under relevance and queries the level of gender mainstreaming adopted in project implementation under effectiveness. The proposed interview list reflects less of a gender balance however available qualitative data does pinpoint and disaggregate by sex, which is reflected in the report where possible.

Constraints
COVID-19 restrictions-imposed constraint on the evaluation methodology requiring the evaluator to work from their home-based receiving questionnaire responses via email and conducting semi

structured interviews via electronic means. Challenges related to differences in time zones, connectivity and the reliability of technology on some occasions have been managed as efficiently as possible.

The short time frame and end of year timing of the evaluation has had a significant impact on the availability of targeted key respondents.

The political crisis in Somalia, has resulted in a lack of government engagement with development partners and slowed the work of the ACU. This slowdown in the functioning of the aid architecture has meant that the project has concluded in December 2021 following a number of extensions, not having delivered all planned outputs that would have contributed to greater sustainability in the system, and with no end of project dialogue between development partners and the government. As a result, key donors have been reluctant to feed into the evaluation until such time meaningful dialogue with government regarding next steps in the further consolidation and operation of aid coordination and management in Somalia takes place. This report therefore does not reflect any inputs from project donors, otherwise considered to be key respondents.

Background
Somalia is highly dependent on remittances as well as external aid for humanitarian and development assistance. Official Development Assistance (ODA) to Somalia reaching USD 2 billion in 2020[2]. The project reflects the priority to ensure aid is delivered in an efficient manner with diversified financing sources for development and reconstruction, including through improving mobilisation of public and private investments.

Somalia adhered to the "New Deal for Engagement in Fragile States and Situations" endorsed at the High-Level Forum on Development Effectiveness held in Busan in 2011, an international agreement through which development partners committed to supporting nationally owned and led development plans and greater aid effectiveness to fragile situations. Governments of conflict-affected and post conflict signatory states commit to inclusive development processes aimed at pursuing commonly agreed Peacebuilding and State Building Goals (PSGs) in the areas of legitimate politics, justice, security, revenue and services and economic foundations. In recent years, Somalia has progressed in setting up mechanisms to enhance policy coherence on sustainable development, country owned frameworks, and planning tools for development, in support of the achievement of the SDGs and for the promotion of multi-stakeholder coordination.

As part of the Somali Compact, which was a pact between the Federal Government of Somalia and the international community to implement the New Deal Principles during the period 2014-2016, the Somali Development and Reconstruction Facility (SDRF) was established. The SDRF is both a coordination framework and a financing architecture for implementing the Somali Compact, aimed at enhancing the delivery of effective assistance to all Somalis. The SDRF brings together several multi-partner trust funds (referred to as "windows' in the context of the SDRF) under common governance arrangements. The windows are being administered by three technical agencies in areas based on comparative advantage: The United Nations (UN), the World Bank (WB) and the African Development Bank (AfDB).

Whilst support to the FGS for aid coordination and management has been provided over the years through various instruments this project started on 1 November 2018 and was scheduled to conclude in December 2020. It has however been extended twice, first to June 2021 and now concluding in December 2021.

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[2] Aid Flows in Somalia 2021 somalia.un.org

With reference to the SDGs the project document highlights resonance with the UN's Global Strategic Plan, specifically the outcome focused on countries having strengthened institutions to progressively deliver universal access to basic services and notes specifically the project's relevance to SDG 1 – End poverty in all is forms everywhere; SDG 16 – Peace, justice and strong institutions; and SDG 17 – Revitalise the global partnership for sustainable development. Indicators specific to these SDGs are however not reflected in the project's result framework as a means of dually monitoring project outcomes and outputs, and the realization of the SDGs.

Aid Architecture
The aid architecture in Somalia was maintained with slight adjustments during the period of implementation of the 8th National Development Plan (NDP8) in 2017-2019 and has been refined in 2020 to adjust to the structure of the NDP9. UNDP Somalia has, through this project, sought to support the FGS to develop a better managed, more capable and more accountable Somali aid coordination and management function that supports state building priorities and consolidates linkages between the FGS and Federal Member States (FMS). At the FGS level, the project specifically supports the Aid Coordination Unit (ACU) and the Office of the Prime Minister, as well as the Ministry of Planning, Investment and Economic Development (MOPIED) in the development and management of the Somali Aid Information Management System (AIMS). At the commencement of the project the aid architecture in Somalia was comprised of nine Pillar Working Groups co-chaired by a representative of the donor community (based on comparative advantage) and government representatives. The secretariat for the ACU situated within the Office of the Prime Minister with staff fully supported by the project.

In 2019 a review of the functioning of the aid architecture's effectiveness was undertaken through an aid effectiveness survey and led to refinement of the Somali aid architecture on the basis of identified challenges. These challenges included:
- the need for improved and meaningful engagement of FGS and FMS in the SDRF bodies
- the need to strengthen the analytical work of the Pillar Working Groups by identifying investment gaps which impede or delay the achievement of the National Development Plan targets and the implementation of the MAF benchmarks
- the need to improve communication and collaboration amongst aid architecture actors particularly between peace, development and humanitarian.

The review sought to reduce the complexity of the existing structure with recommendations to improve systems in a refined aid architecture and to ensure alignment with the NDP9 2020-2024 and government roadmaps. These refinements also resulted in functional cost savings. A revised aid architecture was proposed by the OPM and endorsed by the SDRF SC meeting in 2020 and included: maintenance of the Somali Partnership Forum (SPF) as the apex body of the aid architecture; clarification of coordination and sharing of information between the development and peace/security streams, giving more weight to aspects related to gender equality and human rights, and reducing the number of Pillar Working Groups from nine to four comprised of: Inclusive Politics, Economic Development, Environment and Climate Change and Social Development reporting to the SDRF SC. Six CAS strand working groups rolled into one (renamed Security Justice Committee Working Groups) report to the Security and Justice Executive Committee (formerly the CAS Executive Committee). As part of the review the government also proposed the establishment of an Integrated Coordination Team comprised of: the four roadmap leads from OPM, the head of ACU, MOPIED, Ministry of Finance, UN focal points for the three SWGs and the head of the CAS/SJC secretariat in UNSOM.

Project overview
The "Support to Aid Management and Coordination in Somalia" project was launched in November 2018 and concludes in December 2021, building upon the support to the aid coordination architecture

that was provided through the Capacity Development Programme (CPD) of the UNDP since 2013, when initial support was provided to New Deal conferences and the establishment of the Aid Coordination Unit (ACU) within the Office of the Prime Minister (OPM). This new project was developed by UNDP and the Somali government to ensure continuity and improve effectiveness of the functioning of the Somali aid architecture.

The project has been jointly implemented by UNDP and the UN Integrated Office in Somalia, and is framed to support the implementation of both international and national strategies. These include the UNSF (2017 – 2020), the UNCF, the UNDP Somalia Country Program Document (CPD 2018-2020), the New Partnership for Somalia (NPS) and the National Development Plan (NDP) through strengthening national capacities for effective aid management and coordination.

The key stakeholders for the project are identified as:

MOPIED – managing aid information and monitoring aid flows	**UNDP** – principal signatory and managing party
ACU – support to ensuring overall aid coordination architecture is functioning correctly	**UN Integrated Office** – project delivery (Resident Coordinator's Office; The New Deal Unit (UNSOM); UN Risk Management Unit; UN-WB Aid Coordination Officer

The governance structure of the project has consisted of the Joint Project Steering Committee[3] and the Project Management Team, both overseen by the UNDP Capacity Development Portfolio and the UN Integrated Office.

The project was developed in response to the immediate and urgent needs in the development of public sector capacities of the FGS and the FMS and urgent priorities to build medium and longer term institutional and organizational arrangements. The project is framed by a Theory of Change (discussed under effectiveness) that proposes that the provision of technical assistance and resources to government and increased government engagement in aid coordination will enable the two key government entities MOPIED and ACU to effectively and efficiently coordinate and manage aid coordination. The Theory of Change proposes that if this takes place aid efficiency and effectiveness will be strengthened and will contribute to peace, stabilization and socio-economic development. The Theory of Change does not consider the systemic and policy priorities of aid effectiveness and development of aid architecture, nor the requirements, beyond capacity development, including partnership development that are needed to maintain effective aid coordination and management. There are references to many of these elements in the project's results framework reflecting a more complex approach to aid coordination and management than that described in the Theory of Change. The project document indicates the specific areas where financial, human resources and logistical support will be targeted and has a results framework that is primarily activity focused monitored through quantitative targets.

Project Results Framework Summary	
Outcome – i) a more inclusive, effective and efficient aid architecture; ii) strengthened national ownership and capacity for aid coordination processes; iii) better coherence in the international community's support for aid coordination and effectiveness.	
Indicator – stable and representative participation of FGS and FMS government, private sector and civil society, as well as international community	**Target** – all entities are represented in at least 50% of the meetings

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[3] Comprised of representatives of the following: Office of the Prime Minister/Aid Coordination Unit (co-chair); UNDP Deputy Country Director (co-chair); UNDP Project Manager; MOPIED; Ministry of Finance; Head of UN Integrated Office; UN-WB Coordination Officer; Donor agencies; other participants and experts (as needed) (pg. 27 Project document)

Output 1. Strengthened Coordination through the SDRF Aid Architecture		Output 2. Component 2. Monitoring NPS Implementation	
Activities	**Monitoring**	**Activities**	**Monitoring**
Annual review of the Aid Architecture	**Indicator:** SDRF coordination meetings satisfactorily organised	Develop and maintain an overarching Monitoring Framework for NPS	**Indicator:** MOPIED and ACU have the capabilities to monitor NPS implementation
Operational coordination architecture with strengthened FGS-FMS engagement	**Target 1:** Less than 5% of the meetings are rescheduled	Monitoring of NPS, MAF implementation and the UCS Roadmap	**Target 1:** at least 1 annual progress report produced for aid flows, MAP, UCS
Facilitation of participation of FMS representatives in federal aid coordination structures	**Target 2:** all meetings have minutes made	Monitoring of Aid Flows and operationalization of AIMS	**Target 2:** AIMS is operational by the end of 2019
Training and mentoring of aid coordination teams	**Target 3:** All PWG have annual work plans		
Development and implementation of Standard Operating Procedures and Government guidance on Aid Coordination	**Target 4:** All PWG have annual report		
	Target 5: At least 4 training activities are organized and satisfactorily rated after training by participants		
	Target 6: At least 4 SOPs are documented with clear role and responsibility distribution		
	Target 7: Comprehensive guidance package is available		

The project's results framework establishes primarily qualitative indicators and targets, which have formed the basis of regular monitoring. The results framework indicates the responsible entities for monitoring individual indicators and the source of verification for that monitoring. Monitoring has been somewhat weakened by an inconsistent presentation of quantitative or qualitative results-based targets and reporting that often explains process but does not indicate if and to what extent the target has been reached.

Whilst the project results framework does not specifically monitor the engagement of any social groups or vulnerable targets the project indicators express the importance of results that aim to build an accountable Somali aid coordination and management function that contributes to state building and to stability, responding to citizen needs. The project's outcome focuses on aid coordination processes being increasingly Somali owned and led inclusive of civil society. As explained under effectiveness there are gender markers established for the project which have been monitored external to the results framework.

The project document annexes the Framework for Mutual Accountability (MAF) and Accelerated Progress. Within this framework key themes and shared goals are highlighted. The rights of women and girls, and youth empowerment are an integral part of that framework, however the issues relevant to both of these target groups, particularly with regard to strategies to ensure progress towards women's and youth's political participation are not touched upon within the projects results framework.

Whilst the project aimed to support coordination with a variety of stakeholders, including donors, UN entities, International Financial Institutions (IFIs), civil society and the private sector, the key government partners for the project have been:

- The ACU[4] in the Federal Office of the Prime Minister
- The Federal MOPIED[5] (for the Aid Information Management System – AIMS)

The overall strategic objective of the project is *"a better managed, more capable, and more accountable Somali aid coordination and management function that supports state building priorities, consolidates linkages between the FGS and FMS, contributes to stability and responds to citizen needs"*.

The project contributes, under the UN Somalia Strategic Framework, to strengthen accountability and supporting institutions that protect and support and is positioned under UNDP CPD focused on ensuring the core functions of government ensure effective, efficient, transparent and accountable government management.

The project has had a budget of USD5,327,211 through the Somalia UN MPTF funded by UK Department of International Development (DFID) now superseded by Foreign, Commonwealth and Development Office (FCDO) and United States Agency for International Development (USAID).

Support to Aid Management and Coordination in Somalia 2018-2021 strategic positioning	
UN Global Strategic Plan	Countries have strengthened institutions to progressively deliver universal access to basic services (SDGs 1, 16, 17)
National Development Plan	"Improve how the government is organized, the way government works and strengthen the elements that allow government to operate".
UN Somalia Strategic Framework (UNSF)	SP3 Strengthening accountability and supporting institutions that protect.
UNDP Somalia Country Programme Document (CPD)	Output 2.1 Core functions of government ensure effective, efficient, transparent and accountable government management.
Project outcomes	i. A more inclusive, effective and efficient aid architecture, providing greater coordination across the humanitarian-development nexus. ii. Strengthened national ownership and capacity for aid coordination processes. iii. Better coherence in the international community's support for aid coordination and effectiveness.
Outputs	1. Strengthened coordination throughout the SDRF aid architecture 2. Monitoring National Partnership for Somalia, MAF and UCS implementation 3. Joint project delivery and support
Components were financial, human resources and logistical support is provided	1. Strengthened Coordination throughout the SDRF aid architecture 2. Monitoring New Partnership for Somalia (NPS) implementation

Table 1: Support to Aid Management and Coordination in Somalia – strategic positioning

Generally given the focus and aspirations of the project for multi partner aid coordination and management, it appears to have been restrained by a project-based approach that has primarily focused on capacity development and as such has not sufficiently addressed the importance of

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[4] The ACU's specific functions were stated at the commencement of the project as: logistical and administrative support to the Somalia Partnership Forum and the SDRF SC; logistical and administrative arrangements for the pillar working groups and sub working groups; monitoring the NPS partnership principles; managing communications with line ministries, regional authorities and other stakeholders in the NPS; and coordinate preparation of the NPS annual progress report by input by various stakeholders, most importantly MOPIED and MOF.

[5] The Ministry of Planning, Investment and Economic Development (MOPIED) is responsible for overseeing the overall coordination of the NDP and establishment of Pillar Working Groups.

technical engagement in addition to tracking the functioning of the aid architecture. This is mirrored in the results framework where the monitoring of results primarily focusses on quantitative measures and less about qualitative results or change. The project design supports engagement of a range of stakeholders but there are few strategies to ensure their engagement and no clear indicators or targets that track stakeholder engagement with any level of disaggregation. The project lacks any specific strategies, nor monitoring thereof, of gender mainstreaming and does not assign responsibility for this to the key implementing entities. Matters of sustainability are not reflected through clearly defined exit strategies nor strategies to build sustainability in the current project beyond the demands for a further phase or project implementation. SDG alignment across the project is not clear and any future project development would benefit from this being strengthened both in terms of focus and priority through to the use of SDG indicators within the project results framework. Project reporting against indicators and targets is unclear in many places where processes-based explanations are provided where qualitative measures are stipulated. The Results Framework and project reporting instruments would benefit from a stronger application of Results Based Management principles notably 1. the definition of clear baselines and targets for the duration of the project; and 2) a balance of clear quantitative and qualitative measures that align with and support SDG monitoring.

B. Results and Findings

Relevance

The overall goals and priorities of this project are considered to be relevant and of importance to Somalia. Aid coordination and management, and a strong aid architecture are considered highly relevant to Somalia where international aid constitutes 85 percent of GDP[6], and where the transparent and effective use of that aid requires systems that bring people together to build levels of mutual accountability, and monitor effective utilisation of aid that addresses national development priorities.

The financial and human resources provided through the project are considered to have facilitated the planned support to targeted government institutions, and in doing so supported the basic core functions of aid coordination. The convening of meetings between the FGS and the FMS within the different Pillar Working Groups, for instance, is reported to have increased the relevance of the project, overall facilitating growth in the different partnerships between FGS, the FMS, civil society and the international community. 'To a degree' inputs and strategies are considered to have been appropriate, adequate and realistic, and have taken into consideration the capacity of the Somali Government to both establish and participate within new systems. The project is considered to fall short of establishing aid coordination that responds adequately to the broader needs of aid coordination in the Somalia federal state, which relates specifically to the current context of Somalia where there is a disconnect between FGS and FMS in the country's political context that requires considerable strengthening.

The project has generally fulfilled aid coordination priorities reflected in UNDP's CPD goals to which it is aligned but has not fulfilled all priorities present within the aid architecture, most notably those within the social development sector pillar encompassing large development agendas such as human capital development and resilience. Aid coordination within these areas has rested exclusively on individual donors and UN entities other than UNDP so as to fulfill the shortcomings of the project.

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[6] Aid Flows in Somalia – Analysis of aid flow data April 2017, Aid Coordination Unit Office of Prime Minister Federal Republic of Somalia

The current transitional status of the government after resignation of Prime Minister Kheire in July 2020, and the consequent electoral process have slowed down the operationalisation of the refined aid architecture that was updated to align with the National Development Plan (NDP) 9, and has halted the work of the ACU. There are few reported results since June 2021 aside from the discreet priorities undertaken with the project structure in direct response to the global COVID-19 pandemic. The project has reflected relevance by supporting the transition from the old aid architecture under the NDP8 to the new aid architecture under the NDP9, but has not sufficiently addressed core issues within the aid architecture, critical to the ongoing functioning and momentum of the aid coordination and management since the transition, such as the tensions between the FGS and the FMS; between MOPIED and the OPM pillar coordinators, negatively affecting the operation of key elements of the aid architecture. Whilst the project is recognized for focusing on the functions performed by the ACU and MOPIED, there has been insufficient resolution of the disconnect between these two government entities and insufficient attention to the consistent uptake and use of the Aid Information Management System (AIMS) in an evolving fragile Federal state.

Reported challenges identified in 2019 have remained relevant throughout the life of the project:
- competing stakeholder expectations of the aid architecture
- poor coordination across the aid architecture because of the delink between FGS and FMS
- challenged government support to aid architecture operations
- challenges around the sub Federal engagement in national aids operations

These identified challenges reinforce how the new aid architecture, whilst relevant, has struggled to gain traction and many of the challenges that it was intended to address remain partially or wholly unresolved[7]. There is evidence that UNDP has sought to discuss these issues with FGS however serious discussion with government on the above challenges will only be possible after the political transition is complete in 2022 and the current project is concluded.

Reporting against Somalia's NDP is not taking place nor is reporting against the MDGs/SDGs. This lack of reporting against identifiable national development results or the prioritization of development activities against the national development plan's strategic priorities, is reported to have impacted on the ability of government and partners, in any formal way, to quantify or qualify if aid coordination has relevance. The root of these issues are thought to be tied to the lack of clarity between the roles of MOPIED and the ACU, when MOPIED is developing and implementing projects separate from the PWG processes undertaken by the ACU.

Government and partners, currently without access to reliable reporting, are not able to accurately determine if Somalia is attaining its national development results, nor if the project's project-based approach to aid coordination is meeting Somalia's aid coordination needs. It is felt that the relevance of the project is also impacted by:
- the continued and unresolved overlap between the perceived roles of MOPIED and the OPM ACU.
- the lack of technical level engagement in aid coordination systems and processes that could strengthen, guide and inform current senior level engagement, decision making and project development.
- the urgent need for systematic and widespread use of AIMS by government and all partners, beyond the high frequency surveys undertaken by the World Bank, which are not owned by government and not directly contributing to government led monitoring of the national development plan.

The project reflects a project-based approach to aid coordination, whereas a programme based approach is considered to provide greater opportunity to increase relevance and utilise the key

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[7] Quarterly Narrative Project Report Q3 July Sep 2021

instrument of aid coordination, as proposed through Output 2 of the project. It is understood that a strategic shift to a programme based approach takes time and must reflect both the technical and leadership capacities available within Somalia. Therefore, as a means to increase future relevance to aid coordination and management a programme based approach is recommended for the next phase of the project. A number of identified gaps need to be addressed in any future programme design to allow for this advancement, namely:

- The political understanding/leadership and technical capacity is not yet available to take forward a programme based approach and would require specific strategies to build leadership confident and technical capacity across the aid architecture.
- The current structure doesn't adequately engage the technical level to ensure that planning and decision making adequately engages the correct line ministries in programme development and implementation, and later monitoring and reporting.
- There is a disconnect between MOPIED and the Office of the Prime Minister (OPM), which currently restricts the head of the ACU from engaging at the technical level or from facilitating any inter disciplinary engagement at that level.

The project is considered to have been partially relevant with regard to its contribution to gender equality through implementation of the UNDP gender strategy 2018-2021. However, gender equality, women's empowerment and human rights-based approaches are not considered to have been comprehensively mainstreamed by MOPIED or the ACU across the projects pillars. Within the refined aid architecture there has been a focus on the creation of the Gender Equality, Human Rights and Inclusion Working Group[8] and separate MAF results, which are overall considered to have inhibited rather than facilitated mainstreaming. Results relevant to Somalia's commitment to international human rights instruments and obligations have been reported but reflect only one of two aims of the Gender Equality, Human Rights and Inclusion Working Group (see reporting extract below).

Under the leadership of the Ministry of Women and Human Rights Development in 2019, recorded the submission of the Initial State Party Report on the Convention of the Rights of the Child, the signatures of letters of Agreement with Federal Member states; Hose of the People and Upper House and Office of Attorney General under the Joint Programme through which these entities follow up on Government's human rights and gender obligations; or the launch of the Somalia Women's Charter (and convention), the representation of the Somali Government in key forums as well as in international events such as the Oslo Conference on Combatting Sexual Violence. Pillar Working Group 9 (NDP8) on Human Rights and Gender facilitated the National Somali Women Convention. The landmark Women's Charter for Somalia was issued calling for the full inclusion of women across the political, economic and social spectrum in Somalia, as well as for 50 percent quota across all three levels of government, including in the security and in the public administration sectors for zero gender-based violence, and for women's rights to be enshrined in the revised constitution and in the finalized electoral, security and political laws. Socio economic rights in the form of women's equal access to land, economic, opportunities and technologies, to ensure long term resilience and stability are also key priorities. Gender parity was priorities in ACU recruitment processes.
(extract from MPTF report 2019)

There are two gender markers for the project. The first marker focusses on the proportion of gender specific outputs within the project, referring to outputs specifically designed to directly and explicitly contribute to the promotion of Gender Equality and Women's Empowerment. Throughout the project the status of this marker has remained the same, with one of three outputs being gender specific. The second marker focusses on the proportion of project staff with responsibility for gender issues. Staff referring to those contracted to undertake work with responsibility for gender issues who have gender

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[8] The group has been integrated into the refined aid architecture and aims to mainstream human rights as well as inclusion and gender equality in the work of the aid architecture and review progress in national obligations on gender equality and human rights.

related activities in their Terms of Reference. In 2019 this ratio was reported as one out of 18 staff with responsibility, and in 2020 one out of seven. The changes in this second marker reflect the reduction in staff numbers within the ACU in line with refinement of the Aid Architecture.

Proportion of gender specific outputs in Joint Programme[9]	Total no. of outputs		Total no. of gender specific outputs	
	2019	2020	2019	2020
	3	3	1	1
Proportion of Joint Programme staff with responsibility for gender issues[10]	Total number of staff		Total no. of staff with responsibility for gender issues	
	2019	2020	2019	2020
	18	7[11]	2	1

Project monitoring consistently reports 'no' against the markers for inclusion of gender issues in the project's protection risk assessment; number of outputs designed to address specific protection concerns; and number of outputs designed to build capacity of duty bearers to fulfill their human rights obligations towards rights holders. This reflects a lack of consideration of gender equality and human rights in the design of the project and any subsequent revision of the project's results framework, and would be key qualitative priorities to take forward into any next phase of support for aid coordination and management in Somalia.

Effectiveness

The project has a defined theory of change, which asserts that if appropriate technical assistance and resources are provided to the government departments in a supportive and incremental way commensurate with absorptive capacity, and if government departments start to engage with counterparts in similar situations and learn from their successes and mistakes, then MOPIED and ACU capacity to effectively and efficiently coordinate and manage aid will continue to grow. Which, with these greater capacities, will be better able to improve aid coordination and management. As the relevance of these bodies grows so will aid efficiency and effectiveness improve, contributing to peace, stabilisation and socio-economic development and growing legitimacy of the state.

The Theory of Change therefore indicating a focus on capacitating MOPIED and ACU and in doing so will provide these two entities the capacities to drive aid coordination and management within a revised aid architecture environment. Lessons learned indicate this focus on capacity development in not singly able to guarantee the effectiveness of the aid architecture and not sufficient to effect the change referenced within the Theory of Change. External political forces have completely halted established aid coordination mechanisms, highlighting the importance of having a Theory of Change that also addresses the structural elements of aid coordination, the integral importance of systems development and policy development, and the political dimensions requiring specific and unique relationship building involving the wider UN system, development partners, government representatives and institutions along with stakeholders and civil society. An approach of this kind and an expanded Theory of Change would lend itself well to an integrated programme based approach inclusive of integrated partnership approaches.

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[9] Gender specific outputs are those that are specifically designed to directly and explicitly contribute to the promotion of Gender Equality and Women's Empowerment.

[10] Staff members are those contracted to undertake work for the Joint Programme including full time staff, consultants, advisors, interns etc. Staff members with responsibility for gender issues are those who have gender related activities included in their Terms of Reference.

[11] Drop associated with staff reduction in ACU due to aid architecture revision

The tools used in the implementation of the project and realisation of the project's theory of change were considered to some extent to be effective, however their effectiveness changed as a result of the changes to the federal system. For instance, the Aid Coordination Committee was acknowledged as representing the Somali Government and the FMS and ensured the project was implemented effectively, and made FMS feel as though they were part of a working and effective federal system. However, towards the end of the project the role of the FMS was removed creating a disconnect between the government and FMS. The FGS's functioning as a unitary government, is considered to have had a negative impact on implementation, communication and the overall outcomes of the project.

The project has sought to respond to the needs of beneficiaries using the FMS as an example, where all FMS have different needs and good results were achieved in infrastructure, security and health. The decision to stop funding the participation of FMS representatives (focal points) as part of the refined aid architecture has directly impacted effective dialogue on aid coordination with FMS and therefore realization of the theory of change and the effectiveness of the project. Refinement of the aid architecture, the broader political disruption in Somalia and an overall slowdown in the functioning of the aid architecture.

> The Somali Partnership Forum was organized for 7 December 2020 with an agenda that prioritized the reporting on progress of the agreed milestones for 2020 of the MAF and agreement on commitments for FGS and international partners for 2021. Reports on progress focused on politics, security and post COVID-19 socio economic recovery. Discussion focused on upcoming elections, strengthened dialogue between federal and sub federal levels, transition plan and advancement of socio-economic forums – effective implementation of the National Development Plan. The Forum approved the 2021 Mutual Accountability Framework and highlighted the need to strengthen dialogue between the federal and sub federal levels. Whilst the refined aid architecture endorsed greater engagement of FMS there has been uneven participation of the FMS in the progress against the MAF and the agreement on milestones in 2021.
> (excerpt 2020 MPTF report)

Therefore, the element of the theory of change specific to government departments starting to engage with counterparts in similar situations and learn from their successes and mistakes, has not been realized. As a result, the capacity of MOPIED and ACU to effectively and efficiently coordinate and manage aid has been impacted.

In the June 2021 Aid Coordination Project meeting it was reported that the key challenges to maintaining effective levels of project implementation were linked to the significant impact of external factors, most notably the ongoing electoral/political transition, which resulted in the halting of the operationalization of many of the structures and processes of the aid architecture. COVID-19 the second significant impact on effectiveness, which caused the discontinuation of in-person meetings, requiring a quick shift to the use of online communication tools and the involvement of ACU staff in the COVID-19 response. Looking forward, and with a focus on the ongoing priorities to raise awareness of the new aid architecture, improve aid coordination and management, and overall effectiveness, the meeting reinforced the key challenges as: the need to improve the strategic focus of the aid architecture, linking priorities to those within the national development plan; to shift towards evidence based decision making; utilizing available data to further strengthen FMS engagement; and to continue to improve the sustainability and effectiveness of the aid architecture, including strengthening of the Integrated Coordination Team.

The status of results are recorded against the projects key outcome and output indicators with greater detail provided in Annex 1.

Results

There has been stable representative participation of the FGS and FMS, private sector and civil society as well as the international community at SDRF SC meetings (disaggregated by women and men) as well as at PWG meeting when they were active. There appears to be less engagement of donors in the PWG mechanisms as well as a reduced number of parliamentarians. Private sector engagement is focused at the PWG, and the data presented shows a much higher proportion of men in the SDRF SC and PWG meetings than women, reinforcing the importance of continued gender mainstreaming across the aid architecture. The data relevant to this indicator does not track any longitudinal analysis of participation rates.

	SDRF SC	PWG
FGS	35.1	34
FMS	20.8	34.6
Donors	27	9.1
UN	12.5	13.3
Civil society/NGOs	3.2	5.3
Private sector	0	3.2
Parliamentarians	1.4	0.5
women	19.7	26.4
men	80.3	73.6

International donor funds channeled through SDRF were not reported in 2019 but reported as 33% in 2020 although the baseline and target for this indicator is not clear. An operations manual was updated in September 2020 following refinement of the aid architecture structure and reporting now aligns to the adjusted manual. Adherence to the SDRF operations manual (% of PWGs) was not measured in 2020 and overall the project reported 'partial' adherence by PWGs. Again, given the refinements to the aid architecture it was agreed adherence would be measured against the revised operating manual.

Existence of tools and plans for development diversification was not attained. This indicator focuses specifically on a plan for diversified funding sources for aid coordination and sustainability. This indicator was dependent upon a consultancy and reporting documents produced following the COVID-19 re-prioritization determined that this target would not be addressed by the project, reducing the number of outputs committed to increased sustainability being actioned.

Sustainability of the Somali aid coordination function to be measured by ACU salaries and costs transitioned from UNDP to government budget was not addressed. Project reporting has documented that ACU staffing was reduced from 18 to 7 with ACU salaries paid by the project reduced from 18 to 6 as part of the realignment of the aid architecture. This represents one salary being covered by a source other than the project leaving project outcomes quite some way from achieving this result.

The refined aid architecture was agreed and operationalized and the capacity of the aid coordination system to work remotely was developed inclusive of the FMS. The perception of the extent to which the ACU has played a role in the improved aid architecture, was to be measured by the extent to which the ICT improved the aid architecture, through an aid coordination survey in the project extension period prior to 30 June 2021. There is no evidence that this survey was conducted.

Output 1: Strengthened coordination through the SDRF aid architecture

Results

There was a total of five annual briefings to PWG core group members on the SDRF operations manual. It is reported that this included briefings on the refined aid architecture and its operationalization including key elements of the MAF and operations manual.

The number of PWGs that now comply with minimum requirements for effective and strategic focused management was not assessed due to the coordination bodies not yet having been rolled out. The number of SDRF Steering Committee meetings that complied with the core requirements for effective management and strategic focus, to be measured by a percentage indicator was recorded as totaling eight meetings rather than a percentage.

Issues relevant to FMS are increasingly considered in the SDRF and measured through once a year reporting taking place on the challenges and progress against SWG work plans. Reports noted that FMS had participated in the discussions unevenly but had engaged strongly in discussions at the Presidential level in the Somali Partnership Forum. The SPF was organized once a year as planned and held in 2020 with the support of the UN Integrated Office but stalled in 2021 reflective of the negative impact of the political crisis in the country and no government engagement in the aid architecture. National stakeholders have been satisfactorily trained relevant to institutional capacity for effective aid coordination and management. The last in quarter 1 2021 included MOPIED, Norwegian Ministry of Foreign Affairs, and UNICEF on AIMS; and three FMS on the refined aid architecture. Two of a planned four Standard Operating Procedures (SOPs) have been produced.

Findings

The refinement of the aid architecture against NDP9 was endorsed in June 2020, which proposed that cost effectiveness had been achieved by reducing the number and size of coordination bodies whilst retaining inclusivity. There remains concern that the reduction of Pillar Working Groups has in reality been a process of rolling the previous Pillar Working Groups into fewer without any rationalisation or reprioritization. This has presented Pillars like Social Development with very large coordination and resourcing challenge without access to UNDP resources, requiring other UN entities and donors to step up. These issues demonstrate the shortcomings of the project-based approach to aid coordination and management and indicate the value in moving to a programme based approach in the future.

Overall the FGS has hosted successful SPF meetings in Mogadishu. The SPF did endorse an updated MAF that is seen to be a key instrument that measures effectiveness of policy discussions between the government and development partners. The MAF has set key monitorable commitments for the GFS and the international community in the areas of Inclusive Politics, Economic Development, Social Development, Security and Justice, and Partnership Principles. In addition, the MAF has been used to monitor progress on post COVID-19 socio-economic recovery. The MAF was affirmed in 2019 and is recognized as the key tool to monitor implementation of commitments to FGS and development partners in order to achieve specific 'must-not-fail' development benchmarks. It has served to measure the effectiveness of the partnership between the government and development partners, and to orientate policy discussions in the SPF.

Its reported that the profile of human rights, gender and inclusion has been raised through the establishment of a dedicated working group upon the request of development partners concerned for little progress in gender mainstreaming across the project. However, there is concern that formation of this working group has in fact negatively affected mainstreaming and has not led to MOPIED and the ACU driving any levels of gender mainstreaming across all pillars in a consistent way. The project gender markers also do not reflect any positive outcomes from the working group being established. The markers are considered to be very broad, reflecting structural targets rather than any targets that would indicate gender mainstreaming. Future gender mainstreaming priorities and targets need to

therefore be monitored across all monitoring instruments in future, namely the working group work plan, the project/programmes results framework and the MAF.

The Somalia Development and Reconstruction Facility (SDRF) has been used as the forum to discuss implementation of the MAF, the distribution and modality of aid flows, the implementation of the government roadmaps and the formulation of the National Development Plan (2020-2024).

Prior to 2019 there was a convening of the FGS and the FMS under the different PWGs. This convening is considered to have strengthened the connection between stakeholders and engaged those parties in open discussion regarding national development, aid coordination structures and financing, contributing to the growth and improvement of different partnerships between the FGS, the FMS, civil society and the international community. The SDRF meetings are reported to have improved intergovernmental dialogue, including with FMS, particularly the discussion linked to agreement around the refined aid architecture but have not taken place since June 2020. The current political crisis has halted effective aid coordination and requires a functioning government and effective means of dialogue between government and development partners to resume, with any programme risk profiles further consolidated based on these lessons learned.

Output 2: Monitoring NPS, MAF and UCS implementation

Results
Capacity development for MOPIED and ACU, which aimed to build the capacity to monitor implementation of the NPS did not take place in 2020 but was scheduled for (Q1, 2021) due to the prioritisation of all preparations related to the SPF in 2020. There is no evidence that this activity took place as planned.

Progress on MAF implementation was planned to be carried out in the Q1, 2021 by the Integrated Coordination Team through an aid coordination survey. This result was only partially attained in 2020 when originally planned but overall has been a result achieved against the project.

There has been an annual aid flow report produced and AIMS, although not operational by the end of 2019 as originally planned, was launched successfully in 15 April 2020 by the MOPIED and is now fully operational.

Findings
The MAF has been positioned as the main tool within the refined aid architecture to track commitments and achievements aligned to NDP9 of both government and development partners. PWGs and the 'Comprehensive Approach to Security' components of the new aid architecture are key to assessing progress against the MAF milestones in the areas of – Inclusive Politics, Security and Justice, Economic Development, Social Development and Partnership Principles (in 2020) and gender and human rights (in 2021). Gender and human rights are also integrated into the partnership principles section but are currently considered aspirational.

Its recognized that whilst the transition to NDP9 is complete there remain structural issues within the aid architecture due to the political situation with key components (MAF taskforce, ICT, ACU, MOPIED< OPM pillar leads, and donor group) not functioning. This is considered a fundamental challenge for aid coordination and management and it is recognized that without these key groups engaging with some sense of unity it has been and will continue to be difficult to achieve any project results.

2020 MAF reporting and the preparation of 2021 MAF commitments were a challenge due to the political situation and the overall challenges posed for aid coordination. Commitments agreed in the

MAF in 2021, relate specifically to what remained to be completed prior to the project's finalization, namely: reaching agreement on mechanisms that will guarantee 30 percent quota on both houses; operationalization of National Public Infrastructure and Property Agency; development of the Food Security and Nutrition Policy; implementation of the National Strategy on Durable Solutions; approval of the Original Sexual Offense Bill (SOB) by parliament, in line with international human rights law; endorsement by Cabinet of Human Rights Commissioners and National Disability Agency.

The use of Country Systems (UCS) working group, focused on Public Financial Management (PFM) was constituted with milestones agreed for improving the quality of national systems and frameworks for the period 2021-2023[12], however this work has not developed further since June 2021 when the group met to look at 'support needed for stimulation of national systems' aside from the ACU Director undertaking an induction presentation to new co-chairs of UCS working group focused on MAF monitoring and its contribution to quality coordination processes. These commitments comprised: Increased application of common methodology for assessments of government institutions and/or increased sharing of assessments; concerted joint efforts to strengthen coordination of capacity injection and salary/top-up support; reducing risk of duplication and ensuring consistent, joined up approaches are applied.

Somali Aid Flow reports have been produced annually and serve to provide analysis and dissemination of information on aid flows in Somalia. The Aid Flow Report has successfully documented the levels of Official Development Assistance (ODA) received and has disaggregated development focused aid from humanitarian aid. The reports also present financial flows as a percentage of GDP and details aid by Donor. The capacity to produce the Somali Aid Flow Report links directly to the projects history of data collection and management, culminating in the launch of a fully functioning Somalia AIMS. Whilst project reporting indicates data collection and upload from development partners and the launch of AIMS in 2020 specifically targeted general use by government, development partners and the public, the full use of AIMS has not yet been realised and still requires further and repeated communication and capacity development activities to ensure trust in the system and comprehensive and consistent use. One of the greatest risks to evidence-based monitoring of aid effectiveness and evidence-based decision making is a lack of ownership and comprehensive use of AIMS.

The SDRF has served as a coordination framework and the financing architecture for implementing the NDP. It successfully brings together three multi partner trust funds under common guidance arrangements. The 2021 Aid Flows Report indicates that the share as well as the volume of development aid channeled through SDRF declined in 2020 after record high contributions in 2019. Contributions to the WB MPF declined by 23 percent from USD115 to USD88.2 million. No donor contributions were made to the ADB SIF, which received USD30.2 million in 2019. Contributions to the UN MPTR remained stable as USD71.5 compared to USD74.5 in 2019. The European Union (EU) has been the largest contributor to the SDRF with USD 212million in total from 2014 to 2020.

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[12] USC Roadmap 2021-2023

Figure 5. Share of Development Aid Channeled through SDRF Funds, 2014-20[6]

Development aid delivered outside of SDRF Funds
Development aid channeled through SDRF Funds

US$ millions

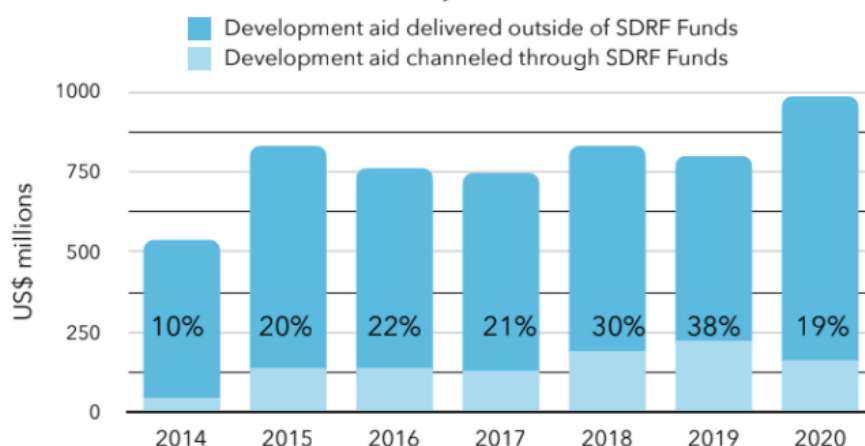| Year	Value label
2014	10%
2015	20%
2016	22%
2017	21%
2018	30%
2019	38%
2020	19%

Figure: Aid Flows Report 2021

Prior to COVID-19 and during NDP8, the key aid coordination mechanisms were operational, inclusive of the participation of the FMS representatives, notwithstanding the challenges with some pillars such as the resilience pillar and some basic administrative and logistical challenges linked to information dissemination. The revision of the aid architecture under NDP9, which led to gaps in aid coordination, exacerbated but not caused by COVID-19 restrictions, has disrupted regular operations of the aid architecture and impacted the attainment of project results.

Some of the issues of project effectiveness are considered to lie with the project construct that establishes responsibility for support to aid coordination and management in a country such as Somalia, with complex aid architecture and many actors engaged, with just one UN entity, in this case UNDP, and its funds base. A programme based approach, supported by a multi partner cohort comprised of UN agencies, multilateral and bilateral development partners, is seen as a more appropriate mechanism in the future and one that would promote a harmonised approach to aid coordination and management in Somalia.

Data management and AIMS
Data management and the development of data management systems has been a key priority of the project and has resulted in the quality construction of an Aid Information Management System (AIMS) launched in April 2020. The AIMS developed in Somalia is acknowledged as a world class system and designed within the capacity constraints apparent in Somalia. Prior to the project and from 2014 to 2016 data management and the tracking aid flows was the responsibility of the ACU. In 2017 this work became attached to the NDP and was transferred to MOPIED with the intention of keeping the ACU involved. Whilst the collaboration between these two entities has not been effective data management has progressed culminating in finalization of the government website AIMS.MOP.GOV.SO, which in 2021 captures USD701M of aid (approximately half of total aid flows). This progression is largely due to the capacity of the AIMS team and does not reflect the capacity of MOPIED and ACU to work together. AIMS originally aligned with NDP8 and transition to align with NDP9. The ACU demonstrates little ownership of AIMS since the shift in management to MOPIED in 2017. Although they are reported to make some use of AIMS this is not yet consistent

The development of AIMS in Somalia is hallmarked by the careful and skillful way in which it has been developed. The Somalia AIMS is considered to be of a very high quality, with current users totaling 300 and mostly government and NGOs. Its long-term sustainability requires ongoing attention and a universal commitment by government and partners to its full use. AIMS is reported to be publicly accessible and gives visibility to project donors and implementing partners. The system provides pre-

determined reports on aid flows in the country, which can be customized. Implementing partners have been updating project data in the system since its launch and the system has also been utilized to disseminate COVID-19 awareness materials.

Data remains a critical element of the future effectiveness of aid coordination and management in Somalia and it is acknowledged that the Bureau of Statistics should be leading on data use and management in partnership with MOPIED, but currently has very little capacity to track leading development indicators or manage data in complex systems. The Bureau of Statistics should therefore be a future target for training and capacity development with divisions of responsibility between MOPIED and the Bureau of Statistics clarified.

COVID-19

COVID-19 pandemic has impacted the project and disrupted operations throughout 2020 and 2021 compounding the halting of project activity from June 2021 due to the political crisis. An adjusted action plan was developed to respond to implementation constraints associated with COVID-19. For instance, activities planned in January 2021 did not take place due to physical meetings not being possible. Most notably, activities that were planned to involve face to face interaction, had to adopt social distancing measures. The ACU coordinated with FMS building those ties albeit as a result of the urgency of strong COVID-19 coordination and communication. The ACU coordinated the COVID-19 National Coordination Committee and played a key role in assessing the preparedness of several health facilities as COVID-19 response centres. The use of digital technologies commenced in the second half of 2020, which supported the conducting of meetings and workshops and ultimately increased the effectiveness of project engagement through greater connectivity to planning and reporting by a wider cross section of FGS and FMS representatives, who may otherwise, irrespective of COVID-19 restrictions, have been hesitant to attend meetings in Mogadishu due to security risks.

The response to COVID-19 is reported to have been strengthened through utilization of the aid coordination systems in place as outlined. The aid architecture was utilized to facilitate development and monitoring of Somalia's Socio-Economic Plan for the COVID-19 pandemic response and ACU staff have played a central role in facilitating multi-stakeholder coordination with national and international partners, fundraising for the COVID-19 response, coordinating and implementing response plan activities, and using virtual meeting technology to facilitate these activities. The ACU effectively contributed to the FGS's management of logistics in the distribution of medical equipment to FMS, raising awareness of the disease and facilitating the work of medical doctors in hospitals. AIMS was used to increase information and data sharing. The ACU contributed to drafting proposals, conducting needs assessments, and coordinating and implementing response plan activities.

Constraints

It is recognized that there is a great deal to be gained from effective and efficient aid coordination and management and the levels of goodwill that have been invested in Somalia's aid architecture as a result of the project are acknowledged. This goodwill from all partners and the institutional memory that has been built stands to be lost as a result of the constraints that have impacted the operation of the project over the last two years. The most significant constraints to the project have been those imposed by the political crisis, which in turn has created disruption within the aid architecture and a lack of clarity between key government entities, namely the MOPIED and the ACU. Overall the situation has caused a hiatus of two years with no meetings being conducted nor any reporting or follow up on actions against the four pillars during this time.

This 'grinding to a halt' of the project prior to its completion is considered to be the result of strained relations between the FGS and the FMS, and most notably the abolishment of the focal point system in the revised aid architecture, which has directly impacted implementation. A lesson learned from the project has been the importance of maintaining the involvement of FMS to ensure the

achievement of outcomes, with FMS focal points being key to the effective communication and coordination needed.

A lack of technical input has constrained decision making that otherwise needs to be informed by technical and geographic knowledge relevant to priority setting within the pillars. This lack of technical guidance has significantly hampered any strategic approaches to project development targeting continued strengthening of aid coordination and management. Examples exist where projects have been formulated, agreed and implemented without the involvement of the relevant line ministries, which increases the risk of duplication, poor project outcomes and limited impact and sustainability.

Whilst the FGS now own the world class AIMS a current lack of comprehensive use is constraining the systematic application of quality data that needs to inform decision making, monitoring and reporting. MOPIED, whilst the custodian of AIMS is reported to not utilise the system, and a lack of confidence amongst leaders is constraining its use.

Finally, a significant constraint to finalization of the project and further strengthening of aid coordination and management as a result of the lessons learned from the project is the lack of donor dialogue due to the political crisis that is constraining any meaningful connection between the FGS and its development partners, indeed development partners are refusing to conclude such discussions until connection with government is possible.

Efficiency

The project's original institutional context reflected Somalia's agreed Aid Coordination Architecture, namely the coordination arrangements of the SDR Steering Committee structure with the associated Pillar Working Groups, lead/coordinated by MOPIED and the ACU, the key government partners to the project. The Steering Committee was established to convene monthly serving as a forum for dialogue between the FGS, FMS and international partners. The steering committee was established to receive reports from PWGs and endorse the pipelines of the three SDRF funds to align with NDP priorities; coherence across the fund portfolios, complementarities with activities delivered outside of the funds and feasibility based on available funding. The PWGs being the technical level forums designed to promote sector level coordination in alignment with the priorities of the NDP; knowledge sharing and policy adherence, as well as collective monitoring and reporting of progress. Working groups are co-chaired by a ministry and a development partner representative and composed of participants from ministries and partners. The efficiencies in this initial construct have been recognized as has the disruption to efficiency created in part by the revision of the aid architecture in 2020 and the political crisis that has followed.

In 2020, the refinement of the aid architecture merged the former nine working groups into five, namely: Inclusive Politics; Security and Justice; Economic Development; Social Development; Gender, Human Rights and Inclusion, rolling existing priorities into fewer working groups without ensuring future efficiencies through rationalization.

The negative impact of the aid architecture revision and the political crisis that has followed has in real terms meant that the SDRF Steering Committee (SDRFSC) has not met since 2020, including no joint meetings between SDRFSC and the Security and Justice Committee (required by the new architecture). The ICT has not properly convened since aid architecture was adopted mid 2020. The

Economic and Social Development pillar working groups have remained active, however the Inclusive Politics pillar working group has not convened regularly since 2020[13].

Coordination support to the sub national level in Somalia is reported to have been a challenge in 2021 due to the absence of dedicated support focal points at FMS level. Evidence suggests that factoring in these structural priorities within any next phase of programme support for aid coordination and management will increase timely subnational coordination and the proactive inclusion of FMS in decision making processes.

In the initial stages of the project, and prior to abolishment of the focal point system, the management and accountability structures of the project were in place and more efficient. The collaboration between the UNRCO, UNDP, the Federal Government of Somalia (FGS) and the Federal (FMS), national institutions, development partners and the SDRF Steering Committee has been recognized as very good, particularly during the period involving the participation of the FMS. In addition to the work coordinated by UNDP, the UN Integrated Office (including the Risk Management Unit (RMU), the Resident Coordinator's Office (RCO) and the UNSOM's New Deal Unit) has worked extensively to support the ANU on SDRF related coordination matters. This has included the implementation of the compact architecture, inclusive of policy, technical and logistical assistance for the organization of the High-Level Partnership Forum (HLPF), later named Somalia Partnership Forum (SPF), SDRF and PSG Working Groups (Peacebuilding and State building goals working groups, later named Pillar Working Groups (PWGs).

From a coordination point of view the project is considered to have focused project inputs and strategies excessively on the core functions of MOPIED and OPM Aid Coordination Unit (ACU), which left much of the actual coordination work unsupported and reliant on other UN entity funding and support. The Social Development sector was provided as a specific example in this regard. Beyond concerns for overlap or duplication across the work of the different PWGs were the issues raised regarding the number of donors required to support additional aid coordination related efforts due to the project not covering all required aid coordination needs. Examples provided included the EU funding to UNOPS for the Resilience pillar, and UNICEF support to OPM Social Development roadmap.

Tensions between ACU and MOPIED have led to a lack of overall clarity regarding aid coordination and no clear division of labour between these two main entities. In addition, there is noted overlap between line ministries and MOPIED, and between MOPIED and the Ministry of Finance, which in turn all overlaps with the ACU's role. There is a lack of clarity as to who has the lead role with regard to the NDP and what the respective line ministry roles are in relation to the plan and how that connects with MOPIED current position of owning and controlling the NDP and also play a key role in monitoring and evaluation of the NDP being responsible for AIMS. It is anticipated that it will not be until the new Prime Minister is appointed that clarification of roles will be reached, reducing current confusion and misunderstanding. The current lack of certainty regarding next elections means any time frame for this clarity is unclear. Until then it if felt that the thematic level of the aid architecture remains unclear.

UNDP is considered to have efficiently delivered on project goals demonstrating good coordination on many issues. UNDP resources have been dispersed on time and where there was any lack of clarity regarding the funds to be utilized for the remaining period of the project following agreed extensions caused minor delay, which were soon rectified. These efficiencies of UNDP were seen not to be affected by the breakdown in coordination of government bodies and are seen to demonstrate a good level of organisational efficiency on the part of UNDP. The UNDP programme manager and the ACU

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[13] As reported 25 August 2021.

were considered very actively engaged with partners, however the planning, organization and logistics of the SDRF and regular working group meetings seemed to always be last minute.

Expenditure
Financial reports have been reviewed and on average the project has achieved a 100 percent delivery rate with some small differences across outputs[14] (see Annex 2). Within individual outputs some over and under expenditure (one percent under expenditure and 6 percent over expenditure) can be identified when comparing planned budget with actual expenditure.

- Under Output 1 there is some under expenditure on international and national consultants; and over expenditure on ACU salaries and training workshops and ACU Office costs. This reflects decisions to not proceed with some consultancy-based activities and travel restrictions as a result of the COVID-19 global pandemic. Whilst refinement of the aid architecture sought to reduce ACU salary costs applied to the project this does not reflect in the budget report where over expenditure of $5,283 is recorded. Training/workshop and ACU Office costs shows an over expenditure of $25,834 and may reflect the additional financial burden placed on the ACU for online solutions to previously planned face to face activities.
- Under Output 2 there is overall a six percent ($13,443) over expenditure on the AIMS development (consultancies, travel, workshops) and it is understood this is a very small over expenditure related to the impact of the COVID-19 pandemic and the importance of sticking to the planned step wise finalization of the development of AIMS as per original expectations.

A MAF that measures the degree of quality and effectiveness of the partnership between government and the international community did focus on the use of government systems and the development of partnership principles. The MAF does draw together PWGs commitments for monitoring within the Somali Partnerships Forum reflecting efficient aid monitoring practices and instruments.

Communication and information sharing amongst members of the aid architecture, highlighted as a priority within the MAF, have also been addressed by way of a set of options proposed to government to improve on line collaboration and information sharing. Driven by the restrictions imposed by COVID-19 these strategies were adopted in 2021.

HACT reports raised no issues regarding internal control systems, identifying no weaknesses in the key areas of human resources, finance, procurement, asset management, cash management and general administration. Audit observations[15] in 2018 did highlight a number of issues and proposed recommendations, all requiring action by the ACU covering such matters as: unreconciled cash balance; incomplete personnel files; lack of double entry accounting system; missing mileage logs for car hire; weaknesses in assets management; failure to prepare bank reconciliation; and no compliance to reporting requirements. There issues did not feature in the 2020 audit reflecting efficient resolution.

PWGs and technical level meetings have focused solely on discreet projects and not focused on nor linked to programmatic solutions to the priorities stated in the national development strategy, which would provide more strategic responses to the NDP and more sustainable outcomes.

The political context, namely the political transition including forthcoming elections has had a significant impact on the momentum of the project in its last two years, most notably the 'Inclusive Politics' pillar has been stagnant awaiting direction from the higher levels of decision making within government. The SDRF SC has not taken place based on a request by donors for the forum to remain

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[14] Output 1 – 99%; Output 2 – 106%; Output 3: 101%; COVID-19 – 100%; GMS – 99%.
[15] See Deloitte HACT financial audits for project No. 00085379 1 Jan 2018 – 31 Dec 2018; 1 Jan 2020 – 30 Dec 2020.

on hold until such time dialogue with an appointed government resumes. It is assumed that prolonged political instability will continue to affect the structures of the aid architecture and has effectively meant the closure of the project with a number of planned outputs not realized.

Strengths Weaknesses Opportunities Threats

A SWOT analysis was undertaken as part of the evaluation which matches the main messages distilled from the analysis. The project has brought together Somali organisations and enabled better information sharing and positioned aid coordination and management strongly within government structures. Interruption of the coordination processes of the project instigated by the political crisis in the country has disrupted the project's implementation process. Opportunities remain to maintain what has been achieved through the project and build on the lessons learned so as to fully support the Federal system of aid coordination in the future aligned to NDP9 and any future iterations of Somalia's national development priorities. Future strategies are needed to safe guard the aid coordination and management systems in the country, including AIMS so as not to present significant threats to implementation, and a focus on greater rationalization and harmonization of strategic pillars, particularly those representing a significant programmatic footprint such as social development. The resolution of tensions, overlaps and unresolved mismatch of roles and responsibilities between MOPIED and OPM remain a threat if not resolved.

Internal environment		External environment	
Strengths	Weaknesses	Opportunities	Threats
Brought together Somali organisations. Enabled better information sharing. Well positioned at the top of government gaining lots of attention.	Interruption of the coordination process, which caused disruption to the implementation process. Limited attention to FMS and CSO participation, the inclusion of functional federalism as central to aid architecture and coordination areas.	For the Federal System to work properly. The new NDP9 and its focus on less pillars.	Insecure funding and resources threatened implementation. NDP9 did not lead to a discussion on more strategic pillars, particularly true for social development pillar. Unresolved tensions between OPM and MOPIED.

Table: SWOT analysis

Improvements

Suggestions around potential improvements included better training provision for the workforce linked to priorities for sustainability.

Future project priorities would be best addressed in the future through a UN joint programme that would bring together UN entities responsible for supporting each of the four pillars that constitute the aid architecture with relevant supporting development partners, in support of both strengthening aid coordination structures and functional and fiscal federalism. Such a joint programme could focus on investment in development of the network of the FGS, the FMSs and local experts, based on the lessons learned around the disfunction realized when there is a delink between these key entities.

Priority could be given to clarifying the role and management of pooled funds. It is noted that the different pooled funds that support aid coordination and management in Somalia currently reflect fragmented management and decision making.

Stronger aid coordination support could be realized through an integrated coordination team that focus on programme based approaches and facilitate a shift away from individual discreet projects.

A review of the interrelationships between the different government entities, most notably the relationships and discreet roles of MOPIED, ACU and Ministry of Finance, would harmonise roles

within the broader aid architecture, particularly in relation to oversight of the NPD's implementation and monitoring; the engagement of relevant technical line ministries; and the role of the ACU with regard to communication and coordination outcomes, as well as data management and utilization. It is proposed that improvement in aid coordination and management could come about through clarification of the Office of the Prime Minister's oversight of the NPD as a whole the integrated ACU's role inclusive of the management of the aid coordination mechanism and convening of the key bodies for government and development partners. This would include joint oversight of NDP implementation, monitoring and alignment of aid funding flows and coordination. MOPIED to develop close links with the Bureau of Statistics and the Ministry of Finance to ensure coordinated national development planning processes and harmonised data management systems centred around AIMS. Projects and programme development and implementation to be the responsibility of line ministries, a role to be clearly stated in the aid architecture so as to allow for their meaningful engagement their contribution to harmonized and quality outcomes to planning and results-based M&E.

Support both MOPIED and ACU to fulfill their role to promote and monitoring gender and disability mainstreaming, and human rights-based approaches to programming.

The current network of government relationships in Somalia is one of connections based on party affiliation and informal positions of power, in the absence of any defined rules or guiding policies. This presents difficulties for donors seeking to engage with relevant partners on development priorities. Strengthened aid architecture that gives priority to the establishment of agreed systems, rules and policies would allow for more effective engagement of relevant line ministries in projects. Such rules and policies could include agreement on how interstate projects would be managed.

Application of Results Based Management and a combination of qualitative and quantitative measures to support monitoring of the project, where results are tracked against an agreed baseline and projected targets. There is the need to revise the purpose of the reports produced to ensure a focus on reporting against planned results and work plan milestones. Such reports should be differentiated from any monitoring of staff time or deliverables against their respective terms of reference.

Sustainability

There is some confidence that there is strong political will to continue to implement the project outcomes to ensure maintenance of the aid architecture in Somalia and continue aid coordination and management practices. Whilst the project has to a large extent delivered on the establishment and functioning of the aid architecture sustainability of outcomes beyond the life of this project would require continued external resourcing and technical support. Project reporting[16] has indeed highlighted that "a draft successor project document 20222-2024" was prepared in June 2021 but needed further clarification as to how best to proceed given the current project will not be extended further and funding for a new project is not in place.

The project results framework updated for the period January to July 2021 includes a number of outputs specific to building sustainability, including the diversification of funding, the transitioning of ACU salaries and costs to the government budget, and continued capacity development and resilience to work and contribute remotely. None of these strategies are at a point that they would contribute to any level of sustainability beyond the life of the project.

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[16] Reporting MPTF 25 August 2021

Key strategies such as the 'Use of Government Systems strategy 2021-2023', a step wise approach to Public Financial Management jointly driven by the UN and the World Bank aims to introduce greater sustainability within Somalia's aid architecture in relation to the phase out of development aid. This strategy is important to Somalia's development and is an output of the project but less an immediate sustainability of Somalia's aid architecture or the projects outcomes in the immediate term.

Remote technologies have been utilised, triggered by the restrictions imposed by COVID-19 and are sufficiently embedded in partner work practices to have some level of sustainability, including in the event of any further external shocks.

Strategies have been implemented to reduce the ACUs staffing from 19 staff at the commencement of the project's implementation in November 2019 to 11 in December 2020. These strategies reduced staffing costs to the project rather than transferred responsibility for staffing costs as a sustainability measure. The OPM is aware of the need to make the ACU more sustainable and to integrate parts of the ACU's functions within its staff structure. As of 2020 six core staff continue to be paid for by the project as per government requests to the project board. There is a need for government to continue to systematically budget the full costs of the OPM and MOPIED ensuring a significant part of the costs are sustained through government budgets and civil servant salaries with any future external assistance through development partner supported programmes focus on technical assistance but not covering the cost of core positions.

As it currently stands, without exit strategies implemented the project's lack any longer-term sustainability. There is little evidence of capacity building that addresses issues of long-term sustainability of the systems and processes established by the project, and as a result issues of sustainability are wholly dependent on a next phase project or programme and continued development partner support.

The development and application of exit strategies and the adequacy of phase out assistance has been severely hampered by the phase out of the Focal Point System that would otherwise have more effectively engaged the FMS in the final stages of the project. As mentioned, there are exit strategies embedded within the project's results framework, but these have not been implemented.

Greater sustainability requires targeted and tailored strategies to systematically build national capacity. Consultants produce quality outputs, but alone contribute very little to long term retention of skills and intellectual property. A shift from a reliance on consultants to strategies that incrementally increase the capacity development and employment of nationals within the system is needed. In this context there is the need to look at how support is provided to the FGS in any future phase of support that builds intellectual property and skill that is retained.

Sustainability of aid coordination and management also requires aid architecture that involves all stakeholders, inclusive of the Government, the FMS, NGOs and the private sector. It requires appointment and recruitment to positions of responsibility within the architecture that is merit based (drawing on experience and qualifications) and clear guiding principles and policies.

For similar projects in the future it is recommended that programme based approaches are prioritized so as to implemented integrated approaches and partnerships that build sustainability so as to meet the needs and priorities of the NDP through multi-year programming. This would include clear result targets focused on transferring aid coordination and management functions and systems to key institutions that will be sustained by their own budgets.

Risks

The project document indicates that the project has been vulnerable to both operational and environmental risks and highlights that the environment in which the project evolved has been characterised by a high level of unpredictability and fluidity. Threats were evident and have further materialised hampering the realisation of the envisioned results. At the planning stages of the project it was recognised that the political situation in Somalia was volatile and might hinder progress with the greatest contextual risks relating to the internal political issues and the overarching impact of insecurity. A total of twenty-eight risks were identified by the project based on the risk analysis undertaken at the commencement of the project. At the conclusion of the project these risks remain valid as a framework for monitoring both the internal and external future project environment, particularly with regard for sustainability. Risk mitigation measures have been identified and implemented throughout the course of the project, and whilst these risks have been managed within the lifetime of the project they remain key risks that could impact long term sustainability of aid coordination and management.

Amongst all risks identified It has been the compounding factor of the external political environment that in the end has been the greatest risk to the project and has affected all other identified risks.
- Political risk therefore remains valid with the stalling of the project since June 21 as a result of political change, with aid coordination mechanisms remaining inactive. Whilst risk mitigation measures were employed by the ACU to strengthen communication between FMS and the FGS the disconnect between these two entities in the revised architecture, and the overall political crisis has heavily impacted the project.
- Security has impacted the project and has been closely monitored throughout the life of the project. The hesitance to convene in Mogadishu, effecting partner engagement, has been somewhat positively overshadowed by the introduction of remote access technologies brought in to address mobility restrictions as a result of COVID-19, and in turn reported to have increased participation.
- Coordination risk focused on the refinement of the aid architecture and its alignment with NDP9. Whilst the aid architecture successfully transitioned to NDP9 on paper, sustainability has been impacted as a result of the disconnects realized in coordination across Federal and State actors.
- Operational risks have been low and have had no real impact on the project.
- Technical assistance where needed has been facilitated through the efficient use of rosters and recruitment practices, mitigating any concerns for the potential absence of qualified consultants for the implementation of the project.
- Capacity to absorb change at a slower rate than the delivery of change was highlighted as a risk. However, independent capacity assessments undertaken identified capacities relevant to both system and policy development and at a level needed by the project.
- A lack of ability to respond to change requirements across the life of the project was identified as a risk and as a result regular monitoring was embedded in project management practices to support the facilitation of adjustments to better manage the volatile political and security situation.
- An overly complicated or fragmented approach to aid coordination that does not necessarily align with the established aid architecture was identified as a significant overarching risk where overall complicated systems and multiple arrangements run the risk of increasing the cost of aid coordination rising and targets not being met effectively or efficiently. Surveys were being conducted with Somali institutions to understand the appetite for coordinated systems, backed by continued advocacy and would need to continue to inform any measures to mitigate this risk in future project cycles. The focus of this risk could also be applied to AIMS where widespread and consistent stakeholder take up and use is critical to the sustainability of that system and quality aid reporting over the long term. Current fragmented approaches to the use of AIMS are of concern but are decreasing.

AIMS

Development of the AIMS within the project is noted for its quality and careful development focused on the priorities for long term sustainability of the system in the Somalia context. As a result, AIMS is considered to be a global example of good practice both in the way in which it has been developed and its current structure and operability. The design choices made and the time taken to develop all components at a pace relevant to country-based capacity were carefully planned so as to achieve the greatest sustainability possible. This approach commenced with a robust system of data collection through excel spreadsheet, included decisions around the selection of public domain code and a step wise approach to building the on line AIMS website.

Approximately half of the aid received by Somalia in any one financial year is now captured in AIMS and usership is growing, however a stronger commitment is needed from all partners to ensure AIMS very quickly becomes the primary source of aid data collection and use. The workstreams of ACU for instance do not demand the quality of data available within AIMS, and the use of AIMS is not yet tied into ACU processes. Likewise, MOPIED do not have the processes established to fully utilise AIMS, yet have responsibility for the development and monitoring of the NDP to which the aid architecture and AIMS is aligned. Sustainability of the AIMS is essential to the quality of aid coordination and management in Somalia. If AIMS is to remain fully utilised there are a number of key commitments that need to be embedded in any future aid coordination and management practices and in the aid architecture overall. Namely:

1. Consideration for the establishment of a senior government position responsible for managing the accountability for the use of AIMS and engagement of the Bureau of Statistics, such as a Director of Aid Coordination (often attached to the Office of the Prime Minister);

2. Clarification of the roles of MOPIED and ACU in relation to AIMS, whereby ACU should be actively calling on pillar leads to feed into AIMS on an ongoing basis so as to mitigate use of alternate data sources, and MOPIED should be promoting data input and facilitates data use for the NDP monitoring and reporting. These commitments would lessen the risks of weakening the relevance of AIMS through a lack of consistent data update and use;

3. Increase the use of AIMS data by all stakeholders, most importantly in the aid management and reporting context to demonstrate results against national development priorities and the SDGs.

4. Decisions made with regard to who should maintain the subscriptions for cloud services so as to keep the AIMS platform safe and cloud based.

Disability

There is strong recognition of the need to promote and encourage the participation of disabled persons in society as per global priorities, and recognition that it is equally important to ensure those global priorities are tempered with the many priorities present in a fragile state. There is no knowledge nor evidence of any planning or discussion specific to disability in relation to this project, but there was an acknowledgement that awareness of global commitments to disability and alignment of those global commitments to the Somalia national context would ensure the accurate weighting of priorities specific to disability alongside all other acute human development needs within the NDP, to which aid coordination and management responds. This heightened awareness would also support the pin pointing of disability specific strategies and priorities that may well exist, particularly at the implementation level and through implementing partners, but that UNDP may not be aware of.

C. Conclusions

The project's reported outcomes represent some gains against its results framework and the policy and institutional change facilitated through the project. The majority of targets have not been met and there are a number of short comings within the aid architecture that relate to structural issues not resolved through the project and outputs not achieved. These deficiencies are largely driven by unresolved issues associated with the revised aid architecture and the hiatus in project activity from June 2021 due to the current political crisis in Somalia. As a result, there is work that remains to be done to consolidate the aid architecture, ongoing strengthening of aid coordination and aid management in Somalia, particularly with regard to its long-term sustainability:

- Aid coordination as a whole was strengthened through the established aid architecture. The Somali Partnership Forum did take place and was to a large extent a success involving government, donor countries and national partners. However, decisions around the engagement of the technical level of government and the division of labour and the mandate to lead, between MOPIED and the OPM ACU, requires clarification.

- Mutual accountability is well developed and has taken place in a difficult country context. However, COVID-19 and other emerging disasters have had a significant effect. The uptake of digital technology and the move to virtual forums has taken time creating some increased opportunities for engagement from the senior and regional level, where they can connect from their office and may otherwise have not participated.

- Change did happen. The political leadership was engaged, there have been identified shifts in the national development plan, which now forms the basis for Somalia's development agenda and aid architecture. NDP8 evolved to NDP9 driven by the need for a more efficient aid coordination system. However, nine pillars were clustered under four pillars with little synthesis or prioritization, leaving pillars such as social development with significant aid coordination challenges and a number of former pillars now functioning as sub working groups, with little clarity between MOPIED and the ACU as to how this new structure will function effectively. Where pillar working groups are still taking place they continue to be led by the relevant technical ministry, a role that is not recognized within the current aid architecture and no longer able to be facilitated by the ACU.

- The project has been operational within a period of significant political instability, where security threats in Mogadishu have been unpredictable and political clashes between the FGS and FMS, including those related to elections, have made contributions to and cooperation within the structures of aid coordination and management difficult. These circumstances have seen the project 'grind to a halt' making implementation of a number of planned strategies and instruments not possible, delaying any planned dialogue between the UN, development partners and government about next steps in external support for aid coordination and management in the future.

- Strong buy in from all stakeholders is still needed to ensure AIMS demonstrates continued relevance through consistent update and application. The use of parallel and adhoc systems of reporting and data gathering very quickly undermine any AIMS and could threaten strong and consistent aid reporting for Somalia. For such systems to work, incentives and strong accountability for its use is needed within Government, and development partners need to both utilise the system and advocate its relevance and importance. The current lack of utilisation by both MOPIED and ACU represents a significant threat to its sustainability and to the accurate reporting of aid flows, and development results against the NDP. Measures to monitor usage need

to be embedded in monitoring systems and strategies to increase capacity in AIMS use need to be given the highest priority.

- Sustainability is not assured, with next steps in aid coordination and management in Somalia requiring continued substantial external aid and resources. The notion of sustainability therefore requires deeper understanding and supportive strategies beyond a focus on the structures and mechanism of the aid architecture.

- Aid coordination in Somalia must be Somali owned and led, which requires some fundamental shifts in the way in which capacity is development, and aid coordination systems are budgeted for and embedded within government systems. Lessons can be learned from the way in which the development of AIMS implemented the step wise approach to building national capacity.

- Global standards for priorities such as disability are valuable benchmarks but do need to be nuanced to the national context taking in to account levels of capacity and compounding national human development priorities.

- Gender equality and women's empowerment, protection and human rights priorities require mainstreaming across the project and within the instruments and structures of aid coordination and management and should not be positioned solely as a responsibility of the Gender Equality, Human Rights and Inclusion Working Group. Gender needs to be mainstreamed across the work of the PWGs and sub groups and monitored by MOPIED and ACU with capacity built where needed to ensure these entities have the capacity to fulfill their role.

- Reporting on project outcomes is highly narrative and process focused using monthly quantitative measures that do not provide a baseline and are lacking in a results-based foundation to monitoring and evaluation.

- This project remains a highly projectized approach to aid coordination and management and future development support for aid coordination would best take place through a programme based approach harmonizing a range of relevant partners and funding sources that strengthen further alignment with national development priorities and results-based management.

D. Recommendations

- UNDP strengthen any future Results Framework to reflect results-based management inclusive of a balance of quantitative and qualitative indicators that have baselines and targets that support alignment with the priorities of the NDP and the SDGs.
- FGS to review aid architecture to ensure repair and operability of the linkages between the FGS and the FMS, and the recognition and engagement of the technical levels to adequately inform aid coordination and management outputs and empower the ACU to strengthen their coordination capability.
- UNDP, UN system in Somalia and development partners implement programme based approaches that align with the National Strategic Development Plan, facilitate greater harmonization across all stakeholders and fully utilise AIMS.
- FGS to maintain a priority for statistics strengthening, both through institutional strengthening of the Bureau of Statistics and capacity development in relation to data management and report generation by MOPIED.
- UNDP and FGS develop a future programme based on the concept of an 'eco system' of aid coordination, that takes an integrated approach to the continued strengthening and operability of the aid coordination system as a whole inclusive of structural, policy, process and human capacity development components, and the safeguarding and prioritized use of AIMS. Harmonised roles and resourcing of development partners and strategies for mutual accountability.
- In transitioning to a new programme UNDP and FGS to establish a programme perspective that moves beyond a focus on the development and operability of the aid architecture, its systems and policies, to one that includes a focus on the content of the aid architecture, the quality of outputs and their technical value, their alignment to the NDP and their contribution to Somalia's attainment of the SDGs.
- UNDP to advocate accountability for the comprehensive use of AIMS within government and by all development partners and stakeholders setting ambitious targets for its capture of aid funds and usage. This includes the importance of a sustainability plan for AIMS inclusive of responsibilities for maintaining cloud services.
- UNDP, FGS and development partners to focus joint programming priorities on the coordinated funding of all aspects of the aid architecture requiring the harmonized use of pooled funds.
- UNDP, the UN System in Somalia, FGS establish robust and multi-faceted sustainability strategies including the capacity and policy development needed to build consensus around the Use of Government Systems, transferring incomplete exit strategies and any outstanding policy development strategies from this project, to any next programme phase.
- FGS to set targets for gender mainstreaming and capacitate the ACU and MOPIED to both facilitate and monitor that mainstreaming.
- UNDP, UN system in Somalia and development partners to advocate to FGS the value of appointing a Director of Aid Coordination to embed greater leadership and mutual accountability for harmonized approaches to aid coordination and coordinated approaches to data management, senor level partner liaison and evidence-based decision making and reporting.

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E. Lessons Learned

The disconnect between MOPIED and ACU has inhibited results and exacerbated the short comings of a project-based approach.

Establishment of the Gender Equality, Human Rights and Inclusion Working Group doesn't guarantee gender mainstreaming and requires an integrated approach spearheaded by MOPIED and ACU.

The involvement of FMS is vital to the effectiveness and efficiency of aid coordination and management in Somalia.

AIMS is an asset and reflects global good practice, but its long-term value to Somalia can only be assured if all elements of Government show ownership, and a comprehensive commitment is made to the contribution of data and full use of the system.

Whilst the reduction of the number of pillars in the NDP9 was considered a successful cost saving measure and a logical response to the FGS's capacity constraints, a structural change of this kind required further harmonization and rationalization measures inclusive of a comprehensive review of the resource parameters of the project and its capacity to fulfill its obligations to all elements of the aid architecture.

The reliance on consultants to build short term inputs to the aid architecture does not replace the need for longer term and step wise strategies to build national capacity and increase the employment opportunities for national employees within the system.

Sustainability strategies, including those that promote the incremental capacity development and employment of nationals within the system require implementation throughout the life of the project and a multi-year approach.

Sustainability and exit strategies, if no implemented, have a significant impact on the long-term benefits of the project. Such sustainability strategies require review and adjustment as part of monitoring cycles to ensure their implementation continues to take in to account any changes within the country context.

F.   Annex 1 - Outcome and Output Results Tables

Project outcome
Impact: a better managed, more capable and more accountable Somali aid coordination and management function that supports state building priorities, contributes to stability and responds to citizen needs.
Outcome: i) a more inclusive, effective and efficient aid architecture; ii) strengthened national ownership and capacity for aid coordination processes; iii) better coherence in the international community's support for aid coordination and effectiveness.
Indicator: stable and representative participation of FGS and FMS government, private sector and civil society, as well as international community
Target: all entities are represented in at least 50 percent of meetings

Outcome Statement: Capacity for aid coordination processes is improved and increasingly Somali owned and led						
Indicator	Target	2019	2020	2021[17]	cumulative
Stable and representative participation of FGS and FMS government, private sector and civil society, as well as international community representatives at SDRF meetings	ACU tracks and analyses consistency of participation in SDRF SC and PWG meetings	Yes[18]	Yes	NTR	Yes Target not met.
Level of international donor financing channeled through SDRF funds (%)	International donor financing channeled through SDRF funds as a proportion of overall support increases yearly		33%[19]	NTR	33% No increase reported.
Level of adherence to SDRF operations manual % of PWGs	All PWGs full adhere to SDRF operations manual by the end of the project	Partial	Not measured[20]	NTR	Partial. Target not met.
Existence of tools and plans for development diversification	At least one plan for diversified funding sources for aid coordination and/or increased sustainability developed by the end of the project	no	no[21]	NTR	Target not met.
Sustainability of Somali aid coordination function	ACU salaries/costs transition from UNDP support onto the government budget	no	no[22]	NTR	Target not met.
Refined aid architecture agreed upon and operational	Plan for operationalization of the aid architecture put in place and under implementation		yes	NTR	Target partially met.
Capacity of the aid coordination system to work remotely	By the end of the project, core meetings, including SDRF and thematic working groups, have		yes	NTR	Partially met.

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[17] Based on Q3 July – Sep 2021 and Q4 Oct - Dec 2021 project Narrative reports
[18] 21% (data collected through adhoc mapping exercise carried out in 2018, published 2019
[19] Data from 2019. That has been an increase of funds channeled through SDRF funding windows of 12% from 2018-2019
[20] The aid architecture has been refined in 2020 and new structures have begun to operate by the end of the year. The operations manual was updated in September so that it adjusts to the refined aid architecture. It has been agreed to measure level of adherence to the adjusted manual.
[21] In the reprioritization of activities following the COVID-19 outbreak it was decided to not consider this consultancy as a priority, so it has not been addressed in this project.
[22] Number of ACU staff has been reduced from 18 at the beginning of the project to 7, and number of ACU staff whose salary costs are paid by the project have been reduced from 18 to 6.

	been taking place remotely and are inclusive of FMS				
Perception of the extent to which ACU/OPM has been perceived to have played a role in improving the aid architecture	Positive perception of the role of the ICT in improving the aid architecture		Not assessed[23]	NTR	Not assessed Target not met.

Output 1: Strengthened coordination through the SDRF aid architecture
Activities:
Review the aid coordination arrangements on an annual basis
Provide financial support to the ACU to provide secretariat support to the aid coordination architecture
Training and mentoring of aid coordination teams
Development and implementation of standard operating procedures and government guidance on aid coordination

Sub-outcome statement – strengthened effectiveness and coordination through the SDRF aid architecture					
Output 1.1 SDRF progressively shifts towards a more efficient and strategic decision-making body					
indicator	target	2019	2020	2021[24]	cumulative
Frequency of briefings to PWG core group members on the SDRF operations manual	PWG core group members briefed on SDRF operations manual once a year	3	3	'are briefed' but no quantitative reporting	Not clear how figure reported relates to target. Target not met.
Number of PWGs (2021 reporting changes to percentage) that comply with agreed minimal requirements for effective and strategic focused management	All PWGs that comply with agreed minimal requirements and strategic focused management (2021 reporting states target as "By end of project 80% of fora comply with agreed minimal core requirements"	all	Not assessed[25]	Hard to gauge. In previous architecture 70% compliance by 7 out of 8 PWGs. 81% compliance by SDRF SC.	70% (note revised 2021 target) Target not met.
Number of SDRF SC meetings that comply with agreed core requirements of effective management and strategic focus	Increased % of SDRF SC meetings comply with agreed core requirements for effective management and strategic focus	6	2	Not monitored in 2021	Not recorded in %. Target not met.
Issues relevant to FMS are increasingly considered in the SDRF	Each FMS report back on challenges and progress made against components of PWGs AWPs which are relevant for them at least twice a year	yes	partially[26]	SDRF did not meet in 2021	Partially Target not met.
Somali Partnership Forum organized regularly in a successful manner	At least one successful SPF held with UNDP/UN Integrated Office playing a supporting role	1	1	NO SDRF held	Partially Target not met.
Output 1.2. National capacity for aid management and coordination enhanced					

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[23] The aid coordination survey to be carried out prior to June 21.
[24] Based on Q3 July – Sep 2021 and Q4 Oct - Dec 2021 project Narrative reports
[25] Newly established coordination bodies at this time had not yet rolled out.
[26] In 2020 new pillar groups were established with meetings focused on establishment and membership and preparation of the Somali Partnership Forum

| National stakeholders trained satisfactorily on relevant topics which enhance institutional capacity for effective aid management and coordination | All training activities conducted follow recommendations highlighted in Third Party Monitoring exercise | | yes | yes | Yes Target met. |
| Standard operating procedures (SOPs) and/or guidance packages for improved aid management developed | At least four SOPs are documented and rolled out with clear roles and responsibilities distribution, with associated comprehensive guidance packages (when required) | | 2 | 2 | 2 Target not met |

Output 2: Monitoring NPS, MAF and UCS implementation
Activities:
Develop and maintain an overarching NPS which is linked to the NDP monitoring framework
Monitoring of NPS, MAF implementation and the UCE roadmap
Monitoring of aid flows and acquisition of AIMS

Sub outcome statement – NPS, Mutual Accountability Framework (MAF), Use of Country Systems (UCS) implementation					
Indicator	Target	2019	2020	2021	cumulative
MOPIED and ACU have the capacities to monitor NPS implementation	At least one aid coordination workshop organized per year in line with need	1	0[27]	Planned for Q42021	1 in 2019 Target not met
Progress on MAF implementation regularly monitored and reported	Two MAF progress reports produced per year 2020 indicator – newly agreed process for monitoring the Mutual Accountability Framework - Assessment of the engagement process carried out ((quality and timeliness of outputs)	yes	partially[28]	Expected Q2.	Target not met
Aid flows analysed and reported regularly	At least one annual progress report produced for aid flows per year (added in 2021 – 80% of implementing partners update data in the system at least once a year)	1	1	Not complete, expectedQ3 2021. >80% partners uploaded data	1 Target not met
AIMS is operational by end of 2019		No	yes	yes	yes[29] Target met

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[27] Due to government prioritization of Somali Partnership Forum
[28] Progress of MAF was reported at the Somali Partnership Forum.
[29] AIMS represents a country developed publicly accessible system completed and launched on 15 April 2020 by MOPIED and has therefore been operational since Q2 2020

G. Annex 2 – Financial report

Financial report for period November 2018 – December 2021

Activities	Budget	Expenditures	Balance	Delivery
Output 1: Strengthened coordination through the SDRF architecture	**2,392,699**	**2,363,668**	**29,031**	**99%**
International Consultants	**133,993**	**98,844**	**35,149**	
National Consultants/Companies	**114,360**	**89,360**	**25,000**	
ACU salaries	**1,186,800**	**1,192,083**	**(5,283)**	
Training/Workshops and ACU Office costs	**957,546**	**983,380**	**(25,834)**	
Output 2: Monitoring NPS, MAF and UCS Implementation	**225,085**	**238,528**	**(13,443)**	**106%**
AIMS development (consultancies, travel, workshops)	**225,085**	**238,528**	**(13,443)**	
Output 3: Project Management Costs	**1,464,656**	**1,479,098**	**(14,442)**	**101%**
Project management support and oversight	**1,464,656**	**1,479,098**	**(14,442)**	
COVID-19	**206,147**	**206,147**	**-**	**100%**
COVID-19	**206,147**	**206,147**	**-**	
GMS	**325,765**	**321,605**	**4,160**	**99%**
Commitments		**-**		
TOTAL	**4,614,351**	**4,609,046**	**5,305**	

H. Annex 2 - TOR for the Evaluation Consultant

<insert TOR>

I. Annex 3 - Reference list

Project documents and amendments
1a. PRODOC Support Aid Management and Coordination to Somalia Project FINAL
1b. PRODOC Support to Aid Management and Coordination - signed
2a. PRODOC Amendment 1 extension until 31 Dec 2020 – Signed Aug 2020
2b. PRODOC amendment 2 extension until 30 June 2021
3. Government of the Federal Republic of Somalia, 2020, 'Proposal of updated action plan for implementation of activities of the "Support to Aid Management and Coordination in Somalia" Project in 2020 considering existing COVID-19 crisis and response needs". Office of the Prime Minister, Aid Coordination Unit.
3a. Aid Coordination Unit, 2021, ACU Forward Looking Calendar 2021
3b. Aid Coordination Unit, 2021, 3b. ACU Activities to be implemented in the third and fourth quarter of 2021.

Project steering board minutes
29a. Project board Aid Coordination Project Meeting 7 Nov 2018
29b. Project board Minutes Meeting 13 Feb 2019
29c. Project board Minutes Meeting 10 July 2019
29d. Minutes Meeting Project Board donors – 9 March 2020
29e. Project Board Minutes Meeting 17 June 2020
29f. Aid Coordination Project Board Meeting Minutes 3 June 2021

Project Quarterly Reports
5a. Quarterly progress report Nov 18 – March 19
5b. Quarterly progress report April – June 19
5c. Quarterly progress report July – Sep 19
5d. Quarterly progress report Oct – Dec 19
5e. Quarterly progress report Jan – March 2020
5f. Quarterly progress report April – June 2020
5g. Aid Coordination Project Progress April – Sep 2020
5h. Quarterly progress report Oct – Dec 2020
5i. Quarterly progress report Jan – March 2021

Project Annual Reports
6a. UN MPTF semiannual report aid management & coordination project Jan – June 2019
6b1. UN MPTF annual report 2019 page 18
6bs. UN MPTF annual report aid management & coordination project 2019
6c. UN MPTF semiannual report aid management & coordination project Jan – June 2020
6d. UN MPTF annual report aid management & coordination project 2020

Project Aid Flows Reports AIMS
8a1. Report aid flows in Somalia 2019
8b. Report aid flows in Somalia 2020
8c. Report aid flows in Somalia 2021 from AIMS – being reviewed
27. AIMS FAQs
Aid flows booklet FINAL 2017
Aid flows in Somalia 2016
Aid flows in Somalia 2018
Somali AIMS review report 2015

Project M&E Frameworks

4a. Updated M&E framework aid coordination project 2019
4b. Updated M&E framework aid coordination project 2020
4c. Updated M&E framework aid coordination project 2021

SDRF meetings and minutes
Project letters of agreement
18a. Updated operations manual SDR funds Sep 2020
18b. Questionnaire Adherence to Ops manual SDRF funds – being reviewed
23a. Guidance note Strategic Focus SDRF SC - being reviewed
24a. SOP Organisation of SDRF SC meetings - being reviewed
26a. SDRF SC meeting readout 7th November 2018
26b. SDRF SC meeting readout 18th Dec 2018
26c. SDRF SC meeting readout 13 Feb 2019
26d. SDRF SC meeting readout 2nd April 2019
26e. SDRF SC meeting readout 12 July 2019
26f. SDRF SC meeting readout 10 July 2019
26g. SDRF SC meeting readout 17 Sep 2019
26h. SDRF SC meeting readout 12 Nov 2019
26i. SDRF SC meeting readout 24 June 2020

Project HACT assessments and spot checks
30a. ACU financial micro assessment report spot check
30b. ACU adjusted micro assessment report spot check Aug 2018
30c. ACU report Q3 & Q4 2019 spot check Jan 2020
30d. ACU UNDP Somalia spot check report for Q1 & Q2 2020 by KPMG – Nov 2020
30e. OPM (including ACU) Nov 2019 micro assessments report March 2020 Final
30f – UNPD 10201308-002 ERID 2 spot check Q3 2020 Final report by KPMG
31a. ACU UNDP 2018 HACT Audit report issued in April 2019
31b. ACU UNDP 2019 HACT Audit report issued in May 2020
31c. ACU UNDP 2020 HACT Audit report issued in April 2021

Somalia Partnership Forum documents
15a1. Somali partnership forum 2019 concept note
15a2. Somali partnership forum 2019 agenda outline
15a3. Somali partnership forum 2019 invitation letter
15a4. Somali partnership forum 2019 communique
15b1. Somali partnership forum 2020 concept note
15b2. Somali partnership forum 2020 agenda
15b3. Somali partnership forum 2020 logistics note
15b4. Somali partnership forum 2020 additional logistics and health info
15b5. Somali partnership forum 2020 invitation letter
15b6. Somali partnership forum 2020 communique

Aid Architecture refinement documents
1O. Somalia Aid Architecture Desk review
12a. Consultations refinement aid architecture – report mission Baidoa Aug 2019
12b. Consultations refinement aid architecture – report BRA engagement visit 17 Oct 2019
12c. Consultations refinement aid architecture – report DGs retreat 22-26 Oct 2019
13a. Refinement aid architecture – aid architecture review March 2020
13b. Refinement aid architecture – letter DPM to partners 3 March 2020
13c. Refinement aid architecture – letter SDG co-chairs to PM 13 March 2020
13d. Refinement aid architecture – letter DPM to SDG 25 may 2020

Aid architecture review
14a. Proposal digital tools for aid architecture Sep 2020
25a. Leaflet aid architecture review – option 1 – being reviewed
25b. Leaflet aid architecture review – option 2 – being reviewed

Aid effectiveness workshops
9. Results aid coordination survey 2019
11. Summary record aid coordination workshop 16 Sep 2019

Digital tools for ACU project
14a. Selected digital tools for improved collaboration

Mutual accountability framework document
16a. Mutual accountability framework 2019-20
16b. Mutual accountability framework 2020 progress by Dec 2020
17a. Mutual accountability framework 2021 milestones
17b. Mutual accountability framework 2021 monitoring template
22. UCS Roadmap 2021 – 2023
23c. Guidance note – MAF monitoring process – being reviewed

Pillar working groups
19a. TOR Social Development PWG
19b. TOR Economic Development PWG
19c. PWG 1 Inclusive Politics – TOR for sub working groups constitution 18-1-18
19d. TOR Environment and climate change coordination group
20. Draft TOR Security and Justice Committee
21. Draft TOR ICT – being reviewed

J. Annex 4 - Interviewees list

Organisation/ Affiliation	Name	Title/role
Government – Aid Coordination Unit		
ACU – Director:	Mukhtar Ahmed Mohamed	Project Board, Implementation aid architecture
Minister of MOPIED	Gamal Mohamed Hassan	Ministry of Planning Investment and Economic Development
AC key informants		
	Mohamed Ali	ACU Finance and Admin Manager
	Hodhan Noor	Partnerships/SDRF Officer
Former involvement		
ACU	Muhumed Hussein	Former ACU Director and Lead Integrated Coord. Team
Former UNDP Project Manager	Pau Blanquer	Aid Coordination Specialist
UNDP		
	Jocelyn Mason	Resident Representative, Project board
	Jacqueline Olweya	Deputy Resident Representative (Programme), Project board
	Laura Rio	UN Focal point for Economic Development Pillar Working Group, Economic Recovery & Institutional Development Portfolio Manager
UN Integrated Office		
	Jean Ives Bonzi	Coordination Officer UN IO / - UNSOM
	Jo Nickolls	Head of Office – UN Integrated Office
	Peter Nodstrom	Senior Trust Fund Manager – MPTF Somalia
AID Information Management System		
MOPIED	Mohamed Gele	Head ICT Unit – AID INFORMATION MANAGEMENT
	Matthew Geddes	Consultant Expert on AIMS
	Sarah Cramer	FORMER Aid Coordination Officer and consultant on AIMS/ Former WB UN IO / WB
Somalia Donor Group (SDGs)		
Donor consultation in early 2022		
Foreign Commonwealth Development Office (FCDO) is the current Chair of the Somalia Donor Group (SDG)	Damon Bristow	Development Director, FCDO Somalia
Norway (co-chair SDG) Royal Norwegian embassy Nairobi	Gunvor Skancke,	Head of Development Cooperation, Horn of Africa
Swiss	Thomas Oertle	Regional Director of International Cooperation, Horn of Africa (project board)
	Nimo Jirdeh	Governance and Policy Specialist (project board)
USAID	Joshua Vetter	Programme Officer, (project board)
	Brian Frantz	Deputy Mission Director, (project board)
Sweden		
Netherlands		
EU (no details available)		
Federal Member States engagement		
Questionnaire circulated twice with reminders		
Puntland - ACU Focal Point	Mohamed Hassan Barre	
Galmudug -	Aden ighe	ACU Focal Point
Jubaland	Armina Art	ACU Focal Point
Hirshabelle	Aden Ighe	ACU Focal Point
South West State	Abdulkadir Abdi	ACU Focal Point
Banadir Region	Hassan Abukar	ACU Focal Point
Staff in ACU, FGS and Pillar leads		

Questionnaire circulated twice with reminders		
UN IO	Merita Jorgo	Head of Risk Management Unit
FAO	Jonathan Brooks	Senior Programme Advisor
UNICEF	Jose Maria Bendito Prieto	Chief Social Policy, Equity & Gender
UNHCR	Ahmed Ainte	Senior CRRF Officer
UNDP	Doel Mukerjee	Portfolio Manager, Rule of Law
UNDP	Dragan Popovic	Portfolio Manager – Inclusive Politics
OCHA	Cindy Issac	Deputy Head of Office

K. Annex 5 - Project theory of change (extract from prodoc)

3.3 Programme Strategy

Theory of Change

If appropriate technical assistance and resources are provided to the government departments in a supportive and incremental way commensurate with absorptive capacity, and if the government departments start to engage with counterparts in similar situations and learn from their successes and mistakes, then the capacity to effectively and efficiently coordinate and manage aid of MOPIED and ACU will continue to grow. With greater capabilities, the national partners will be better able to provide the supervision, participate in and support continuous improvement of aid coordination and management. As the value, relevance and effectiveness of these organisations grow, these bodies will be perceived as more relevant and useful for the FGS and FMS enabling the bodies to fulfil their mandates, thereby contributing to improving aid efficiency and effectiveness and hence to peace, stabilisation and socio-economic development as well as the growing legitimacy of the state.

L. Annex 6 – Evaluation Matrix

Criteria	Key question/sub questions	Data source/collection method/means of verification
1. Relevance/ Coherence: Focus: to what extent are the outcomes of the project consistent with the needs of the Somali people, the Govt aid effectiveness priorities, international and human rights obligations?	- To what extent was the project relevant to the needs of the targeted beneficiaries, implementing partners, and Somalia priorities and strategies and achieve its overall objectives?	Monitoring reports
	- Did the project address the needs identified?	Monitoring reports; interview
	- Were the inputs and strategies identified appropriate, adequate and realistic?	Monitoring reports; interview
	- To what extent did the project contribute to the Country Programme Document outputs and outcomes, UN Strategic Framework, the SDGs, and the national development priorities?	Monitoring reports; interview
	- Did the project provide the necessary support to the target government institutions and engaged other stakeholders as outlined in the project document?	Monitoring reports
	- To what extent did the project contribute to gender equality, the empowerment of women and the human rights-based approach? Specifically, the evaluation will measure if the gender marker of the project was in line with the achieved results.	Monitoring reports Interview
2. Effectiveness Focus: To what extent has the project contributed to progress towards the outcomes and the achievement of planned development results?	- What and how much progress has been made towards achieving the overall outcomes and outputs of the project (including contributing factors and constraints)?	Monitoring reports; interview
	- Was the project effective in delivering desired/planned results? - How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?	Monitoring reports; interview
	- How effective were the strategies and tools used in the implementation of the project?	Monitoring reports; interview
	- How did the project funding level and resource mobilisation affect project implementation?	Monitoring reports; interview
	- At what level was **gender** mainstreaming adopted in the project implementation?	Monitoring reports; interview
	- At what level did the **COVID-19** limit the project to achieve its objectives to the optimal level?	Monitoring reports; interview
	- What are the lessons learned for future intervention strategies and issues?	Monitoring reports; interview
3. Efficiency Focus: Have the project's design and implementation modalities (management, coordination and delivery mechanisms across project elements) been efficient?	- Was the process of achieving results efficient? Specifically, did the actual or expected results (outputs and outcomes) justify the costs incurred? - Were the resources utilized efficiently?	Budget utilization reports.
	- Did project activities overlap and duplicate other similar interventions (funded nationally and/or by other donors?	Monitoring reports; interview
	- To what extent did the project's M&E mechanism contribute to meeting project results?	Monitoring reports; interview
	- Did the project remain aligned to the theory of change, if there was a deviation, how did it affect less efficiency and effectiveness? Could a different approach have produced better results?	Monitoring reports; interview

	Describe the management processes and their appropriateness in supporting delivery. - How efficient were the management and accountability structures of the project?	Monitoring reports; interview
	- How was the project's collaboration with the UNRCO, UNDP, the FGS, FMS, national institutions, development partners, and the SDRF Steering Committee?	Monitoring reports; interview
	- What are the **strengths, weaknesses, opportunities, and threats** of the project's implementation process?	Monitoring reports; interview
	- Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?	Monitoring reports; interview
4. Sustainability Focus: To what extent has the project led to long term and transformational change?	- To what extent are the outcomes of the project likely to be sustained after the completion of this project?	Monitoring reports; interview
	- Have the exit strategies, and approaches to phase out assistance provided by the project been adequate to support sustainability (including contributing factors and constraints)?	Monitoring reports; interview
	- How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)? - What knowledge transfer took place during the project implementation aimed at guaranteeing government institutions will play their role when the project is closed, and were these successful?	Monitoring reports; interview
	- Are there identified risks that may adversely limit the sustainability of the project deliverables or similar development priorities in the future? And are there solutions to mitigating these risks moving forward?	Monitoring reports; interview
	- Describe key factors that will require attention in order to improve prospects of sustainability of project outcomes and the potential for replication of the approach	Monitoring reports; interview
	- What are the recommendations for addressing similar development priorities in the future? (NB. The recommendations should provide comprehensive proposals for future interventions based on the current evaluation findings)	Monitoring reports, interview
5. Disability	- Were persons with **disabilities** consulted and meaningfully involved in programme planning and implementation?	Project documents, interview
	- What proportion of the beneficiaries of a programme were persons with disabilities?	Monitoring reports
	- What barriers did persons with disabilities face?	Monitoring reports, interview
	- Was a twin-track approach adopted?	Project documents, monitoring reports, interview

M. Annex 7 - Evaluation Questionnaire

<table>
<tr><td colspan="2"><u>PLEASE RETURN BY FRIDAY 3 DECEMBER 2021</u>
<u>CONFIDENTIAL</u> EVALUATION QUESTIONNAIRE
Final Evaluation of the Support to Aid Management and Coordination in Somalia Project
NOVEMBER 2021 - UNDP</td></tr>
<tr><td colspan="2">Thank you for completing the survey to support final evaluation of the above UNDP project.
Completed surveys are to be returned to the independent evaluator Ms Ann LUND annlundwork@gmail.com
<u>All survey responses will only be seen by the independent evaluator and treated as highly confidential</u>. No survey or part there-of will be shared with any party. Any responses contributing to the evaluation written report will be generalized and not attributed to any individual.
PLEASE ANSWER ALL OR AS MANY QUESTIONS AS YOU ARE ABLE TO. THANK YOU.
PLEASE SEND COMPLETED SURVEYS TO annlundwork@gmail.com</td></tr>
<tr><td>NAME:</td><td></td></tr>
<tr><td>AGENCY/ORGANISATION:</td><td></td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">1.   RELEVANCE/COHERENCE – the extent to which the project outcomes have respond to identified needs, Government's aid effectiveness priorities and human rights obligations.</td></tr>
<tr><td colspan="2">Q1.1. To what extent was the project relevant and achieved its overall objectives?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q1.2. Did the project address the needs identified?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q1.3. Were the inputs and strategies identified appropriate, adequate and realistic?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q1.4. To what extent did the project contribute to the Country Programme Document outputs and outcomes, UN Strategic Framework, the SDGs, and the national development priorities?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q1.5. Did the project provide the necessary support to the target government institutions as outlined in the project document?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q1.6. To what extent did the project contribute to gender equality, the empowerment of women and the human rights-based approach? Specifically, the evaluation will measure if the gender marker of the project was in line with the achieved results.</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">2.   EFFECTIVENESS – the extent to which the UNDP project has contributed to progress towards the outcomes and the achievement of planned development results.</td></tr>
<tr><td colspan="2">Q2.1 What and how much progress has been made towards achieving the overall outcomes and outputs of the project (including contributing factors and constraints)?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q2.2 Was the project effective in delivering desired/planned results? - How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q2.3 How effective were the strategies and tools used in the implementation of the project?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q2.4 How did the project funding level and resource mobilisation affect project implementation?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q2.5 At what level was gender mainstreaming adopted in the project implementation?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q2.6 At what level did the COVID-19 limit the project to achieve its objectives to the optimal level?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Q2.7 What are the lessons learned for future intervention strategies and issues?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">3.   EFFICIENCY – the extent to which the project's design and implementation modalities (management, coordination and delivery mechanisms) have been efficient.</td></tr>
</table>

	Q3.1 Was the process of achieving results efficient? Specifically, did the actual or expected results (outputs and outcomes) justify the costs incurred? - Were the resources utilized efficiently?
	Q3.2 Did project activities overlap and duplicate other similar interventions (funded nationally and/or by other donors?
	Q3.3 To what extent did the project's M&E mechanism contribute to meeting project results?
	Q3.4 Did the project remain aligned to the theory of change, if there was a deviation, how did it affect less efficiency and effectiveness? Could a different approach have produced better results?
	Q3.5 Describe the management processes and their appropriateness in supporting delivery.- How efficient were the management and accountability structures of the project?
	Q3.6 How was the project's collaboration with the UNRCO, UNDP, the FGS, FMS, national institutions, development partners, and the SDRF Steering Committee?
	Q3.7 What are the **strengths, weaknesses, opportunities, and threats** of the project's implementation process?
	Q3.8 Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
4.	**SUSTAINABILITY – the extent to which the project led to long term and transformational change.**
	Q4.1 To what extent are the outcomes of the project likely to be sustained after the completion of this project?
	Q4.2 Have the exit strategies, and approaches to phase out assistance provided by the project been adequate to support sustainability (including contributing factors and constraints)?
	Q4.3 How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)? - What knowledge transfer took place during the project implementation aimed at guaranteeing government institutions will play their role when the project is closed, and were these successful?
	Q4.4 Are there identified risks that may adversely limit the sustainability of the project deliverables or similar development priorities in the future? And are there solutions to mitigating these risks moving forward?
	Q4.5 Describe key factors that will require attention in order to improve prospects of sustainability of project outcomes and the potential for replication of the approach
	Q4.6 What are the recommendations for addressing similar development priorities in the future? (NB. The recommendations should provide comprehensive proposals for future interventions based on the current evaluation findings)
5. DISABILITY – the extent to which the project has responded to the needs of disabled persons	
	Q5.1 Were persons with **disabilities** consulted and meaningfully involved in programme planning and implementation?
	Q5.2 What proportion of the beneficiaries of a programme were persons with disabilities?
	Q5.3 What barriers did persons with disabilities face?
	Q5.4 Was a twin-track approach adopted?