

End-Line Evaluation of Peacebuilding Fund-supported Reconciliation and State-building Project.

UNDP Somalia

Final Report

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DISCLAIMER

The authors' views expressed in this publication do not necessarily reflect the views of UNDP.

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LIST OF ACRONYMS AND ABBREVIATIONS

AU	African Union
AMSOM	African Union Mission in Somalia
CO	Country Office
CPD	Country Programme Document
CSO	Civil Society Organization
ET	evaluation team
FGD	Focus Group Discussion
FGS	Federal Government of Somalia
FMS	Federal Member States
GEWE	gender equality and women's empowerment
HRBA	human rights-based approach
ICBF	Independent Commission for Boundaries and Federation
IP	Implementing Partner
KII	Key Informant Interview
IGAD	Intergovernmental Authority on Development
LOA	Letter of Agreement
MoCFA-JSS	Ministry of Constitution and Federal Affairs of Jubbaland State of Somalia
MolFA-JSS	Ministry of the Interior and Federal Affairs –Jubbaland State of Somalia
MolFAR	Ministry of Interior, Federal Affairs and Reconciliation of the Federal Government of Somalia
MolFAD-PLSS	Ministry of Interior, Federalism and Democratization - Puntland State of Somalia
MoRFA-GSS	Ministry of Reconciliation and Federal Affairs - Galmudug State of Somalia
MPTF	Multi-Partner Trust Fund
NDP	National Development Plan
NRF	National Reconciliation Framework
NRP	National Reconciliation Plan
OECD/DAC	Organisation for Economic Co-operation and Development Development Assistance Committee
OOP-HSS	Office of the President, Hirshabelle State
OOP-SWS	Office of the President of Southwest State of Somalia
OPM	Office of the Prime Minister of the Federal Government of Somalia
PAMG	Political Affairs and Media Group
PBF	Peace Building Fund
PRDC	Peace and Development Research Center (Puntland)
ProDoc	Project Document
REFS	Reconciliation and Federalism Support Project
TA	Technical Assistance
TBD	To be determined
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNSC	United Nations Security Council
UNSG	United Nations Secretary General
UNSOM	
VE	Violent Extremism

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The Evaluator would like to thank all of the people from UNDP and other UN agencies as well as the partners and beneficiaries of the PBF-supported Reconciliation and State-Building project for their work towards reconciliation and state-building as well as their participation in the evaluation's fieldwork. The Team appreciates their honesty and open sharing of their experiences and insights into the project.

Project Information Table.

Title	Supporting Reconciliation and State building processes
Goal	Reduce rural poverty, contribute to Somalia national development plans and sustainable development goals by 2019.
Project outcome	<p>To Strengthened capacity to resolve and prevent conflict in Somalia toward State-building</p> <p>Outcome Indicator 1.</p> <ul style="list-style-type: none"> Number of successful reconciliation / mediation process established towards state building process Baseline: Unpredictable and unstable political situation in country Target: At least four successful reconciliation processes established towards state building process <p>Outcome Indicator 2:</p> <ul style="list-style-type: none"> Overall trends in inter-clan conflict Baseline: Approximately 45 incidents of armed conflict registered by UNDSS in month of November 2018.
Output.	<p>Output 1.1 An agreed framework and standing capacity to prevent conflict and promote reconciliation in Somalia established.</p> <p>Output Indicator 1.1.1 Number of workshops, conferences/forums conducted to inclusive and gender responsive national reconciliation efforts and draft national reconciliation framework/strategic plan.</p> <p>Output Indicator 1.1.2 Number of national and local level peace building, conflict mitigation /reconciliation processes supported; Number of political mediation processes supported and resolved.</p> <p>Output Indicator 1.1.3 Number of national and local partners trained in conflict mitigation, reconciliation processes; qualitative assessment of capacity enhancement, including focus on women and youth peacemakers.</p> <p>Output Indicator 1.1.4 Number of office spaces rehabilitated in support of reconciliation and peace building process support.</p> <p>Output 1.2: Strengthened capacity of the UN to provide good offices in support of the peaceful resolution of conflict and improved relations between the FGS and FMS.</p> <p>Output Indicator 1.2.1 Number of reconciliation/mediation processes supported to strengthen FGS and FMS roles and responsibilities in context of federalism process</p> <p>Output Indicator 1.2.2 Number of Group of Friends of Reconciliation forums Conducted</p> <p>Output Indicator 1.2.3. Number of UN agencies and implementing partners trained on mediation and reconciliation process qualitative assessment of capacity enhancement.</p> <p>Output 1.3: Capacity of the state towards citizen engagement in reconciliation and State building efforts strengthened</p>
Project Period	26 Months, 1 st January 2019 – 28 th February 2021.
Project total Budget	2,598,173
Implementing partners	UNDP, UNSOM, FGS MoIFAR
Geographic zone for project implementation	Galmudug, Puntland and Hirshabelle federal members states.

Evaluation Information table.

Project Title	Supporting Reconciliation and State building processes
Evaluation type	Endline Evaluation
Commissioning agency	UNDP
Service provider.	Individual contractor/ Evaluation Consultant
Purpose	To assess the extent of the results at outcome and impact levels of project interventions for which the project had a direct contribution attributed to the target audience, and institutions across all level of government in all project locations.
Objectives of the endline evaluation	<ul style="list-style-type: none"> (i) Evaluate to what extent the PBF project has delivered effective, efficient, relevant and timely activities to beneficiaries as set in the project results framework. (ii) Assess whether the collaboration between stakeholders and project partners has added value, to the interventions with a positive effect on beneficiaries and other stakeholders. What has contributed to this added value and what has not? (iii) Identify and assess key lessons learned, challenges and draw recommendation for future programming on reconciliation and state building in Somalia. The end line evaluation should at least include one lesson learned and recommendation per evaluation category, i.e. effectiveness, efficiency, relevance etc.
Evaluation Criteria	The evaluation utilized OECD DAC evaluation criteria as well as PBF specific evaluation criteria, which have been adapted to the context and embedding United Nations Evaluation Group (UNEG) 'Ethical Guidelines for Evaluations'
Methodology and Approach	<p>Adapted theory-based approach to construct understanding on project result performance.</p> <p>Utilized mixed methods including Desk review, stakeholder interviews and case studies</p>
Duration.	The evaluation was initially planned and started in September 2021, but the process was halted repeatedly due to disengagement with the international consultant. Finalized in December 2022.
Geographic zone Coverage	All project locations.

EXECUTIVE SUMMARY

Somalia has for the last 30 years continued to experience fragility and it walks on journey of reconstruction and transition. The country continues to experience conflicts as a result of clan differences, violent extremism and competition for natural resources. Weak governance structures also continue to be a challenge as the country lays down its structures which have been attributed to the country's constitution which spells out federalism without clear details on its implementation. Progress is however being made in Somalia and tremendous international support from international agencies and partners is making a difference. The international partners have come in to offer both financial and technical support in reclaiming the country's stability.

The instability that has been experienced for more than 30 years has brought about elite and clan-based political competition among community members in terms of relationships and trust building thus needing reconciliation and peacebuilding interventions. The cessationist approach taken by some states seeking autonomy continues to weaken the governance structures of the country. AS attacks and competing interests from external actors also continue to undermine the achievement of the goal of stability.

The UN through the UN Peacebuilding Fund (PBF), cognisant of this reality funded a PBF-supported Reconciliation and State-Building Project to support reconciliation and peacebuilding in Somalia. The project was implemented through government ministries both at federal and state levels. The project supported statebuilding by strengthening and building capacity in these institutions as well as worked through these institutions on reconciliation with society, in particular clan elders, religious leaders, women, and youth and Civil Society Organisation (CSOs).

The PBF-supported Reconciliation and State-Building Project was designed with three components:

1. Provide structured support to mediation and reconciliation initiatives in Somalia
2. Provide the UN in Somalia, as part of UNSOM's good offices functions, with a flexible funding facility for urgent conflict prevention interventions
3. Support towards strengthening the capacity of state structures to engage citizens in reconciliation efforts

The endline evaluation was commissioned by UNDP as part of the project component. The purpose of the evaluation is to assess the extents of the result at outcome and impact levels of the project interventions for which the project had direct contribution attributed to the target audience and institutions across all level of government in all project locations. The endline evaluation have below three main objectives.

- Evaluate to what extent the PBF project has delivered effective, efficient, relevant and timely activities to beneficiaries as set in the project results framework.
- Assess whether the collaboration between stakeholders and project partners has added value, to the interventions with a positive effect on beneficiaries and other stakeholders. What has contributed to this added value and what has not?
- Identify and assess key lessons learned, challenges and draw recommendation for future programming on reconciliation and state building in Somalia. The end line evaluation should at least include one lesson learned and recommendation per evaluation category, i.e. effectiveness, efficiency, relevance etc.

The key audience for the endline evaluation UNDP, UNSOM/PAMG, PBF and Somalia government counterparts both at FGS and FMS level. The findings from the evaluation will be used to inform future improvements in designing and implementation of reconciliation and state building programmes.

This endline report has been developed based on desk review and qualitative findings collected using KIs and FGDs approaches. The findings have been analysed and triangulated based on generated themes to write this endline evaluation report. The qualitative data has been analysed thematically using content analysis and have been subjected to the OECD-DAC criteria of analysis to measure the different monitoring components. Detailed findings including findings on key themes as relevance, effectiveness, efficiency, impact, sustainability, lessons learned as well as conclusions and proposed

recommendations are presented in this report. The endline evaluation tools and reference materials are in the annex section of this report. The report starts with providing highlights of the reconciliation context in Somalia and linking it with background of the project. The endline evaluation structure including the methodology is discussed before the report ushers in the key findings of the endline evaluation.

Main Conclusions.

Relevance

The PBF project met the needs of the community in conflict resolution and capacity building through training of local leaders and government staff and engaging them in peacebuilding activities. The training was identified by the community leaders and government authorities engaged during the evaluation as relevant to their needs.

The project appropriately addressed the needs of the government authorities and community leaders on reconciliation and state building through addressing the underlying challenges of conflicts and federalism in the community and at government authorities level.

The project was aligned to the national plans and frameworks of achievement of peace, reconciliation and social cohesion. The project supported the FGS and FMS in developing and delivering various national frameworks and milestones in the journey of finding peace and reconciliation.

The project also supported the government in capacity building of its staff through training, infrastructure support and technical support by hiring technical advisors to oversee the project implementation.

While there was a consensus that the project is relevant to the needs of the government authorities and the target community. The respondents engaged indicated that they have not been involved in planning and design of the project interventions.

The PBF supported conflict mapping through data collection, data triangulation and a validation conference at the FMS level. The project was thus relevant in addressing conflict drivers and factors for peace identified in conflict analyses.

Effectiveness

The project activities were effective in achieving the project goals and objectives. The trainings and engagement in peacebuilding sessions changed communities' perceptions and mindset about federalism and peace. Focus Group Discussions with community members in Kismayo district revealed that changes in perception were attributed to the project activities including conflict resolution training that supported community leaders effort to addressing intra and inter-community conflicts.

The community for many years had a negative perception and a not-so-good working relationship with government and its agencies due to the weak governance system. The PBF project brought together all stakeholders including government and community members to work together through awareness creation and trainings thus building a trusting and better working relationship.

The PBF project support to government institutions through deployment of technical advisors and improving the capacity of these institutions through training and provision of equipment and infrastructure was considered very successful as it enabled the staff to deliver on their work effectively. The PBF addressed inter-clan conflicts that had been in existence for many years through peace and reconciliation meetings. The project contributed to peaceful resolutions of interclan conflicts in Galmudug, Southwest state and Hirshabelle start.

The PBF project adopted an inclusive approach where the relevant stakeholders both from government line ministries and agencies, the security sector, development partners and community members, women and youth were brought on board right from the inception stage until closure.

The PBF project helped Somalia make progress in reconciliation and peace building as well as avoid slipping further into conflict in the absence of progress in developing a national reconciliation strategies and frameworks to propel local efforts in peace building and reconciliation.

The involvement of community members as well as government agencies in the PBF project minimizes the risks of collapse of projects.

Efficiency

The PBF project supported peacebuilding strategies, supporting human resources, stationery and office equipment, conflict resolutions and reconciliation activities as well as awareness creation and sensitization on reconciliation at all levels. The project also supported coordination platforms for the stakeholders to participate and share information on peace building and conflict resolution.

All these project activities were reported to have been implemented as planned and according to the budget and were cost effective thus there was Value-for-Money.

Project timelines were delayed due to long bureaucracies at the UNDP both in approving project documents as well as funds release. This was reported to have affected the implementation of project activities. Engaged key informants from the ministry of interior at federal member states levels indicated that concept notes approval and transfer of funds are delayed subsequently delaying the project activities implementations.

The project covered a smaller scope in terms of target beneficiaries. There was a general feeling that the project should expand further to include other populations that were left out.

Sustainability

The government agencies through the OP gave their commitment to continue with the work. It is however not very clear whether they will be able to continue without funding from donors.

Strategies used to implement the project activities such as capacity building approach for the government staff, infrastructure development, trainings and information sharing forums and meetings was a great approach to ensure sustainability after the project life.

The involvement of community and government agencies in the PBF project minimizes the risks and gives them a sense of ownership and responsibility of the project even after closure.

Impact

The PBF project contributed to improved social cohesion through reconciliation of specific disputes within and between some states, districts, and communities/clans.

The ministry staff who were trained were able to support conflict resolution activities by setting up sustainable structures for follow-ups and accountability among aggrieved parties. The tangible impacts included:

- REFS project contributed to election framework by supporting dialogue of 1,2 and 3rd Dhusamareb meetings which led to 17th September and 25th May federal electoral model agreement.
- Reconciliation of Herale and Hurshe Reconciliation as well as Hananbure and Qalanqale reconciliation.
- Established Galmudug state youth peace ambassadors at all districts that are instrumental in moving forward reconciliation agenda.
- BFC developed basic delimitation guidelines and procedures conducted delimitation conflict assessment and identified key disputed boundary lines between FMS Reached state level agreement on working with delimitation line between Puntland and Galmudug and Galmudug and Hirshabelle

Main Recommendations.

Relevance.

- I. Somalia is an emergency context reality, integrating reconciliation and peace building interventions with other livelihood support interventions or creating linkages with other

projects within the same target areas to maximize relevance and impact of the project would be significant to achieving reconciliation objectives. The best way to prevent societies from descending into crisis including but not limited to conflict is to ensure they are resilient through investment in inclusive and sustainable development. Additional support on accessing livelihood needs will greatly encourage participation in project activities. Strengthened coordination and creating synergies at horizontal, vertical and sectoral level of administration will contribute to enhanced implementation of reconciliation and state building project.

2. To strengthen project ownership, stakeholders and target community consultation processes on project design and implementation should be continuous, inclusive and practical and start early on in the processes of strategic and programmatic development with relevant feedback loops and follow-up, drawing on the relevant Community Engagement Guidelines on Peacebuilding and Reconciliation.
3. While support on policy and strategy development is crucial to state-building effort, It's not an end to itself. Reconciliation support project should aim at supporting on implementation of appropriate strategies such National reconciliation framework to lay the foundation for appropriate implementation of reconciliation priorities at FMS and FGS level.

Effectiveness.

1. Reconciliation and peace building campaigns should be tailored to specific objectives and conducted over a long period of time benefitting extensive community members. The primary target of such advocacy should be community leaders in the rural areas and youth who take lead in perpetuating conflicts in the rural areas. Future project should consider extending coverages beyond major towns to ensure communities in rural areas who are the primary audience of clan conflict are supported.
2. There is a need to design a robust and objective capacity building supports rather than random and short-term trainings. The government authorities' capacity strengthening support should also be informed by training capacity assessments to ensure that the training match the capacity development needs of the staffs and feasibility contribute to the achievement of the project objectives. A number of project activities such as oral history and conflict mapping exercise were identified to have had very short duration. There is need to design long term projects activities that will allow enough time for implementation and measures results substantively.
3. A deliberate action should be taken to ensure that women, youth and other sectors of society are fully involved in the programs in the future. The project data collected during the monitoring exercise should be gender and age disaggregated to ensure that project participation is continuously determined, and gaps addressed for efficient implementation.

Efficiency.

1. As much as availability and coordination are crucial for the quantity of financing for reconciliation and peacebuilding, the quality of financing – long-term, context-specific, and flexible, among other factors are essential to efficient utilization of financial resources. UNDP should have an assessment system to enable best value for money. Where the upgrade of capacities may produce minimal results on peacebuilding, these resources can be reallocated towards actions that bring important results at the community level. Implementing agencies should be given consideration by donors.
2. Delays in project activities implementation due to setbacks in LOA signing and approval of concept notes come out conspicuously during ET discussions with government counterparts. Such delays may lead to not only failing to meet timely community needs but can also form the basis for in efficiency in resource utilization. UNDP should therefore develop time-friendly modalities that can enhance their operations to ensure such delays are avoided.
3. Prioritising and strengthening long-term programming that contributes to peacebuilding, including reconciliation processes, transitional justice, trauma healing and establishment of

economic incentives for peace, and localised conflict resolution mechanisms and processes. Closer engagement with civil society can be an avenue to establish community infrastructures to quickly respond and effectively maintain peace using a bottom-up process, in addition to navigating formal channels.

Sustainability and Ownership.

1. PBF funded project had a fair share of contributing to reconciliation process of a long-standing conflicts. To make reconciliation agreement more binding project actors should encourage the parties to draft peace agreements that envisage enforcement mechanisms. Agreements without mechanisms to implement them, particularly to sanction violations, are not sufficient they tend to be violated without consequences, and small incidents tend to escalate into inter-group conflict. Mechanisms that envisage complementary roles for community and security actors appear to be the most effective.
2. On implementing reconciliation activities at community level purpose to work through civil society organizations who have the trust of their communities, and greatly embedded in the community to continue working with the result of PBF funded project interventions. Put in place measures to facilitate their access to technical and financial support should need be and link them with the relevant government agency to continue monitoring their progress and provide relevant support.
3. Emphasize to establish or strengthen community structures such as peace committees that in ardently works with the local and national government structures to institute advocacy on peace and reconciliation beyond the project requirements. They can be supported through similar project to define their roles in peace-building activities such as reconciliation process and form an integral part of the community.

Impact.

1. Peacebuilding goals are long-term; so should be the case for peacebuilding financing. In this light, 2-3 years funding for a country-wide project is not substantive to allow effective implementation and real impact. Ensuring long-term funding might be difficult given the realities faced by donors. However, a continuous funding can be complimented from other streams available for reconciliation and state building.
2. To attain project long-term result more extensively and consistently, establish area-based interventions to maximize benefits rather than spreading the limited resources country-wide resulting to less effective or incomplete activities that undermines the achievement of the overall project results.

Gender and women empowerment.

1. Undertake a wholistic conflict assessment to better understand the gendered dimensions of conflict and reconciliation processes and their impact on outcomes. This would explore how the roles of people in conflict and reconciliation processes reflect wider societal gender constructs, and how a better understanding of these might contribute to the identification of the most effective ways to secure the meaningful participation of women as well as how to generate acceptance and support from traditionally resistant groups for this participation.
2. Design appropriate activities to facilitate women's participation in the reconciliation processes, based on the results of the initial discussions and analysis. These could include separate women's reconciliation conferences running prior to or parallel with "main" processes or encouraging and supporting women's participation in the "main" process.

I. BACKGROUND

I.1. Contextual Analysis of Somalia

Somalia has made important progress over the last decade in consolidating peace and rebuilding the state after more than two decades of conflict and many incomplete peacebuilding and statebuilding processes. The country has developed and moved forward in a transition to a federal structure which has included forming the Federal Government of Somalia (FGS) and a peaceful transfer of power at the federal level in February 2017 and the formation and strengthening of five Federal Member States (FMS). International support from the United Nations (UN) and key international partners has helped provide a space and capacity for consultation and compromise between the federal government and the FMS. The African Union (AU) Mission in Somalia (AMISOM) and the Somali National Army (SNA) have made progress in reclaiming various territories from the violent extremist group Al Al-Shabaab (AS).

However, these gains remain incomplete and fragile. Years of conflict have created tremendous needs for reconciliation and peacebuilding among communities across Somalia. Elite and clan-based political competition are widely recognized as continuing to present obstacles to the transition to an inclusive democratic system and statebuilding. The status of the newly formed states is precarious, as clans and elites compete for control of state institutions and power. The meaning and actual operation of federalism in Somalia is still being worked out. Critically, no comprehensive political settlement has been consolidated at the national or sub-national levels across Somalia. This contributes to keeping state capacity weak. In addition, state-building continues to be undermined by instability – particularly through AS attacks, and the country continues to face interventions from a host of different external actors with sometimes competing interests in Somalia.

Cognisant of the grim reality in Somalia, the UN Peacebuilding Fund (PBF) has supported many UN projects towards peacebuilding in Somalia. Key institutional partners of the PBF-supported Reconciliation and State-Building Project include the Office of the Prime Minister (OPM) of the Federal Government of Somalia (FGS), the Ministry of Interior, Federal Affairs and Reconciliation of Federal Government of Somalia (MoIFAR-FGS), the Independent Commission of Boundary and Federalism (IBFC), the Ministry of Interior and Federal Affairs –Jubbaland State of Somalia (MoIFA-JSS), the Ministry of Reconciliation and Federal Affairs - Galmudug State of Somalia (MoRFA-GSS), the Office of the President, Southwest State (OOP-SWS), the Office of the President, Hirshabelle State (OOP-HSS), and the Ministry of Interior, Federalism and Democratization, Puntland State (MoIFAD-PLSS). The PBF-supported Reconciliation and State-Building Project has supported statebuilding by strengthening and building capacity in these institutions as well as worked through these institutions on reconciliation with society, in particular clan elders, religious leaders, women, and youth. The project has also worked with civil society organizations (CSOs) directly to support reconciliation and peacebuilding.

I.2. Background of the PBF-Supported Reconciliation and State-Building Project

a) Political Context

Somalia has had more than three decades of war and state collapse, which has left the state and society frayed. International and national support for peacebuilding and state building have been challenging and challenged, including by the insurgent, terrorist group Al-Shabaab. State-building efforts and re-establishment of state institutions (political, judiciary and executive) is a deeply political process in which the delicate balance between stakeholders must be maintained, which has made substantial progress since Somalia's Provisional Constitution of 2012. This constitution refers to a federal system, but does not specify what these federal arrangements are. Agreement has yet to be reached by key Somali stakeholders on the kind of federalism Somalia is pursuing. This challenging political context is what motivated the design and implementation of the PBF-supported Reconciliation and State-building Project.

b) Description of the Project

The PBF-supported Reconciliation and State-Building Project commenced implementation 1 January 2019 for a planned duration of 20 months with USD 2,598,173. UNDP/Somalia however submitted a no-cost extension to extend the project to 26 months, which was approved by the PBF. The PBF-supported Reconciliation and State-Building Project thus ended 28 February 2021.

Additionally, the other Reconciliation and Federalism Support Project (REFS) initiative (Project ID: 00114146) also began January 2019 and initially used the same framework and three outputs with support from Germany, Sweden, and Switzerland. REFS continued throughout 2021 under a ProDoc revised in July 2020 (signed in September 2020) that developed a new results framework, indicators and targets.¹ The Multi Party Trust Fund (MPTF) website indicates that spending under this initiative has been USD 5,314,258.² The Theory of change for the project is annexed to this report. The PBF-supported Reconciliation and State-Building Project was designed with three components:

1. Provide structured support to mediation and reconciliation initiatives in Somalia in a strategic and catalytic manner, complementary to other ongoing or planned efforts. This would include, for example, capacity building support to the Ministry of Interior, Federal Affairs and Reconciliation and other national and local actors (both authorities and civil society), support to the National Reconciliation Framework and facilitation of dialogue on contentious issues linked to Somalia's peacebuilding and State-building agenda.
2. Provide the UN in Somalia, as part of UNSOM's good offices functions, with a flexible funding facility for urgent conflict prevention interventions, including mediation, dialogue and reconciliation between levels of government and in areas known to be prone to conflict and political tensions as well as hitherto unknown situations that may arise.
3. Support towards strengthening the capacity of state structures to engage citizens in reconciliation efforts, through establishment of mechanisms and tools such as public accountability fora and citizen report cards.

This design led to the below project's three Outputs:

- **Output 1.1:** An agreed framework and standing capacity to prevent conflict and promote reconciliation in Somalia is established;
- **Output 1.2:** Strengthened capacity of the UN to provide good offices in support of peaceful resolution of conflict and improved relations between the FGS and FMS; and
- **Output 1.3:** Capacity and willingness of the state towards citizen engagement in reconciliation and state-building efforts are strengthened.

The project supports Sustainable Development Goal (SDG) 16, recognising the centrality of governance-informed development to ensure that societies' aspirations for higher access and quality of public services are achieved through core government functions that are effective, responsive and inclusive. Additionally, the project contributes to the UN strategic framework priorities: SP2: Supporting the institutions to improve Peace, Security, Justice, the Rule of Law and safety of Somalis; and SP3: Strengthening accountability and supporting institutions that protect.

The PBF-supported Reconciliation and State-building Project works with government institutions in the Federal Government of Somalia, as well as Puntland, Galmudug, Hirshabelle, Southwest, and Jubaland States. The PBF-supported Reconciliation and State-building Project outcome was designed to contribute to the Inclusive Politics objective of the National Development Plan by achieving "a stable and peaceful federal Somalia through inclusive political processes and effective decentralization". In the project document, this was undertaken through three components:

1. Provide structured support to mediation and reconciliation initiatives in Somalia in a strategic and catalytic manner, complementary to other ongoing or planned efforts. This would include, for example, capacity building support to the Ministry of Interior, Federal Affairs and

¹ <https://mptf.undp.org/document/download/26226> (accessed 21 November 2021).

² <https://mptf.undp.org/factsheet/project/00114146> (accessed 21 November 2021).

Reconciliation and other national and local actors (both authorities and civil society), support to the National Reconciliation Framework and facilitation of dialogue on contentious issues linked to Somalia's peacebuilding and State-building agenda.

2. Provide the UN in Somalia, as part of UNSOM's good offices functions, with a flexible funding facility for urgent conflict prevention interventions, including mediation, dialogue and reconciliation between levels of government and in areas known to be prone to conflict and political tension as well as hitherto unknown situations that may arise.

3. Support towards strengthening the capacity of state structures to engage citizens in reconciliation efforts, through establishment of mechanisms and tools such as public accountability fora and citizen report cards.

Implementation of these three components contributed to a single outcome:

“Strengthened capacity to prevent and/or resolve conflicts in Somalia towards State-building”.

The total budget for the PBF Reconciliation and State-building Project was \$2.6 Million, contributed entirely by the UN Peace Building Fund. The PBF Reconciliation and State-building Project operated under a single Project Board with the REFS Project.

The project stakeholders.

UNDP is the recipient organization and lead agency for the project. UNSOM provides the overall political advice and a strategic direction, for the project through the SRSG's good offices and the Political Affairs and Mediation Group (PAMG), as well through its offices in each of the FMS. The Integrated Office of the Deputy Special-Representative of the Secretary-General, Resident and Humanitarian Coordinator, provides coordination support through the Peacebuilding Fund Secretariat and risk management through the Risk Management Unit. Other UNSOM sections are also called upon from time to time to provide advice on specific components, such as human rights (through the Human Rights and Protection Group) and justice and security institutions (through the Rule of Law and Security Institutions Group).

UNDP and UNSOM work closely with the Federal Government of Somalia as an implementing partner, in particular Minister of Interior, Federal Affairs and Reconciliation (MoIFAR) and with administrations in the FMS. MoIFAR is co-chair of peacebuilding fund coordination committee for Somalia and provide coordination support with the project management board. UNDP also coordinates project activities with other relevant Ministries involved in the State-building process, particularly the Ministries of Constitutional Affairs, Justice, and Planning, Investment and Economic Development.

2. BACKGROUND OF THE EVALUATION

2.1. Purpose of the Evaluation

As per the Terms of Reference (TOR) for the International Evaluator, UNDP/Somalia sought for an independent endline evaluation of their PBF-supported Reconciliation and State-Building Project. The endline evaluation set out to answer to the following evaluation objectives:

- To determine the extent to which the PBF-supported project results have contributed to changes in the reconciliation and state building processes creating an enabling environment thereof through assessing outcomes;
- To examine the project's implementation process drawing upon the project's results framework as well as other monitoring data collected on the project outputs and outcomes;
- To assess the effectiveness of the implementation strategy and the results;
- To examine the roles and responsibilities, coordination mechanisms, partnership arrangements, institutional strengthening, beneficiary participation, and sustainability of the programme; and

- To recommend areas for future improvement and learning.

2.2. Scope of the Endline Evaluation

As per the TOR and the agreed upon approach, the evaluation was conducted at the FGS, FMS and community levels (focusing on the processes and outcomes of communal reconciliations). The evaluation included a review of the project design and assumptions made at the beginning of the project design process. The evaluation assessed the project management processes including the implementation strategies; and the project activities; the extent to which the project results have been achieved, partnerships established, capacities built, and how cross cutting issues of mainstreaming gender, human rights and south-south cooperation have been addressed in the project.

The evaluation also examined the outputs and outcomes changes and the contributions of the project to these changes. A further analysis of factors in case the set benchmarks were not fulfilled was also done. Additionally, the endline evaluation also identified any project gaps and documented lessons learned for future referencing in addition to proffering recommendations for potential support to peacebuilding and state-building for the future.

Subsequently, the evaluation, based on the plans developed by the prior evaluator, focused on Galmudug and Puntland States. A focus on Galmudug is warranted as project materials assert that the PBF Reconciliation Project was instrumental in the formation of the Federal Member State (FMS), which in the wake of formation, was able to contribute with project support to the broader Dhusamareb Political Reconciliation Dialogue that in turn led eventually to the 17 September agreement. Evaluation of Puntland project locations and outcomes on the other hand focused on the roles of strong civil society partners like the Puntland Development and Research Centre (PDRC) with project support that complements a focus on state actors in Galmudug.

The evaluation primarily addressed the achievements of PBF Reconciliation Project from its inception in December 2018 until its completion in February 2021. It also assessed the progress made by the Federal Government of Somalia (FGS) and associated member states since the end of the project when using their own resources to improve their reconciliation efforts. All elements of the project design and delivery have been considered, though field data collected only in a sample of implementing states.

The primary users of the findings will be UNDP Somalia, UNSOM/PAM the PBF and Somalia government counterparts at FGS and FMS level particularly MOIFAR. The evaluation findings will also be useful for Federal Member States and UNSOM. The learning captured from the evaluation will be crucial in designing future similar program in Somalia. This endline evaluation report has been designed to facilitate engagement of all stakeholders.

Key Evaluation Questions.

EQ1. To what extent did PBF funded project objectives and design respond to NDP, UN country, and other relevant policies, and priorities, and continue to do so if circumstances change.

EQ2. Determine the extent to which the intervention achieved its objectives, and its results, including any differential results across groups.

EQ3. To what extent did the project and support activities were delivered in cost efficient and timely way.

EQ4. Establish how the PBF funded project has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

EQ5. Determine the extent to which the results and benefits of the PBF funded project will continue or are likely to continue beyond the project period.

Developed evaluation tools were based on key evaluation questions, assumption to be tested and indicators in the project result framework. All the questions were adapted to specific areas under review to derive evidence-based findings that significantly meet the learning needs of the project stakeholders.

2.3. Endline Evaluation Deliverables

- An inception report defining the approach, methodology and timelines for the execution of this assignment;
- Preliminary findings from the data collection period;
- Draft end-line evaluation report submitted for review by the consultant to UNDP and the evaluation board; and
- Final end-line evaluation report addressing all comments on the draft from UNDP and other stakeholders comment submitted by consultant through UNDP.

3. METHODOLOGY

3.1. Approach

The external evaluation team of the Supporting Reconciliation and State-Building Processes Project (referred to as the PBF-supported Reconciliation and State-Building Project) was guided by the evaluation's TOR. The approach and used methodology to process the evaluation findings adhered to the agreed upon protocol at the inception stage as outlined in the inception report.

The evaluators developed an inception report outlining the technical approach, data collection protocols as well as implementation plan. The report also included a plan to use document review and remote interviews as a team with a national evaluation consultant for discussions with the project team and the project evaluation board. The report included an Evaluation Matrix that explained what information would be collected, sources of the information, and how the evaluation team would collect and analyze these data to answer all of the evaluation questions from the TOR to meet the purposes of the evaluation. ENEG best practices, such as the final evaluation report does not attribute any specific comments to individuals or organizations, were affirmed for the evaluation's fieldwork and reporting plans.

Discussion of the draft Inception Report helped build a shared understanding between the project team, the evaluation board and the evaluation team on plans and processes of the evaluation. Among those discussed and agreed upon included what was needed for fieldwork, timeframe, team, and remote data collection methods due to COVID-19 pandemic with project partners, stakeholders, and beneficiaries.

PBF Funded project endline evaluation followed a standard evaluation criterion drawn from the United Nations Evaluation Group (UNEG)/Organization for Economic Cooperation and Development (OECD), and as stipulated in the Endline Evaluation ToR (Annex 3). PBF funded project was assessed in relation to relevance, effectiveness, efficiency, sustainability and ownership and impact. The cross-cutting themes of human rights, gender mainstreaming within the work of UNDP, and synergies between programme areas were also relevant.

The evaluation was based on analysis of secondary and primary data collected from various sources, including relevant project documents and reports, interviews with key informants, including government counterparts and programme staff, national stakeholders, civil society groups and beneficiaries. The list of individuals interviewed is in Annex 2. A mixed approach of quantitative and qualitative methods was used in assessing the extent to which the programme's interventions were consistent with, and contributed to the overall objective to support strengthening of the capacity of government and community institutions to prevent and or resolve conflicts in Somalia towards state building. In assessing the programme's relevance and effectiveness, the central question was to determine the extent to which the programme's strategy model was applied, and if so, whether or not it contributed to the overall objective.

A key assumption is that partners and stakeholders will provide the time for relevant staff to participate in interviews for the evaluation. As proposed during the inception stage by the evaluation team, a

mixed methods approach has been used in this endline evaluation. Specifically, three methods and sources of data for the evaluation have been utilized including:

1. Desk review of PBF-supported Reconciliation and State-Building Project documents and reports; The list of documents reviewed is annex I to this report
2. Individual and group key informant interviews (KIs) using a semi-structured interview guide and questions, with project staff, project partners, stakeholders and beneficiaries at the community level. A total of 52 individuals were interviewed representing across section of the stakeholders including government officials at federal and regional levels, UN agencies, Civil society organizations (CBOs). The list of individuals interviewed is annexed to this report.
3. Focus Group Discussions (FGDs) with beneficiaries- Three focused group discussions were conducted with project beneficiaries and community stakeholders' In two locations Baidoa and Kismayo

3.1.1. Desk review

Desk review approach involves a review of project related documentation and literature materials. During this endline evaluation, the evaluation team led by the International Consultant carried out a review and analysis of the PBF-supported Reconciliation and State-Building Project related documents such as project the original and amended ProDoc and country office (CO) planning materials, annual work plans, project letter of agreement with partners, board meeting reports, Project implementation reports, materials from Civil Society Organization (CSO) programming supported by the project, Project Briefings, semi and annual reports to the PBF, and the final report. Other relevant documents from outside of the Project were also reviewed to support understanding the context of reconciliation and federalism across Somalia that has shaped project development, implementation, and results. **A complete list of materials used is included as Annex 2.**

3.1.2. Key Informant Interviews

The national and international evaluator conducted KIs with key staff of the PBF-supported Reconciliation and State-Building Project, UNDP, and UN, FGS and FMS partner institutions, and stakeholder institutions. The selection of key informants for the endline evaluation adopted a purposive sampling approach that allowed selection of participants based on their expertise in the field of peace and reconciliation in the Horn of Africa and Somalia, as well as involvement in the project activities. The evaluation team used an interview protocol to obtain explicit informed consent from all individuals reached for interviews that guaranteed them anonymity and non-attribution as usual best practices in UN evaluations. Interviews were held with the 13 key partner institutions of the project as shown in the table below.

Table 1: Key Informant Interviews Respondents

	Organisation
1.	Office of the Prime Minister- Federal Government of Somalia (OPM-FGS)
2.	Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR-FGS)
3.	Ministry of Constitution and Federal Affairs-Jubaland State of Somalia (MoCFA-JSS)
4.	Ministry of Reconciliation and Federal Affairs - Galmudug State of Somalia (MoRFA-GSS)
5.	Office of the President, Southwest State (OOP-SWS)
6.	Office of the President, Hirshabelle State (OOP-HSS)
7.	The Ministry of Interior, Federalism and Democratization, Puntland State of Somalia (MoIFAD-PLSS)
8.	UNSOM
9.	UNDP
10.	PBF
11.	Other donors for the REFS project
12.	Civil society organizations funded by the project (e.g. PDRC)

13.	International NGO stakeholders (e.g. Global Partnership for the Prevention of Armed Conflict)
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***A list of all KIIs reached for interviews is included as Annex 3.**

3.1.3. Focus Group Discussions

Focus Group Discussions as a qualitative method was used to collect data to complement interview data. Similar category of respondents as those of the KIIs were gathered into groups to share their experience and discuss the project among themselves in a structured way to support answering the evaluation questions. FGD questions dug deeper into a subset of the KII questions where staff, partners, stakeholders, and beneficiaries may have had different views or disagreements. The international evaluator held FGDs with:

- Partner staff in FGS, FMS institutions;
- Embedded advisors of the project; and
- Civil society

3.2. Data Collection

Once all the data collection protocols and tools were approved by the PBF project team, the evaluators set out to collect the data from the target respondents. The data collection was done by the evaluators. National evaluator had primary responsibility of collecting data from the field by engaging government counterparts and project beneficiaries by organizing and holding several KIIs with project informants and experts as well as FGDs at the community level with beneficiaries both in-person or remotely depending on the COVID-19 situation. The FGDs were carried out in the locations where the project had engaged in reconciliation or state building processes including Sool and Sanaag, the Galkayo district and Galmudug among others.

The KIIs and FGD data was collected by writing detailed notes for use in the analysis and writing of this report. Body language and silent cues were also recorded for purposes of this evaluation to give an overview of various sentiments from the target respondents.

To ensure participation for all the evaluation tools were tested for cultural sensitivity of the questions.

Through out the data collection, evaluators emphasized equal representation of both men and women to ensure gender equality. Where women participants were not available at the time partner interview appointment, the evaluators undertook separate discussions with the female representative to ensure their views and suggestion are incorporated in the key findings.

Gender equality and social inclusion were emphasized during the field data collection by ensuring participation of different community groups including marginalized and people with disability in the FGDs. Separate FGDs sessions were also conducted for women to gather their perspective of on the project activities implemented in their community.

3.3. Data Analysis and reporting

Once the data was collected, summaries of each interview were created for use in writing this report. The evaluation team members recorded and tracked analytical insights during the data collection phase. The data was analysed using content analysis and gridding to allow for drawing of themes of analysis based on the PBF project focus areas and evaluation locations. The data drawn from all the evaluation methods was triangulated and interrelationships drawn to allow for conclusions and recommendations. The triangulation of the findings in this report has been applied using four basic parameters:

- Data triangulation – the use of a variety of data sources;
- Investigator triangulation – the use of different evaluators;
- Theory triangulation – the use of multiple perspectives to interpret the data; and

- Methodological triangulation – the use of a mix of methods (document review, KIs, and FGDs).

Data analysis has been done on an ongoing and iterative basis during the in-field activities. All anecdotal data has been analysed collectively and reviewed considering the project performance and achievement of results. Following the state consultations, the team undertook joint iterative data analysis and synthesis, which was structured in two main ways: a) Against the detailed evaluation questions; and b) According to emerging themes. Using this approach ET easily linked the evaluation questions to key data analysis to derive a clear findings.

Quantitative data gathered from primary sources has also been analysed to establish patterns and trends in the utilization of financial resources. A thorough review of KI and FGD notes has also been undertaken to provide the basis for analytical generalization. Through this process, the team has jointly drawn conclusions, made judgements in relation to the key evaluation questions and considered preliminary recommendations.

Qualitative data analysis involving systematic scrutiny of the project result framework to derive key desired changes of the project to match it with the key findings from the evaluation. The PBF Reconciliation Project is a small discrete intervention within the huge overall international effort to support peacebuilding, reconciliation and state building in Somalia. In addition, achievement of the indicators at the Outcome level have involved multiple changes in the complex interaction between the public sector and citizenry. The ProDoc reflects this by emphasizing the ‘catalytic’ contribution of the PBF Reconciliation Project. Thus, attempting to directly attribute sustained changes in the Somalia reconciliation patterns to specific PBF Reconciliation Project interventions may not be appropriate. Therefore, the evaluator has concentrated on the use of the Contribution Analysis methodology as its primary means of synthesising the findings and generation of conclusions. Using this method, the evaluation team has laid out a ‘performance story’ of why it is reasonable to assume (or deny) that the actions of the PBF Reconciliation Project have contributed in a meaningful way to the observed changes, particularly in laying the basis for strengthened reconciliation capacity in the future. Contribution Analysis has also been used to measure the impact of the evaluation and PBF Reconciliation Project’s potential for sustainability through these catalytic contributions by including information gathered from other donors and agencies that work in Somalia. The endline evaluation analysis has therefore been done systematically and thematically focusing on the project goals and objectives.

3.4. Quality Control Protocols

In all the stages of this endline evaluation, quality control protocols were adhered to to the latter. This has therefore informed every action and deliverables of the evaluation. The quality assurance system and teams were drawn both from the evaluation team as well as the UNDP and PBF project teams. The evaluation team have at every stage appraised the PBF project team of the progress as well as the quality control processes that were undertaken during the entire evaluation period. The Report has used these approaches and methods to ensure that:

- Pre-existing data and other sources are used and primary data has been collected through interviews towards validating project reports;
- Sufficient consultations have been undertaken to ensure the accuracy, validity, relevance, and usefulness of the evaluation fieldwork;
- Conclusions and Recommendations are based on the synthesis and analysis of evaluation findings;
- Findings and conclusions, and the recommendations that follow are logically coherent, based on results achieved and presented in a structured, clear and concise manner;
- Recommendations are practical and action-oriented, but not prescriptive; and
- The report responds to the ToR and addresses all evaluation questions.

3.5. Ethical Considerations

The endline assessment adhered to a specific set of codes of conduct for the researchers as well as ethical obligations to assessment respondents in relation to data collection, data management, storage and usage. Strategies that were deployed in this regard included:

- Survey respondents were assured of the confidentiality of all data collected from them and further that the data will be used exclusively for the assessment process. Their participation was on voluntary basis, no personal information was collected to ensure anonymity. These were clearly stated in the consent and information section of all tools and were clearly read to the surveyed respondents.
- Participation was based on informed consent, which entailed providing the respondents with full information about the assessment and its approach, their role in the assessment and attendant personal benefits, both directly and indirectly.
- The interactions between the ET and the respondents as well as among the respondents themselves were based on mutual respect and trust.
- To ensure anonymity of respondents, they were all assigned unique codes as respondents' identifiers.
- In summary, a shared responsibility with regard to ethical conduct amongst the evaluators and the survey respondents was of essence to ensure high quality work guided by professional standards and ethical and moral principles to be achieved. Ethical obligations of the evaluators included independence thus free of bias; impartiality at all stages of the assessment; credibility thus based on reliable data and observations; avoidance of conflict of interest to ensure that the credibility of the assessment process and output is not undermined, honesty and integrity and accountability.
- Lastly, during data processing and reporting, the obligations of the evaluators included ensuring accuracy, completeness and reliability of the data processed as well as the evaluation reports and presentations.
- **Do No Harm principle:** During the endline evaluation, the team obeyed and adhered to Do No Harm policy and other operational policies in the project target districts. All ET members conducted data collection in an ethical manner to avoid inadvertent harm to respondents.

3.6. Evaluation Limitations

The endline evaluation has heavily collected data using qualitative methods. Qualitative methods have limitations due to their design. Findings are merely opinions and could be subjective due to different situations under which they are discussed. They should therefore be interpreted with caution and especially where they are grossly over-stated. To mitigate this, evaluator ensured triangulation of findings are done efficiently to ensure the findings don't only speak to majority of the opinions but also have linked evidence and substitutive.

The COVID-9 pandemic was also one of the key limitations in this evaluation. People were highly discouraged. To mitigate this and ensure safety of both the respondents and ET, all COVID-19 protocols were adhered to in the whole data collection process. For those that were not comfortable with physical meetings for interviews, telephonic data collection was done.

Telephonic data collection is a limitation in itself since an evaluator may not be able to deduce the silent cues and body language of the respondent. This may therefore not provide a clear context or analysis of the respondents' circumstances during the interview thus may skew the interpretation of the results. To mitigate this ET ensured respondents clearly understood the purpose and the objective of the evaluation and emphasizing that the information they give will be treated with high level of confidentiality and will be solely used to advice on future improvement of similar projects.

4. EVALUATION FINDINGS

The last decade has seen both humanitarian and development projects adopting a need-based approach in their programming. This approach guides the nature and model of interventions that are taken to communities in need, with accountability and learning being key determinants in measuring program successes or failures. Communities are engaged before, during and after the interventions to ensure that the programs are relevant to their needs and priorities, efficient and sustainable after project life. The PBF project was not any different as it laid down structures to address the target community's reconciliation and peace building needs. The PBF project, after its completion was therefore evaluated in terms of its outcomes, successes and lessons learned, its relevance, efficiency, sustainability and ownership, effectiveness, lessons learned and overall impact and its endline evaluation results are presented in this report. This report presents a detailed analysis of the findings before, during and after project period thus giving a full view of the project before its inception and after. The findings of this evaluation have been analysed using the OECD-DAC criteria of analysis and has considered key parameters of analysis of this model including its quality, relevance and effectiveness. Further, this report presents the findings in thematic format covering the key implementation sectors of the PBF-supported project.

4.1. Relevance

Relevance is defined in the revised OECD DAC evaluation guidance as “The extent to which the intervention objectives and design respond to beneficiaries’, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.”³ This general definition of relevance is then applied in the evaluation based on the goals and objectives of the PBF-supported Reconciliation and State-Building Project and the evaluation questions below.

Relevance of the objectives and activities of the project.

PBF-supported Reconciliation and State-Building Project materials, other documents, and interviews with UN and project staff, partners and stakeholders affirmed the relevance of the project's objectives and activities to project partners and stakeholders. The three outputs were seen as representing the objectives of the project:

- Output 1.1: An agreed framework and standing capacity to prevent conflict and promote reconciliation in Somalia is established
- Output 1.2: Strengthened capacity of the UN capacity to provide good offices in support of peaceful resolution of conflict and improved relations between the FGS and FMS
- Output 1.3: Capacity and willingness of the state towards citizen engagement in reconciliation and State-building efforts are strengthened

The activities developed and implemented by the PBF-supported Reconciliation and State-Building Project through the ProDoc and AWP were seen as relevant to achieving these objectives in interviews; project materials also argued convincingly that these activities aligned and were relevant to achieving these outputs.

Similarly, the evaluation findings corroborate these findings. Majority of the respondents just like the project documents alluded that the project activities were relevant to the state building and peacebuilding in Somalia. Most of them mentioned that the project activities enabled the target communities to build a better understanding of reconciliation thus bringing clear overview of the processes. Specifically, training on conflict resolution and peacebuilding among community members and local leaders was said to have been the game-changer.

³ See the 2019 revisions to the criteria originally developed in 1991 in “Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use OECD/DAC Network on Development Evaluation <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf> (accessed 1 November 2021)

“The ministry of interior of Jubaland state of Somalia provided training that was meant to assist community leaders to gain the necessary skills they require in solving disputes and conflicts between different clans in the state,” FGD Respondent_Jubaland State.

The PBF project was also said to have implemented activities that aligned with the national reconciliation needs in Somalia and that the objectives and activities were aligned to the MoFAR mandate of state reconciliation and peacebuilding. Further, the project the Ministry in achieving its national objectives of reconciliation and state building by supporting in its formation as well as the finalisation and roll-out of the National Reconciliation Framework, organising forums for peacebuilding discussions and outreach activities.

“With the help of the project the ministry was able to organize important conferences to discuss federalism and reconciliation issues with various groups of the society,” KII Respondent_MoFAR Advisors

Key Somalia frameworks - the National Development Plan (NDP) and Provisional Constitution, shaped and were noted in documents and interviews as driving the development and implementation of The PBF-supported Reconciliation and State-Building Project. The project contributed directly to the development and use of the National Reconciliation Framework (NRF).

UN and project management interviewed knew and recognized how the PBF-supported Reconciliation and State-Building Project was consistent with and contributed to the UN Strategic framework/plan and UNDP-Country Programme Document.

The evaluation respondents also shared similar sentiments that that project aligned with the national plans and frameworks. The PBF project provided technical support to the Ministry through its activities by engaging peace and reconciliation experts to support the Ministry in addition to infrastructure support. It was widely mentioned that the project supported the Ministry in rebuilding infrastructure and facilities that had been destroyed during conflicts.

“Through the project the Ministry was able to engage federalism and reconciliation experts to support the ministry in implementing project activities as Oral historiography, leadership dialogue conferences as well as other activities under similar project implemented by the ministry,” KII Respondent_MoFAR Advisors
“The project also supported rehabilitation of the ministry infrastructure after the premises were attacked by AS terror groups twice causing a lot of physical distractions to the offices,” KII Respondent_MoFAR Advisors

“Office of the ministry of interior has benefited from infrastructure building of halls to support; other government institutions and come to the halls for the team,” KII Respondent_SWS project Focal Point

Subsequently, the National Development Goal of the Federal Government of Somalia was reconciliation focused on inclusive politics and tolerance. The PBF project aligned with this plan and supported the plan by strengthening inter-governmental relations between Federal Member States to work together effectively on federalism activities through creating linkages and engagement platforms for them.

“The project was in line with the strategic plan of the ministry as well as the national development plan of the country where reconciliation and federalism is crucial areas envisioned to be addressed in the coming two years,” KII Respondent_MoFAR Advisors

“The project supported in the Intergovernmental relations Orientation training,” KII Respondent_SWS project Focal Point

The PBF-supported Reconciliation and State-Building Project strategies were developed through the ProDoc and implemented through AWP that followed from the conflict analysis in the ProDoc. The peacebuilding and state-building strategies, implemented were aligned with and responded to the project's conflict analysis and rationale in the ProDoc.

Stakeholders interviewed therefore affirmed and recognized the relevance of the PBF-supported Reconciliation and State-Building Project for Somalia. The PBF project provided an opportunity for community members to participate in different project activities in the target locations thus enabling them to air out their grievances and opinions without blame game. This was therefore said to have

helped the people change their perceptions and mindsets on peacebuilding and reconciliation. Additionally, ways the activities have improved the peacebuilding environment are addressed below in the Effectiveness and Impact sections. Stakeholders thus saw the PBF-supported Reconciliation and State-Building Project as highly relevant.

The PBF-supported Reconciliation and State-Building Project contributions to key progress in reconciliation and statebuilding in Somalia over 2019 to the present were noted in project reporting documents as well as in interviews with project and UN staff as well as The PBF-supported Reconciliation and State-Building Project partners and stakeholders at the level of the Federal Government, FMS, districts in FMS, in local communities, and through work with civil society.

The PBF-supported Reconciliation and State-Building Project contributed to the Dhusamareb negotiations and agreements that led to the key agreements, including the “Mogadishu” or “17 September” Agreement that was approved by the two chambers of Somali parliament on 27 September 2020 to serve as the foundations for peaceful transition of power through elections via Electoral Constituency Caucuses. This framework was affirmed again as part of the 29 June 2021 “Agreement on Election-related timeline”, including the consensus on the implementation of a 30% quota for women.

The PBF-supported Reconciliation and State-Building Project produced evidence for significant contributions to key changes in peacebuilding and statebuilding through support for reconciliation and federalism in Somalia. Project materials and interviews with UN and project staff, project partners in government institutions, and CSOs noted ways that partners were able to modify strategies and plans in the PBF-supported Reconciliation and State-Building Project under changing conditions in Somalia to appropriately respond to the specific needs and priorities of these partners and their stakeholders. Collaboration was effective in responding to the needs and priorities of partners and stakeholders through The PBF-supported Reconciliation and State-Building Project.

The findings further indicate that the project stakeholders had shared priorities thus making it easier for the project to respond to their different needs. Each of the stakeholder had their role in the PBF project thus allowing for synergy and smooth implementation.

“there are now a number of organizations who are supporting the government in the effort of enhancing peoples understanding on the concept of reconciliation and state building countrywide,” KII Respondent_IFSA Hirshabelle.

On the other hand however, there were scores of respondents who felt that the approach taken by the PBF project in engaging with government first so as to reach the communities was not a good approach. They believed that community-led approaches yield better results as opposed to what was utilised in the project.

“UNDP focused on dealing with the government; Community driven and community centered approached; It’s a top down approached. Reconciliation best work with community taking the lead,” KII Respondent_Project Focal Person_SWS.

The PBF-supported Reconciliation and State-Building Project developed and conducted work with key partners to conduct conflict analyses and use these analyses in project implementation to support reconciliation and statebuilding, which have been identified as key strategies for peacebuilding at the federal, state, and community levels across Somalia. The PBF-supported Reconciliation and State-Building Project developed and held online training for FGS and FMS ministerial partners on conflict analysis and mapping which was then used in the development of Regional Reconciliation Plan by them. The PBF-supported Reconciliation and State-Building Project, through LOAs with these partners, supported data collection, data triangulation and a validation conference at the FMS level. The project was thus relevant in addressing conflict drivers and factors for peace identified in conflict analyses. The knowledge and information shared among the stakeholders in the trainings.

“Through the project inter-ministerial working and coordination was also strengthened as the project created an opportunity to look into mandates of each of the ministry and draw clear demarcations for divisions of roles and mandates among the ministries of Hirshabelle state,” KII OP_Hirshabelle

Project staff, partners, and stakeholders noted that the project focused on the key challenges of Somalia and critical need for statebuilding through peacebuilding and the development of the federal system.

During the project period, the target locations continued to face conflict and reconciliation challenges. The PBF project continued with its planned activities that were designed to meet the community needs from the design stage. The peace and dialogue forums including conferences and trainings done by the project therefore came in handy the whole time in addressing these challenges. The PBF-supported Reconciliation and State-Building Project was thus appropriate and strategic to the state building goals and challenges of Somalia when designed and this relevance continued throughout implementation. These findings were corroborated from both desk review sources as well as the interviewed respondents.

“In 2019 two clans have fought. Reconciliation conference for these two clans including Leysaan and Boqol hore was organized through the project,” KII Respondent_SWS project Focal Point.

PBF-funding for the Reconciliation and State-Building Project was a key input to peacebuilding and statebuilding across Somalia, which was leveraged by UNDP through other donors through a second larger REFS project (in terms of funding) with the same board, management, and team towards the same outputs as the PBF-supported Reconciliation and State-Building Project. This increased funding through a second project was seen by UNDP, development partners, and implementing partners as affirming that UNDP engagement was appropriate. The need for greater resources and effort given the scale of Somalia’s reconciliation and state-building needs was also noted; this meant the PBF inputs to the Reconciliation and State-Building Project (2.8 m USD) were seen as too small given the magnitude of these challenges at the FGS level, in the FMS, in districts, and at the community level across Somalia.

The additional resources (almost 4.5 million USD through the Somalia MPTF) according to the REFS ProDoc at the end of 2018) put to the second project was seen as having been catalyzed by the PBF investment in the PBF-supported Reconciliation and State-Building Project staff, UN staff, and some of the key partners (those that understood that there were two distinct projects). The additional resources through the MPTF enabled the achievement of more results through these resources through a ProDoc for REFS that mirrored the the PBF-supported Reconciliation and State-Building Project ProDoc and the same UNDP project management.

*In conclusion, the ProDoc developed strategies to achieve targets that were realistic with the level of resources available to the PBF-supported Reconciliation and State-Building Project.

Project documents as well as staff, partners, and stakeholders interviewed noted that the project focused on the key challenges of Somalia and critical need for statebuilding through peacebuilding and the development of the federal system. Other documents reviewed also stressed the critical need for Somalia to resolve the myriad of conflicts within its borders and to build the state, including deciding on and developing its nascent federal character in an inclusive way.

“...The project supported reconciliation between conflicting clans of Suleiman Wagar dac In Dhusamareb district -Kismayu- Ormale and Harti, Jowhar- Shidle iyo Makane Jarir,” KII Respondents_REFS Focal Point_Hirshabelle.

“Yes the project has worked on the right priorities of the community which is addressing conflicts,” KII_Project Focal Person_SWS.

The PBF-supported Reconciliation and State-Building Project was relevant in supporting addressing key needs for Somalia in reconciliation and the development of federalism.

4.2. Effectiveness

Effectiveness is defined in the OECD/DAC criteria as “the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.” The PBF-supported Reconciliation and State-Building Project was able to make substantial contributions towards the overall objectives of the project. The ProDoc developed a RF for the

project and set targets for the outcomes and outcome indicators or outputs and output indicators. Progress towards specific outputs and outcomes of the project is reviewed under 5.2.3 below.

The PBF-supported Reconciliation and State-Building Project's methods of supporting technical advisors in partner government institutions (OPM-FGS, MoIFAR-FGS, MoCFA-JSS, MoRFA-GSS, OOP-SWS, OOP-HSS, MoIFAD-PLS) and improving the capacity of these institutions to work through equipment and training as well as supporting the ability of these institutions to develop and hold peace and reconciliation trainings, workshops, and conferences that targeted different geographic regions and stakeholders was seen as successful by project staff, project-supported advisors, leaders of these institutions, and by civil society and other beneficiaries of these activities interviewed by the ET.

"The attachment of technical advisors to the ministry has extensively supported in easily expertise advice and directions on how to work towards achieving the objectives of federalism and state building," KII_MoIFAR Puntland.

"With the support of the project the ministry has conducted an extensive training for Traditional leader with conflict resolution training," KII_MoIFAR SWS.

"Primarily, the support of the project enhanced the capacities of the office staffs in undertaking their roles adequately. Most of the staffs become more awareness and increasingly understood how to take on their daily activities," KII_OP Hirshabelle.

"The ministry of interior of Jubaland state of Somalia provided training that was meant to assist community leaders to gain the necessary skills they require in solving disputes and conflicts between different clans in the state," KII_REFS Conflict Resolution Training Participant_Jubaland.

The PBF-supported Reconciliation and State-Building Project was thus seen as providing the necessary support to the key Federal and State government institutions as planned in the ProDoc.

The PBF-supported Reconciliation and State-Building Project was attentive to gender issues. Staff and advisors work within a context in which dialogue on reconciliation and activities towards statebuilding in Somalia are male dominated by tradition and practice. The project has worked to ensure some women's participation in dialogue processes within this general context that sharply limits what is feasible for gender equality in successful reconciliation and statebuilding processes under current conditions in Somalia.

The PBF-supported Reconciliation and State-Building Project gave itself a 30% gender marker in the ProDoc. However, the evaluation did not identify methods to assess the targeting of project spending towards this target with precision.

Implementation of the PBF-supported Reconciliation and State-Building Project made important contributions towards reaching the outputs and comes of the project., which have continued since the end of the PBF-supported Reconciliation and State-Building Project at end February 2021; time under the other PBF-supported Reconciliation and State-Building Project funded at a higher USD amount through non-PBF sources through the MPTF. Outcome indicators and achievements are discussed below.

Key output progress of The PBF-supported Reconciliation and State-Building Project is assessed in Table I.

Outcome	Performance Indicators	Indicator Baseline	End of project Indicator Target	End of project Indicator Achievement
Outcome I: Strengthened capacity to prevent and/ or resolve conflicts in Somalia towards state-building.	Indicator I.1 Number of successful reconciliation / mediation process established towards state building process.	Unpredictable and unstable political situation in country.	At least four successful reconciliation processes established towards state building process.	Five (5) Successful reconciliation processes has been established towards state building process.
	Indicator I.2 Overall trends in inter-clan conflict.	Approximately 45 incidents of armed conflict registered by UNDSS in month of November 2018.		
Output I.1: An agreed. framework and standing capacity to prevent conflict and promote reconciliation: in Somalia established.	Output Indicator I.1.1 Number of workshops: conferences/forums conducted to inclusive and gender-responsive national reconciliation efforts and-draft national reconciliation framework/strategic plan.	No National reconciliation framework and limited capacity of national and local partners to support reconciliation processes.	National Reconciliation framework in place and capacity of national and local partners enhanced to enable implementation of reconciliation framework/action plan.	12 workshops have been conducted across all the federal member states for national reconciliation framework and strategic plan

Output Indicator 1.1.2 Number of national and local level peace building, conflict mitigation /reconciliation processes supported; Number of political mediation processes supported and resolved.	Peacebuilding and reconciliation support is ongoing in- Galmudug, Southwest, Hirshabelle and Jubaland and needs to be further addressed and engaged to resolve pending issues.	At least 4 political mediation processes supported and resolved.	Four (4) political mediation process have been supported and resolved.
Output Indicator 1.1.3: Number of national and local partners trained in conflict mitigation, reconciliation processes; qualitative assessment of capacity enhancement; including focus on women and youth peace-makers.	Limited capacity of national and local partners to facilitate and conflicts.	MolFAR and-all federal members reconciliation ministries' core staff trained on conflict management and reconciliation along with CSOs, women-groups representatives on conflict mitigation and reconciliation facilitators developed.	The project supported capacity strengthening of Six (6) national partners and supported Four (4) political mediations.
Output Indicator 1.1.4. Number of office spaces rehabilitated in support of reconciliation. and peace building process support.	Lack of basic office: space/equipment at FMS and federal level	All FMS receives need-based office equipment/rehabilitation: support to facilitate peace building efforts.	Five (5) Federal member states and FGS ministry of Interior and Office of the president in Hirshabelle and Southwest state were supported with officere refurbishment.

Output 1.2: Strengthened capacity of the UN to provide good offices in support of the peaceful resolution of conflict and improved relations between the FGS and FMS.	Output Indicator 1.2.1. Number of reconciliation/mediation. processes supported to strengthen FGS and FMS roles and responsibilities in context of federalism process.	Limited support provided to mediate: between FMS and. FGS towards establishing effective federal structure.	FMS and FGS agree on election model constitution review process and federalism model (in at least three sectors).	- The project supported Dhusamareb Political Reconciliation Dialogue between Federal Government and Federal Members State leaders which finally led to peace agreement on the electoral model enabling peaceful transition of power.
	Output Indicator 1.2.2: Number of Group of Friends of Reconciliation forums conducted.	Friends of reconciliation seminar was conducted in early 2018 in order to establish to seek external expertise in the area of reconciliation-and peace building process.	At. least two friends of reconciliation forums conducted every year to share lessons learned and exchange inputs from best practices	Two (2) friends of reconciliation forums were conducted.
	Output Indicator 1.2.3. Number of UN agencies and implementing partners trained on mediation and reconciliation process qualitative assessment of capacity enhancement.	UN agencies and implementing partners have limited training support in the area. of mediation and reconciliation baseline capacity survey to be undertaken.	At least 70% of UN agencies. and implementing: partners'. focal points involved. in reconciliation/political settlement processes are trained on mediation and reconciliation process.	Five (5) Federal member states, FGS Ministry of Interior and Reconciliation supported with training on conflict mapping

	Output Indicator 1.2.4: Number of needs-based political and conflict analyses to facilitate peacebuilding processes conducted.	Limited knowledge products and conflict analysis available in context of ever-changing political situation.	At least three conflict analyses conducted to understand -grassroot perspectives towards state building process.	Three (3) conflict mapping exercise were conducted to understand grass root perspective towards state building process.
Output 1.3: Capacity of the state towards citizen engagement in reconciliation and State-building efforts strengthened List of some of the activities under this Output: I	Output Indicator 1.3.1: Number of gender- responsive State and Non-State Actors engaged in Conflict Mitigation and Government-Citizen public engagement.	Absence of regular structural forum to engage citizen and government on development and governance processes.	At least one public accountability forum conducted in each FMS.	One (1) public Accountability forum conducted in each of the FMS
	Output Indicator 1.3.2: Number of outreach campaigns are designed and implemented towards peace building process, and citizen perceptions/confidence improved of Government.	Absence of Reconciliation outreach strategy and advocacy tools; limited confidence of-citizens in Government [measures to be established]	Peace building outreach strategy is developed and implemented in all FMS, resulting in improved citizen perceptions of role of the state.	Five (5) out reach campaigns were conducted, one in each of the federal member state.
	Output Indicator 1.3.3: % of FMS develop basic citizen reports, resulting in improved citizen understanding of and trusting state systems.	Lack of tools/information-system.	Citizen report cards are developed and disseminated in all FMS,	Citizen report cards were developed and disseminated in each of FMS

		through which government reports to citizens limited levels of: citizen awareness [measures to be established].	leading to improved citizen understanding and trust.	
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Table I. Key output progress of PBF Supported reconciliation and state building project.

Effectiveness of reconciliation / mediation process

The PBF-supported Reconciliation and State-Building Project had two outcomes, each with indicators. The ProDoc set a target of at least four successful reconciliation processes towards statebuilding processes under Outcome 1.1.

Outcome indicator 1.2 in the ProDoc was called “overall trends in inter-clan conflict”, with no target set. It would be overambitious for a single project to expect to have a substantial effect on overall trends in this longstanding huge issue area across Somalia over a 26-month period. Instead, more reasonably, the project focused on supporting partners to address some longstanding and serious clan conflicts. The ProDoc did not set a target for a number of peaceful reconciliations of inter-clan conflicts through the PBF-supported Reconciliation and State-Building Project, nor were targets set in reporting to the PBF in 2019 or 2020. The end of 2020 and the June 2021 reports to the PBF noted two successes: MoCFA-JSS success in addressing clan conflict between Owrmale and Majerten in the Kismayo corridor and MoFAD-PLSS success in reconciling the Osman Mohamud-sub-clan of Majeerteen and Dubey sub-clan of Warsengali in Qardho (2 total).

Interviews with project partners affirmed that they saw these engagements as successes. Other project reporting and activity reporting noted other successes in addressing inter-clan conflicts that was affirmed in meetings with project partners: MoIFAR-GSS conducted two Reconciliation conferences, one in Galkayo for two neighboring clans (Sacad & Dir) and a second for two clan from Afbarwaqo and Towfiq in July 2019.

“The project has also supported our office in reconciliation of conflict between two clans in Beledweyne town,” KII_OP Hirshabelle.

The effectiveness of the peacebuilding strategies adopted during the implementation of the project.

Key The PBF-supported Reconciliation and State-Building Project-supported peacebuilding strategies were support for key national, FMS, district, and community-level reconciliation processes, support for advisors and staff and capacity building in FGS and FMS institutional partners, and support for CSO-led peacebuilding.

Project reporting and interviews with project staff, partners, and stakeholders assessed these peacebuilding strategies as effective as these strategies led to the output and outcome level achievements noted above. The peacebuilding and conflict resolution trainings for instance were reported to have hugely changed communities’ perceptions and mindset about federalism and peace. It was mentioned that the community for many years had a negative perception and a not-so-good working relationship with government and its agencies. The PBF project had brought together all stakeholders including government and community members to work together thus building a trusting and better working relationship.

“People acceptance on federalism has been achieved among the communities. And perceptions have been improved. Federalism has been populated,” KII, SWS.

“With the support of the project IFSA brought together people from different group in Hirshabelle state including those who are against establishment of it’s as a regional state and different function of the communities to openly discuss their issues and significance of federalism to their lives,” KII Respondent, Hirshabelle state.

Achievement of inclusive reconciliation processes - empowerment of women and youth.

The PBF-supported Reconciliation and State-Building Project supported reconciliation processes and ensured that all stakeholders and community members played a key role. The PBF project adopted an inclusive approach where the relevant stakeholders both from government line ministries and agencies, the security sector, development partners and community members were brought on board right from the inception stage until closure. For instance, the project reporting as well as the evaluation findings indicate that the respective line ministries took up the mantle in implementing the project activities through funding from the PBF. PBF project on the other hand provided technical and financial

support to the ministries to implement the activities while the security teams and advisors offered technical support. The community members together with their local leaders on the other hand were the target beneficiaries as well as the project support teams in running the activities. They FGD findings indicated that during the peacebuilding sessions, all parties were given a chance to air out their grievances without judgement; a move that was reported as most effective among the warring clans and communities.

“In my understanding conflict management training that I participated give me an excellent hint on how to create a common ground for the disputed parties and how to create trust in between them so it was necessary,” FGD_REFS Conflict Resolution Training Participant_Jubaland.

“The mediators who were government authorities allowed each party to explain their grievances in detail, each party were then asked to give suggestions for resolution. During the reconciliation process the parties include do not played blame games but rather each party accepted their own challenges,” Conflict Resolution Training Participant, SWS.

The project was therefore inclusive in terms of its design of activities for stakeholder engagement. It was however not very clear from the findings how women and youth were involved other than participating in training and sports for peace. This is a lesson that can be drawn for future learnings and better programming.

“Cultural norms and customs has hampered women participation in peace building activities as most of the traditional leaders in peace building and conflict resolution activities are only men. Inclusivity in training and creating awareness was there,” KII, Implementing Partner Project Staff.

Extent to which targets in the log frame of the project, has been achieved per indicator.

The log frame or RF of the project in the ProDoc and reporting throughout implementation to the PBF, did not disaggregate indicators by gender and age. The PBF-supported Reconciliation and State-Building Project reported on outreach to elders and youth as well as to women in the text of reporting rather than in the RF.

Contribution to the strategic level outcomes and peacebuilding changes in target areas.

Somalia has lacked systems to support reconciliation between clans/sub-clans as well as a working concept of federalism to manage intergovernmental relations between the federal government and the states. Project materials, other documents, and interviews with project staff, UN staff, partners, and stakeholders noted the key contributions of the PBF-supported Reconciliation and State-Building Project to developing and spreading an approved FGS framework for reconciliation and taking this down to FMS and lower levels as well as the contributions of The PBF-supported Reconciliation and State-Building Project to the development of federalism, including through elections that are key to peacebuilding and state-building in Somalia.

The PBF-supported Reconciliation and State-Building Project contributions are clear and recognized as contributing to key changes in Somalia that have helped Somalia make progress in reconciliation and federalism as well as avoid slipping further into conflict in the absence of progress in developing federalism and inter-governmental relations across Somalia.

“It increases community awareness on the reconciliation and conflict reconciliation hence building on longer term peaceful coexistence,” KII_REFS Focal Person_SWS.

“This project has significantly supported our effort in contributing to community understanding of reconciliation and state building and establishing their role as the citizens of the country,” KIIs_APPPCNN Project Staff.

The project was reported to have supported the OP and government ministries in establishing the various frameworks as well as supporting capacity building for their staff to understand and deliver on their duties. Additionally, the trainings for local leaders, infrastructure support for the ministries as well as setting up structures and systems for data and project monitoring as well as conflict mapping

and analysis were reported to have been very instrumental for government's delivery of their mandate in building a peaceful and cohesive society across Somalia.

“UNDP supported on reconciliation; Statement has been released from the meeting based on the agreements and what has been negotiated on. The agreements was later fully implemented by both the clans,” KII_Project Focal Person_SWS.

Effectiveness in increasing requisite skills of the partners, counterparts and participants.

Project staff, UN staff, advisors supported through the project, and senior civil servants in the government institutions supported by the PBF-supported Reconciliation and State-Building Project interviewed felt that project support for capacity development through posting advisors and trainings/workshops were effective in building the capacity of partners in reconciliation, peacebuilding and statebuilding.

To conclude, effective contributions of The PBF-supported Reconciliation and State-Building Project were identified in supporting skills development in partners through the placement of advisors and trainings/workshops. Both local communities and leaders were also trained and capacitated in conflict resolution and peacebuilding. These trainings were reported to have been effective in conflict resolution both at personal and community levels while the partners' staff were able to effectively do their work after the trainings.

“The project also supported training of the ministry staffs on reconciliation and federalism and office administrations. The project has also supported our office in reconciliation of conflict between two clans in Beledweyne town,” KII_Special Rep OP_Hirshabelle.

“The main results of the project is the community members had increased understanding on conflict resolution strategies. They have repeatedly applied the gained knowledge in the community and prevented inter community conflict,” KIIs_APPPCNN Staff.

Through these trainings and forums also, the PBF project supported the ministries in the FMSs in clarifying their roles thus clearing the confusion and overlapping of roles among the various government ministries and agencies.

“Through the project inter-ministerial working and coordination was also strengthened as the project created an opportunity to look into mandates of each of the ministry and draw clear demarcations for divisions of roles and mandates among the ministries of Hirshabelle State,” KII_Special Rep OP_Hirshabelle.

Major contextual cultural, religious and political factors influencing the achievement of the objectives of the project.

PBF-supported Reconciliation and State-Building Project documents, other analytic materials on Somalia, and interviews with project, UNDP, and UNSOM staff as well as institutional FGS/FMS partners and CSOs were clear that Somali cultural, religious and political factors had a tremendous impact on the achievements of the project. The political background of pre-1991 regimes and the ways the breakdown of Somalia empowered clans has set the huge challenges of reconciliation and federalism for the country. Somali culture that emphasized clan and Islam has evolved with these political factors as well as the intervention of neighbouring states and the rise, fall, and recovery and continued activities of extremism Islamist movements across Somalia. Islam also offers frameworks that the project and its partners have used towards peace and reconciliation.

The major contextual cultural, religious and political factors influencing the achievement of the objectives of the project were the legacy of pre-breakdown Somali regimes, clan as a key unit of life in Somalia, and the Islamic traditions of the country.

In the recent past, conflict resolution and peacebuilding initiatives have taken a frontline in ensuring that all sectors of society including youth and women as well as people living with disability and included in peace matters. While these structures enabled successful achievement of the project, these

community structures seemingly did not open way for inclusion of women and youth in the implementation of the project. It is not very clear what specific roles were played by these two sectors of society to ensure inclusiveness.

“Cultural norms and customs has hampered women participation in peace building activities as most of the traditional leaders in peace building and conflict resolution activities are only men. Inclusivity in training and creating awareness was there,” KILs_APPPCNN Project Staff.

Additionally, the involvement of the Office of the President and the line ministries was reported to have provided a wider scope of ownership from government side thus taking responsibility of ensuring that the various activities and agreements were executed as planned. The project also supported the government to set up effective structures and follow-through for peace to be achieved.

“The government authorities’ mediation process has been well executed. It required for us to meet constantly for several days. By the end of the reconciliation process the community members have well understood the impact of conflict so there was no one from the community who wanted to risk further loss of lives and livelihoods,” FGD_REFS Conflict Resolution Participants_SWS.

Collaboration, accountability and risk management framework(s)

The PBF-supported Reconciliation and State-Building Project has been implemented through collaboration with key FGS and FMS partners which has supported effectiveness. The PBF-supported Reconciliation and State-Building Project has used conventional UNDP Somalia procedures and UNDP policies to support accountability and minimize risks in implementation. Direct implementation has been used to minimize some risks in implementation. Post payment of the services providers ensured that project activities were implemented on time according to present plan without any risk to UNDP.

Collaboration has been key in The PBF-supported Reconciliation and State-Building Project strategy and implementation, which has led to effective contributions towards project outputs and outcomes. UNDP risk management frameworks have been adequate to minimize risks in implementation.

Programme specialist placed at each of the federal members state ensured project activities were implemented according to the plan while effective quality deliverance of services by the contractors. The decentralization of the project activities implementation responsibilities to all the federal member states ensured collaboration and accountability with project stakeholders first hand to efficiently implement the project activities.

Subsequently, the involvement of community members as well as government agencies minimizes the risks since it gives them a sense of ownership and responsibility in ensuring that all the set-up structures and frameworks are adequately effected.

“The communities used to retaliate due to limited understanding on the reconciliation but now the reconciliation has been understood at household level,” KII, Hirshabelle state.

Capacity building of government administrations

Evaluation methods have identified The PBF-supported Reconciliation and State-Building Project support to the key federal and state government institutions that developed their capacity for reconciliation and the development of federalism.

“DG coordination meetings and federalism workshops were done by the project to discuss federalism,” KII_MoIFAR Jubaland.

“This project has placed in right podium to understand the trajectory of federalism and peace building in a greater detail. It has therefore increased organizations understanding on how to work to solve the challenges of federalism and state building,” KII Respondent_IFSA Hirshabelle.

The PBF-supported Reconciliation and State-Building Project support for capacity strengthening through advisors and trainings/workshops was seen as effective in project reporting and affirmed by

KIIs for the evaluation with project and UNDP staff, key civil servant leaders of partner FGS and FMS institutions. It emerged that the trainings built the capacity of local leaders and among community members to resolve conflicts as they arise.

“Reconciliation workshop at village level was done to mitigate conflict over land in Kismayo- Gobweyn and Bulo gadud villages,” KII_Project Focal Person_Hirshabelle.

“The project has created a coordination platform for clear coordination among the line ministries,” KII_REFS Program Specialist _Hirshabelle.

Improved social cohesion and increased trust through beneficiary perception surveys (Outcome 2 Indicator)

It was not feasible for the evaluator to conduct beneficiary surveys to measure the perceptions of social cohesion and trust in Somalia. Without time or the financial and human resources to do surveys, the Evaluator has instead used document review and KIIs towards understanding how the PBF-supported Reconciliation and State-Building Project has or has not contributed to social cohesion and trust.

The PBF-supported Reconciliation and State-Building Project was seen in project reporting and KIIs as contributing to improved social cohesion through reconciliation of specific disputes within and between some states, districts, and communities/clans. The findings indicate that there are changes in perceptions among community members regarding clan and community conflicts. This was attributed to the trainings that the communities went through, focused leadership from the local leaders who also underwent conflict resolution training as well as the various social cohesion activities.

“People acceptance on federalism has been achieved among the communities. And perceptions have been improved,” KII, SWS.

“Inclusive reconciliation workshop for traditional leaders to change their perspective. Women and youth, Civil societies was done for Makane and Shishile communities in Beledweyne District,” KII, Project staff.

“Training of traditional leaders and community members on conflict resolution and peace building created increased awareness on how to mitigate small disagreements before it escalates to conflict. This is one of the major project results especially in Garowe town,” KII_APPPCNN Staff.

The PBF project organised tournaments and sporting activities for the youth both boys and girls as well as cultural activities including poetry and songs. These project activities brought together communities from different clans where they all shared a platform in showcasing their talents. These interactions opened up a platform for them to work together, talk and share experiences. KII respondents mentioned that these activities supported in cementing relationships among clans as well as building trust amongst them.

“The sport completion organized for both young boys and girls was instrumental in promoting peace and reconciliation among the vibrant youths and the community members in general,” KII, Implementing partner project Staff.

“The use of cultural practices such as writing and presentations of poetry and songs brought community members from different clans together and share common experiences including community achievements and challenges faced by the community that would require support by all,” KII, Implementing partner project Staff.

Capacity of project partners to prevent conflict and promote reconciliation in Somalia is established (Output 1)

The PBF-supported Reconciliation and State-Building Project-supported capacity to support conflict prevention and support reconciliation was noted in interviews with key government partners at the federal and state levels and in CSOs supported by the project. Evaluation methods have limited ability to verify capacity and can only be reported and said by the evaluation respondents as well as project reports.

This capacity in FGS and FMS partners is still standing while REFS continues to be implemented through MPTF after the PBF-supported Reconciliation and State-Building Project ended at the end of February 2021. Key CSO partners like PRDC assert that they retained their key institutional capacity in these areas as of end 2021. They alluded that their capacity had improved and that they were able to discharge their duties effectively due to the capacity building that they had received. Some of the FGD respondents also mentioned that government staff who had carried out some of the reconciliation sessions did follow-ups with them to ensure that the conflicts do not recur. They reported that the reason for the sustained peace among the community members was because they had good capacity to handle the peacebuilding sessions in a professional and effective manner which the community members were happy with.

“The staff from ministry of the interior SWS also created a committee composed of team from both the clans in conflict and religious leaders to closely monitor the situation and quickly address any relapse to the conflict situations,” FGD_Conflict Resolution Participants_SWS.

“Primarily, the support of the project enhanced the capacities of the office staffs in undertaking their roles adequately. Most of the staffs become more awareness and increasingly understood how to take on their daily activities,” KII_OP Hirshabelle.

UN capacity to provide good offices in support of peaceful resolution of conflict and improved relations between the FGS and FMS (Output 2)

The UN has been engaged in supporting conflict resolution and intergovernmental relations in Somalia for more than 20 years. Evaluation methods have limited ability to verify capacity. The PBF-supported Reconciliation and State-Building Project materials and interviews with UN staff, UNDP and project staff, federal and state-level partner staff, CSOs, and with community beneficiaries noted ways that the UN continues to have the capacity to support reconciliation and federalism through its good offices across Somalia. The UN through UNDP and other partners supported the FGS and FMS through the PBF project by providing technical guidance, hiring technical advisors to the project, funding different infrastructure projects such as construction of offices and social halls as well as facilitating other project costs like office stationary and vehicles among others.

“Yes, the ministries were supported with operational activities such as hiring of vehicles,” KII_REFS Focal Person_Hirshabelle.

“The project also supported our organization in expanding its office in Puntland. The office benefited the procurement of furniture and establishing meeting hall from the project,” KII_APPPCNN Staff.

The project activities such as month DG sessions and meetings as well as working with OP enhanced the working relationships between the FGS and FMS. The meetings were reported to have created a platform for these two arms of government to share their experiences and insights on peacebuilding, reconciliation and statebuilding.

“The project has improved inter-ministerial working relation through organizing of the DGs forums and discussions,” KII_MoIFAR_SWS.

“The attachment of technical advisors to the ministry has extensively supported in easily expertise advice and directions on how to work towards achieving the objectives of federalism and state building,” KII_MoIFAR_Puntland.

To conclude, the UNDP continues to have the capacity to provide good offices in support of peaceful resolution of conflict and improved relations between the FGS and FMS. This is evidenced by office

refurbishment done for the office of the president and Ministry of Interior across different federal member states and establishment of new facilities such as conference rooms that greatly facilitated effective functioning of the office to deliver government services.

State-citizen engagement in reconciliation (Output 3)

Interviews and documents identified ways that The PBF-supported Reconciliation and State-Building Project led to engagements between FGS and FMS institutions and citizens in reconciliation and federalism, a key strategy for statebuilding strategies. Evaluation methods have limited ability to verify capacity and willingness.

The PBF-supported Reconciliation and State-Building Project has strengthened FGS and FMS partners in citizen engagement and increased the willingness of their staff to engage the citizenry. The PBF project was directly implemented by the OP and line ministries where the primary beneficiaries were community members. The design and structure of the project provided a platform for a direct engagement and working between the state and the citizens. The conflict resolution trainings were carried out by ministry staff. The staff also put in place structures for follow up to ensure the conflicts among communities and clans do not recur.

“Federal member state working National government working together on a common agenda,” KII_REFS Program Specialist_Hirshabelle.

“The design of the project also supported on its success as the project was decentralized and implemented at federal member state level this ensured increased engagement with the various structures of the federal state government and the community as the team,” KII_MoIFAD_Puntland.

Effectiveness of strategies and tools used in the implementation of the project

The PBF-supported Reconciliation and State-Building Project strategies and tools were seen as effective in KIIs and described as such in project materials.

The strategies and tools of The PBF-supported Reconciliation and State-Building Project were seen as effective in implementation. The involvement of all community stakeholders including community members, ministries, security agencies both FMS and FGS and other partners was a great strategy to ensure synergy, smooth flow of activities and sense of ownership among the stakeholders. Additionally, the trainings, meetings and peace forums built the capacity of the stakeholders in resolving conflicts enabled them build new knowledge and perceptions on conflicts and peacebuilding. The involvement of the OP and the line ministries in implementing the activities further enhanced government engagement both at FMS and FGS thus building trust among the community and government. The local leaders were trained and were reported to now support the community in resolving conflicts as and when they arise.

The PBF project supported the government agencies with infrastructure development as well as recruiting and deploying technical advisors to support the project implementation. This approach ensured that the project staff had office spaces, equipment and both physical equipment and technical backstop thus delivering the project.

Further, the PBF project used community activities such as sporting activities, poetry and songs to bring together different clans. This was reported to have enabled the community members from the different clans to meet and share experiences thus building relationships and trust among them. Additionally, the conflict resolution sessions that were done through the government staff were reported to be effective since they allowed all the warring parties share their grievances without judgement. Solutions to the conflicts were also arrived at jointly thus bringing satisfaction among the parties.

Effectiveness of the project in responding to the needs of the beneficiaries

The main direct beneficiaries of The PBF-supported Reconciliation and State-Building Project were partner FGS and FMS institutions. Interviews with FGS and FMS partners found that staff appreciated the project as needed and timely in supporting their needs in developing and delivering ways to support reconciliation and the development of federalism.

The PBF-supported Reconciliation and State-Building Project was responsive to the needs of beneficiaries. Results achieved are discussed above in this section under the outputs and outcomes of the project.

Project materials did not engage in hypothetical consideration of alternatives but developed actual strategies and the activities used by the project. No concrete evidence emerged through the evaluation's methods that a different approach could have produced more reconciliation and federalism under the prevailing conditions in Somalia. This approach adopted by the PBF project yielded good results and could therefore be a good learning for scale up and future programming.

4.3. Efficiency

Efficiency is defined in the OECD/DAC evaluation criteria as the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely manner. The effectiveness section above noted the ways the PBF-supported Reconciliation and State-Building Project was able to deliver; this evaluation criterion assesses how commensurate effective delivery was relative to the costs of delivery.

Efficiency in expenditure and implementation of activities

The PBF-supported Reconciliation and State-Building Project was delivered through LoAs with FGS and FMS partners and direct implementation by UNDP using UNDP procedures from the POPP.

DIM has some costs; however under the conditions in Somalia, UNDP as accountable to its funders, cannot implement other ways in Somalia under present conditions. The PBF-supported Reconciliation and State-Building Project supported peacebuilding strategies, supporting human resources, stationary and office equipment for government authorities, supporting conflict resolutions and reconciliation activities as well as awareness creation and sensitization on federalism at the regional, district and village levels. The project also supported coordination between the ministries through DG forums, dialogue meetings between the Director Generals to facilitate coordination to allow them to work together. All these project activities were reported to have been implemented as planned and according to the budget. They were reported to have been cost effective through the Value-for-Money principle.

On the other hand, the findings allude that the project costs and resources were very limited where only a few people benefited from the project activities. To establish the cost effectiveness of the project, some key areas were mapped out to reach the people who can be covered with the available resources. This thus ensured that the project remained within its scope in terms of locations and target communities while ensuring efficiencies were created.

“At Hirshabelle level only Beledweyne and Jowhar districts were covered extensively, there are other districts that are impeded by clan conflicts that would have greatly utilized the support of the project” KII, Hirshabelle state.

“The project budget was utilized to its great efficiency. Activities across different ministries were grouped to reduce cost and ensure efficient use of the financial resources,” KII, Hirshabelle.

“The project resources and benefits are only limited in Baidoa district only; It should be extended to other districts like Wajid,” KII_SWS.

The strategy for The PBF-supported Reconciliation and State-Building Project focused on delivering staff and support to FGS and FMS partners. This strategy was articulated, developed, and used in the ProDoc and throughout implementation towards developing workable and working systems and institutions in Somalia to address key issues in reconciliation and federal, inter-governmental relations across Somalia that have not been addressed over the past 30 years of turmoil. The point of the project is to demonstrate how capacity and training in these issues can be built and pilot how this capacity can be used to affect reconciliation and build federal relations. The focus was thus appropriately not on reaching large number of beneficiaries but on reaching key partners and testing/piloting using these partners to reach targeted beneficiaries.

PBF-supported Reconciliation and State-Building Project staff, PBF-supported advisors in FGS and FMS partners, and leaders of these institutions interviewed felt staffing, planning, and coordination in the project and with them was solid. The project did the overall oversight of the recruitment of project staff as well as overall coordination of the program partners through the ministries. It emerged from the findings that one of the factors that led to the success of the project was the fact that the project staff had the right skills and competencies. The training that they were also given on conflict resolution and peacebuilding further enhanced their capacities thus delivering their mandate accordingly.

“The project had competent staffs who were mostly local and greatly understood the needs of the community members in the region. They closely worked with the community leaders to adequately implement the project activities,” KII, Implementing partner Staff.

The PBF-supported Reconciliation and State-Building Project implementation approach of providing capacity through support for consultants and training/workshops for capacity development as well as supporting particular activities to use this capacity towards developing systems and institutions in Somalia and piloting their use to address key issues in reconciliation and federal, inter-governmental relations across Somalia was seen as an efficient, successful implementation approach in interviews. Documents reviewed and analyzed provided more evidence that the approach had been implemented with attentiveness to efficiency criteria as well as effectiveness (which is how successful the approach was). Similar sentiments were also shared by the evaluation respondents.

Efficiently of Project Executive Board Engagement.

The PBF-supported Reconciliation and State-Building Project did not use a project board; MPTF REFS (Project ID: 00116524) did employ a board which discussed the PBF-supported Reconciliation and State-Building Project and REFS together as a single initiative with a planned budget of USD 10.9 million. Project staff felt that the board could effectively guide the implementation of the project activities, identifying challenges and establishing critical measure to ensure continuity in spite of the political and cultural context.

Reconciliation framework advisory board was adapted following the initiation of FGS MoIFAR. The platform extensively expanded to include other interest parties such as UNSOM and UNDP. Each of the federal member states were also represented on the platform to adequately contribute to National Reconciliation Plan (NRP)

The project was commended for preparing well for these board meetings and for following up on board decisions afterwards (including through techniques that supported follow up by others such as sharing meeting minutes that clarified commitments).

Data Use for Project Management

The PBF-supported Reconciliation and State-Building Project developed a RF and M&E plans in the ProDoc. Some parts were underdeveloped at that time only developed further late in project implementation towards reporting. Supported peacebuilding strategies included the conflict mapping where the FGS and FMSs line ministries went through an online training on how conflict mapping is done. The data collected through conflict mapping exercise would be used as a baseline to develop/update Regional Reconciliation Plans as part of NRF/NRP.

“The ministries underwent training on conflict mapping and focused on roles of the traditional leaders in conflict resolution,” KII, SWS.

“The project undertook essential studies such as conflict mapping to determine the specific needs of the people in Puntland region to solve protracted conflicts,” KII, Puntland.

To achieve this outcome, the project counterparts under active LOA carried out data collection, data triangulation and data validation conference at the FMS levels. Even though a digital platform was created for data management and that the project data collected continuously during the project period, some aspects of the RF, such as outcome data for clan conflict, were never refined – although the

project continued to collect data on this issue, target addressing clan conflicts, monitor activity implementation, and report on some results.

“PLB (Peer learning database) UNDP and UNCSS partnered to work on digitization of data previous collection from conflict mapping data to be updated at national level,” KII, Hirshabelle state.

Stakeholder Management and Communication

The PBF-supported Reconciliation and State-Building Project was seen in interviews as having communicated effectively with FGS and FMS government partners. Board meetings were seen as ways to reach other stakeholders. Additionally, the regular dialogue and consultative meetings with DGs and between FMS and FGS acted as platforms for communication and information sharing. The community members on the other hand were communicated to through the conflict resolution and peacebuilding forums, trainings and meetings created in the project as well as through their local leaders.

“UNDP should work on financial procedures and procurement systems to ensure smooth project implementations,” KII, Implementing partner Staff.

While the general findings of the project reports and evaluation findings indicate that the project team coordinated the project well, a substantial proportion felt that the coordination and communication part of the project was not done very well by the ministries. Some attributed this to lack of/inadequate experience among government staff in running similar projects as well as time constraints since the project duration was short due to delays as a result of lengthy bureaucracies in approvals by UNDP. The differences among the DG and strained relations among ministers sometimes affected the coordination of work especially in FMSs.

It's also crucial to note that the project didn't utilize the opportunities of implementing a layered project activities through coordination with other organizations such as UN Women and NIS Foundation which are implementing similar projects in the targeted areas.

Value for Money (VfM)

The PBF-supported Reconciliation and State-building Project was seen as having played a key catalytic role in gathering support for the larger MPTF REFS Project. The project team and project-funded advisors in FGS and FMS institutions felt in interviews that the project has been implemented efficiently, in terms of how it was attentive to the costs of project activities relative to their potential to strengthen reconciliation and state building. As stated above, the project activities brought value for money (VfM) since they were reported to have achieved the intended objectives.

“The program was implemented with much focus to the value of money. Project management team ensured all the funds were spent accordingly to generate higher impact,” KII, Implementing partner Staff.

“The project activities has been implemented efficiently to meet the needs of the government authorities, The project heavily invested in capacity strengthening” KII, Hirshabelle state.

Interviews with government authorities indicated that the project achieved intended results with minimum financial resources possible. Investment in reconciliation is a costly undertaking. UNDP ensured project activities are layered on continuing local and government efforts to maximize achievement of the intended results.

Coordination and Synergy

In establishing whether there were overlaps or duplication, the PBF-supported Reconciliation and State-Building Project and MPTF REFS supported by Germany, Sweden, and Switzerland combined efforts towards the same RF. This was managed by the same UNDP project team which thus avoided duplication and overlap by managing these together. The stakeholders that were therefore brought on board had a shared interest and goal as UNDP and PBF project.

Interviews did not find assertions that the PBF-supported Reconciliation and State-Building Project could have been implemented in more efficient ways to deliver more and better results. Some interviewees noted areas where the PBF-supported Reconciliation and State-Building Project has not yet delivered and was still in process through MPTF REFS with its available inputs.

Management and Accountability Structures of the Project

Project reporting noted signed approvals of UNDP, PBSO and partner institutions endorsing the management and providing accountability through UNDP and the board for the PBF-supported Reconciliation and State-Building Project. The board had an overall mandate of overseeing all project implementation including reviewing and approving budgets, activities and workplans. This therefore ensured accountability among project staff as well as providing technical support needed to effectively implement the project activities.

4.4. Impact

Impact is defined in the OECD/DAC criteria “the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.” Impact thus goes beyond outcomes to consider longer-term effects as well as ones beyond the outcome level. Impact is often difficult to specify with much precision in evaluations as little time has passed after project implementation. Expected impact is thus also considered through interviews.

Extent of Project Effects

Output 1.2 support assisted the UN’s good offices, particularly in 2020 when continued UN engagement between the FGS and FMS was needed to restart the FGS-FMS dialogue. Supporting UNSOM’s efforts led to a resumption of the FGS-FMS dialogue through a virtual platform in June 2020, which then led to a series of face-to-face meetings among key Somali leaders in Dhusamareb that addressed the main political issue in Somalia at that time (how elections should and could be carried out successfully). These landmark meetings defined the indirect electoral model to be used for 2020/21 that is to be completed by year end. This was recognized as a huge achievement, albeit one that was disappointing as Somalia had to move away from the envisioned direct one-person one-vote elections at this time.

The project contributed to the political process by providing timely and flexible logistic and technical support. This offered a breakthrough in a two-year political impasse between the two levels of government and led to an agreement on an electoral model.

In terms of supporting and building the capacity of government staff and community members, the trainings that the target beneficiaries received enabled them to perform conflicts resolution and peacebuilding work efficiently. The local leaders were reported to easily resolve conflicts as they arise without major challenges since the leaders as well as the community members are fully aware of conflict issues and why peace is important.

The ministry staff who were trained were able to support conflict resolution activities by setting up sustainable structures for follow-ups and accountability among aggrieved parties. Local leaders were assigned to support in the follow-ups and any other additional support the parties need in fully resolving their conflicts.

*“We are now talking less time to resolve minor conflicts using the skills we gained from the workshop than before because we have learned levels of conflict and it can be solved in each level easily,”
FGD_Community Leaders Training_Jubaland.*

4.5. Sustainability and Ownership.

Sustainability is defined in the OECD/DAC criteria as “the extent to which the net benefits of the intervention continue or are likely to continue.” As MPTF REFS remains in implementation, interviews

and documents for the evaluation mostly provided evidence on the likelihood of continuation in the future after this part of the project closes at end 2021 (10 months after the close of The PBF-supported Reconciliation and State-Building Project).

The PBF-supported Reconciliation and State-Building Project-supported activities carried on after end February 2021 through the MPTF-funded REFS and the continued work by the UNDP project management team. So the changes that the project contributed to received continued support and progressed over the year in addition to being sustained.

UNDP continued supporting key project outputs and outcomes through MPTF REFS throughout 2021. Now UNDP and its institutional Somali partners seek to continue the the PBF-supported Reconciliation and State-Building Project and REFS initiatives as Somalia has not yet made enough progress at the FGS, FMS, district, or community level in reconciliation and federalism to stop international project support for these endeavours. UNDP and project partners anticipate developing a follow on project towards further support towards the project's outcomes and outputs. The Final Evaluation supports this effort through the focus on lessons learned and forward-looking recommendations. Through the involvement of community members in the reconciliation work through trainings and implementation of activities, sustainability is guaranteed since the knowledge transfer is long term.

“UNDP usually set in to support to ensure continuity of the activity by recruiting project advisor, This ensures technical skills are available at local level for consultation and delivery of quality implementation of the project activities,” KII, Hirshabelle.

“The project worked with traditional leaders very closely, they have a peace panel fully established with their office in Puntland this will work on the progressively working on peace building and conflict resolution activities,” KII, Implementing partner project Staff.

The PBF-supported Reconciliation and State-Building Project-supported peacebuilding strategies that emphasized working with institutional partners in the FGS and FMS because these organizations were the key actors for reconciliation and federalism in the government and more sustainable as governmental bodies. As an overall government mandate, the reconciliation and peacebuilding initiatives will continue to be spearheaded by the government both at FMS and FGS levels.

“DGs have created a platform that they continuously met-The key take away is to create a platform for the continuous discussions among the line ministries,” KII, Hirshabelle state.

“Government representatives and SCO have committed to improving security situation in the area especially by addressing the root causes of conflicts so that the needs and vulnerabilities of the communities are addressed to reduce resource-based conflicts,” KII, Implementing partner project Staff.

In assessing the mechanisms that exist for partners to continue with their work, the PBF-supported Reconciliation and State-Building Project-supported FGS and FMS institutions to strengthen their capacity for as well as carry out key parts of their mandates. These FGS and FMS partners thus remain highly motivated to continue to work on reconciliation and state building. The leaders of these organizations interviewed noted that reconciliation and the development of Somali federalism were at the top of the agenda for their institutions and that their institutions would continue to carry out the roles trained in and support by The PBF-supported Reconciliation and State-Building Project.

“Besides, there are now a number of organizations who are supporting the government in the effort of enhancing peoples understanding on the concept of reconciliation and state building countrywide,” KII_IFSA Staff.

“Some of the project results have been picked up by the office of the president for further sustaining through providing of the appropriate support,” KII_respondent.

Reconciliation project activities were established to be more sustainable as the community leaders trained on peace building and conflict resolution were established to be further sharing the acquired knowledge with other community members in some of the project areas.

Reconciliation activities have also supported long term peace building in the

Sustainability Risks

The sustainability of progress made in the PBF-supported Reconciliation and State-Building Project-supported outputs and outcomes continue to face risks. Risks identified in project documents and in KILs to sustainability include:

- Ministerial/governmental leader turnover.
- Insecurity and ongoing political and clan turmoil over elections;
- Clan and inter-clan dynamics which can erode or end progress made in reconciliation.
- Militia conflicts which can restart even after reconciliation;
- Continued limited knowledge of federalism and state building in government at all levels and among society;
- Government staffs turnover that limits institutional memories and creating gaps in skills for effective implementation of the project activities.

Effective Approaches/Strategies

Project partners interviewed were hesitant to identify some The PBF-supported Reconciliation and State-Building Project-supported interventions, approaches, and modalities are most effective or more effective than others. Many partners recognized that they did not have the information to make a reasoned judgement comparing the activities/approach/modality they had been involved with to others that they had not been directly involved with.

PBF-supported Reconciliation and State-Building Project partners interviewed felt that their activities had been effective and provided evidence to explain how project support through activities, strategies of TA and training/capacity development, and LOA modalities as well as CSO support had contributed to output and outcome progress. The trainings for local leaders for instance were reported to be effective since they are now able to resolve conflict easily as they arise.

The Key informants engaged from the project team noted that the project would have been more effective if more civil society organizations were engaged to implemented reconciliation activities at the community level as they are more embedded in the community than the government authorities thus creating more ownership of the project and ease of achieving the project objectives.

Shared Learnings

The PBF-supported Reconciliation and State-Building Project-supported shared learning experiences for FGS and FMS institution staff as well as for CSOs and specific groups engaged in reconciliation and the development of federalism. The peacebuilding trainings and forums enabled the target beneficiaries to share information and learn from each other. The DGs regular meetings also enabled them have regular meetings and interactions both at FGS and FMS levels. These exchanges and experiences opened a platform for the actors to understand the concept of conflict and peacebuilding, why they happen and the reason peace is important. This therefore helped in trust building and better relationships between the various actors both from government, communities and other partners. The PBF-supported Reconciliation and State-Building Project contributed directly towards the key strategic outcomes of the NRF and NRP.

“DG forum developed at Hirshabelle and Jubaland level has been successful it established clear responsibility,” Program Specialist _Hirshabelle.

“In my understanding conflict management training that I participated give me an excellent hint on how to create a common ground for the disputed parties and how to create trust in between them so it was necessary,” FGD_REFS Community Leaders Training_Jubaland.

Stakeholders Support for project objectives

International stakeholders fully support the long term objectives of PBF-supported Reconciliation and State-Building Project. Partners are also key stakeholders in reconciliation and federalism across Somalia. Interests in reconciliation are widely shared as is a general effort to develop a working system of Somali federalism to manage relations between governments; the specifics of what Somali federalism should look like are more challenging for reaching agreement between levels of government or between FMS.

The evaluation findings indicate that the government both at FGS and FMS are committed to continue with their mandate of reconciliation after the project. The OP was for interface reported to have adopted some of the activities for adoption and continuity as part of their commitment to the achievement of a peaceful and cohesive society in Somalia.

“Some of the project results have been picked up by the office of the president for further sustaining through providing of the appropriate support,” KII_OP_Hirshabelle.

Sustainability and Exit Strategy in the Design

The PBF-supported Reconciliation and State-Building Project design developed per PBF rules a short-term project; extension of the project through MPTF REFS provided more time for supporting sustainability. Interviewees did not see that an exit strategy was appropriate for UNDP in reconciliation or support for the development of federalism at present in Somalia. The project design however factored in its sustainability and exit strategy. The engagement of government ministries both at FGS and FMS as well as local leaders and community members was a sustainability measure to ensure that they own the process through implementation and continuity after the project life.

Government counterparts implementing The PBF-supported Reconciliation and State-Building Project interviewed asserted that they were committed to sustaining progress in reconciliation and to the development of federalism with the support of the project. As mentioned above, the government, CSOs and the OP reiterated their commitment to continuing with the project activities.

The PBF-supported Reconciliation and State-Building Project strategies and implementation modalities of support for advisors as well as TA, trainings, and equipment/refurbishing and the experience of implementing reconciliation activities and discussions/dialogues on federalism were seen as developing capacity in Somalia in these areas that are recognized as critically needed in Somalia. This would ensure continuity after the project since the skills and infrastructure remain the property of the government and its stakeholders for use.

The PBF-supported Reconciliation and State-Building Project support ended at the end of February 2021; the benefits and outcomes of the project were then sustained by MPTF-funded REFS. Interviewees in FGS and FMS institutions supported by the project, whether advisors, the DG/Secretary General or other staff, felt that sustainment was likely going forward after this support comes to an end at the end of 2021 – in part because a successor project was not only needed but likely through UNDP. A successor project was expected to reinforce and continue project achievements and continue to support progress in reconciliation and federalisation in Somalia.

The PBF-supported Reconciliation and State-Building Project’s strategy to implement with the same team as MPTF REFS supported continuing the approaches of The PBF-supported Reconciliation and State-Building Project at the end of the PBF-funded project at end February 2021. Interviews asserted that ending support for reconciliation and federalism at this point was not warranted; instead a successor project was needed as reconciliation and federalism will take a long time to develop in the context of Somalia.

The PBF-supported Reconciliation and State-Building Project supported knowledge transfer through funding advisors, providing TA and training as well as networking, and supporting activities that used these people/skills for actual reconciliation and to support the development of federalism. There are however no guarantees that government institutions will carry out these roles without the funding support of the project and of the REFS project. There will be need therefore for UNDP to discuss

this with the government and come up with sustainable measures that will be put in place to ensure that the government is well facilitated to continue with the work.

Sustainability remains challenging in Somalia. Interviews suggested that support could target sustainability more in project design and implementation through closer work with institutional roles and responsibilities and direct funding. However UN interviewees noted continued hesitance of donors to support FGS and FMS institutions directly by donors that impede sustainability or the prospects of closer work and direct funding. There was a general feeling that the project should have included more stakeholders at community level especially development organisations that have experience implementing such project as opposed to the project being domiciled within government ministries.

“UNDP focused on dealing with the government; Community driven and community centered approached; It’s a top down approached. Reconciliation best work with community taking the lead,” KII with government authority, SWS.

“Agreement with civil society at grass root level is very important rather than leaving everything to the office of the president to implement the project,” KII, Implementing partner project Staff.

Lessons learned were solicited in interviews and emerged from the analysis of project and other materials as well as the Evaluators’s analysis of evaluation findings towards answering all of the evaluation questions. Specific lessons learned are in the penultimate section of the report below.

Recommendations from conclusions based on the analysis of accumulated findings and specific recommendations from interviewees that are supported by this evidence are discussed in the final section of the report on Recommendations below.

Cross-cutting Issues.

- **Gender and women empowerment**

According to UNFPA Somalia ranks fourth lowest for gender equality globally. This is an increasing interest to embed gender equality and women empowerment in humanitarian programming.

PBF funded project emphasized gender equality as an integral part of the project during the design and implementation of the project. Although gender sensitivity has not been considered in developing the indicators in the result framework, the project document explicitly emphasized gender and women empowerment- “Through all activities, the project will actively promote the role of women as peace makers”. During the project implementation, dedicated training was organized for women for women to encourage their involvement in the project. The project staff at the government counter part were encouraged to enhance equal distribution. Discussion with the community leaders brought forward the reality of Somali as a patriarchal community. Women trainees were noted to have limited involvement in the reconciliation and peace building activities in their community as this is communally regarded as the role of men.

- **Human rights, inclusion of people with disabilities and any other vulnerable groups.**

The document review and discussion with the stakeholders indicated that interventions on women and youth capacity strengthening also focused on other human rights particularly peace and security. Discussions with youth peace leaders and conflict management noted that the training underline the significance of peace and security for all as basic human right. In addition, respondents from the government counterparts noted the sustained advocacy by UNDP for Peace and Reconciliation human rights perspective.

- **Crisis prevention and recovery, Poverty reduction and sustainable livelihood issues**

One of the main drivers of conflict in Somalia is scrambling over limited resources. Poverty and limited access to livelihood can be directly linked with internal conflicts. PBF funded project have contributed to political dialogues that formed the basis for peaceful political transition in Somalia. Dusamareeb I, II and III political negotiation have provided effective road map for the parliamentary and presidential elections. To a great extent, this has reduced political crisis at FMS and FGS level that would otherwise be detrimental to business operations causing loss of livelihoods and forcing communities' brink of poverty.

- **Link with SDGs that are relevant.**

The project proposal links project intervention to contributing to SDG 16: Promoting peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. The project interventions were found to adherently contribute to Target: Significantly reducing all forms of violence and related death. Discussion with key informants established that reconciliation activities including conflict resolution and dialogues have contributed to reduction of inter and intra clan violence in the project target areas. Conflict management training organized before the elections have been crucial in preparing communities to maintain peace and order hence promoting rule of law at local and national level.

5. LESSONS LEARNED

The PBF-supported Reconciliation and State-Building Project materials and interviews for the evaluation identified lessons learned from the development and implementation of the project, as has the analysis of findings by the ET. Key lessons learned include:

- **Initiatives are expandable:** Initiatives and dialogues in one area on a topic could be expanded and used to address and reach agreement on other critical issues. Smaller conferences on FMS level topics were expanded, notably in Galmudug in the process to reach the key national agreement on indirect elections that has been the central framework for politics and federalism for the second half of 2020 and 2021;
- **Reconciliation and the development of federalism need more time and resources:** Somalia has been in turmoil for more than 30 years. The processes of establishing an effective system for reconciliation and peacebuilding will not be achieved overnight thus the need for good structures and modalities to be put in place. Future projects must be designed with longer time frame and more investment to achieve full establishment of federalism.
- **Stakeholder and Donor Support: Reconciliation in Somalia can succeed if stakeholders at all levels participate and cooperate. Strong State-society relationship is fundamental to establishing levelled understanding to effective reconciliation process. PBF project result would have been achieved more easier had the project invested more on grassroot discussions to effective reconciliation and peace at the community level. Achieving community level reconciliation is cost and time intensive.** More support is needed for reconciliation and to put in place state building infrastructure in Somalia. Donors such as PBF should consider substrate funding to embed diverse community level activities in the project to ensure adequate facilitation of
- **Need for Community-Led Approach:** The approach that was taken by the project in implementing the project using the OP and government ministries was a good move. This was however disputed by some respondents reporting that community-led approaches yield better results vis a vis government-led approach. More focus on community-based reconciliations should be given the priority. The office of the government is high level to implement reconciliation campaigns in the community.
- **Technical skills and local understanding:** The project had competent staffs who were mostly local and greatly understood the needs of the community members in the region. They closely worked with the community leaders to adequately implement the project activities.

- **Delayed Timelines:** There were a lot of delays in project implementation period where the project was required to be implemented within three months but it almost took one year as a result of delayed funds transfer from UNDP. Such bureaucracies can undermine such initiatives due to missed opportunities and timelines.
- **Awareness Creation on conflict resolution:** Most of the conflicts experienced by communities across Somalia is due to lack of knowledge and information. Community awareness on the reconciliation and conflict reconciliation results in building on longer term peaceful coexistence.
- **Civil Society are Critical in Peacebuilding:** The civil society play a very critical role in conflict resolution and peacebuilding initiatives. There was a general feeling among the KIs respondents that their involvement was quite minimal. There were suggestions that they should be involved and be the ones spearheading the project implementation for better results.
- **Need for Better Coordination and Synergy:** Reconciliation activities were undertaken by many actors and coordination was reported to have been weak. There is need for some coordination or joint programming among the stakeholders and partners to ensure better outcomes and avoid duplication. There is a similar program ran by other UN agencies in the community but not well coordinated. There are risks of activity overlap in most of the target areas where UNDP is undertaking the PBF program.
- **Stakeholder Involvement in the Project Design Stage:** Consultation with community during the project design is important to get the priority needs of the community right.
- **Creation of Concrete Activities:** Awareness creation is the primary activities when implementing peace-building and state building interventions. The project would need to invest in a more concrete activities that addresses the wider challenge of the regional state.

5. CONCLUSIONS

In drawing the recommendations for the endline evaluation of the PBF project, an analysis of whether the evaluation objectives were achieved will be used as a guideline.

Relevance

The PBF project met the needs of the community in resolving conflicts as well as building their capacity in conflict resolution through trainings and engagement in peacebuilding activities. Local leaders were also trained to enable them resolve community conflicts when they arise. While the project trained the local leaders in conflict resolution, there is also needed to include the communities through setting up of community structures. Establishment of inclusive community peace structures such as district peace committees are fundamental to achieving reconciliation objectives in Somalia. Aligned to the national plans and frameworks of achievement of peace, reconciliation and social cohesion. The project supported the FGS and FMS in developing and delivering various national frameworks and milestones in the journey of finding peace and reconciliation. Integrating reconciliation interventions with other projects such as us livelihood enhancing project to maximize project benefits. XXXXXXXXXX The project also supported the government in capacity building of its staff through training, infrastructure support and technical support by hiring technical advisors to oversee the project implementation. Even though the training were considered relevant to the local needs, there is need for a wider coverage of community members.

The PBF supported conflict mapping through data collection, data triangulation and a validation conference at the FMS level. The project was thus relevant in addressing conflict drivers and factors for peace identified in conflict analyses. The knowledge and information shared among the stakeholders in the trainings. While the digital data platform was set up for project data management, the data was not updated as required due to delays thus creating inefficiencies. There is therefore need for better planning to enable efficient use of project data for better results.

Effectiveness

The project activities were effective in achieving the project goals and objectives. The trainings and engagement in peacebuilding sessions for instance The peacebuilding and conflict resolution trainings

for instance were reported to have hugely changed communities' perceptions and mindset about federalism and peace. Reconciliation and federalism workshop should be tailored to specific objectives and conducted over a long period of time and should not be based on abstract concepts.

The community for many years had a negative perception and a not-so-good working relationship with government and its agencies. The PBF project had brought together all stakeholders including government and community members to work together thus building a trusting and better working relationship. There is need to design more projects and activities that will allow government and the people to work together so as to strengthen their relationships and build trust.

The PBF project's methods of supporting partner government institutions by hiring technical advisors and improving the capacity of these institutions through training and provision of equipment and infrastructure was considered very successful. This support enabled the staff of these institutions to develop and hold peace and reconciliation trainings, workshops, and conferences that targeted different geographic regions and stakeholders. While this was successful, there is need to have longer term activities to enable them adequately build their capacity.

The PBF addressed inter-clan conflicts that had been in existence for many years through peace and reconciliation meetings. The project duration was very short. For better results and lasting solution to peace to be achieved, there is need to design long term projects that will allow enough time for implementation and measures results substantively.

The PBF project adopted an inclusive approach where the relevant stakeholders both from government line ministries and agencies, the security sector, development partners and community members, women and youth were brought on board right from the inception stage until closure. While inclusion of women and youth was in the design of the project, women did not feature much in the project as the peacebuilding and reconciliation field continue to be a male dominated field. There is therefore need for deliberate action to ensure that women, youth and other sectors of society are fully involved in the programs in the future.

The PBF project has helped Somalia make progress in reconciliation and state-building as well as avoid slipping further into conflict in the absence of progress in developing federalism and inter-governmental relations across Somalia.

The involvement of community members as well as government agencies in the PBF project minimizes the risks since it gives them a sense of ownership and responsibility in ensuring that all the set up structures and frameworks are adequately effected. There is therefore need for better capacity building and improvement in stakeholder management to ensure that they discharge their duties adequately.

The local leaders training alone does not suffice to support the reconciliation agenda with out the involvement of law enforcement forces. Inclusion of enforcement agencies and establishment of reconciliation committees is crucial to reaching sustainable peace building process in the country.

Federalism and reconciliation are interrelated but different concepts that needs to be integrated with other projects implemented by the project including Livelihood, JPLG and natural resources development projects.

Federalism in Somalia can succeed if stakeholders at all levels participate and coordinate in establishing an effective mechanism. Establishment of inclusive community peace structures such as district peace committees are fundamental to achieving reconciliation objectives in Somalia.

Working on federalism and effective reconciliation should start with committed political elites and key decision makers in Federal members states and Federal government to obtain political acceptance and understanding.

Strengthened coordination and creating synergies at horizontal, vertical and sectoral level of administration will contribute to enhanced implementation of reconciliation and federalism project.

The concept of federalism should be contextualized to Somalia political situations which might vary from other countries practicing federalism system of governance. Best practices should be documented and shared across the federal member states.

Efficiency

The PBF project supported peacebuilding strategies, supporting human resources, stationary and office equipment for government authorities, supporting conflict resolutions and reconciliation activities as well as awareness creation and sensitization on federalism at the regional, district and village levels. The project also supported coordination between the ministries through DG forums, dialogue meetings between the Director Generals to facilitate coordination to allow them to work together. All these project activities were reported to have been implemented as planned and according to the budget. They were reported to have been cost effective through the Value-for-Money principle. For this efficiency to be arrived at, the project conducted a conflict mapping to map out all the conflict needs and situation on the target locations. Based on this achievement, it is evident that data is a key component in programming and decision making. This approach is a lesson that can be used for scale up and other future projects.

Project timelines were delayed due to long bureaucracies at the UNDP both in approving project documents as well as funds release. This was reported to have affected the implementation of project activities. UNDP should therefore develop modalities that can enhance their operations to ensure such delays are avoided.

Stakeholder management and communication seemed to have been done well. Board meetings were seen as ways to reach other stakeholders. Additionally, the regular dialogue and consultative meetings with DGs and between FMS and FGS acted as platforms for communication and information sharing. While this was reported by some respondents, a significant proportion felt that coordination and stakeholder management was not done up to their expectations. This was attributed to the confusion on the roles of the different line ministries in the project that was said to have sometimes brought friction among them.

Weak coordination between Boundaries and Federalism Commission and Federal member states on boundaries delimitations. There is therefore need to build on this component to ensure that all stakeholders on board feel part and parcel of the project. There is also need to develop clear lines of communication among the partners. Coordinating with MolFAR at federal member state level when selecting CSOs who are implementing REFS project is instrumental in ensuring that coordination is strengthened at federal member state level.

The project covered a smaller scope in terms of target beneficiaries. There was a general feeling that the project should expand further to include other populations that were left out. Inadequate funding for some of the activities significantly reduces project impact. There is therefore need to reach out to more donors and development partners for more funding to achieve greater impact.

Sustainability and Ownership

The government agencies through the OP gave their commitment to continue with the work. It is however not very clear whether they will be able to continue without funding from donors. There is need for discussions between UNDP and the government entities to happen to discuss the next steps.

Strategies used to implement the project activities such as capacity building approach for the government staff, infrastructure development, trainings and information sharing forums and meetings was a great approach to ensure sustainability after the project life. The trainings however need to cover the whole community for a holistic approach to be achieved in conflict resolution and peacebuilding.

The involvement of community and government agencies in the PBF project minimizes the risks and gives them a sense of ownership and responsibility of the project even after closure. There is therefore need for better capacity building and improvement in stakeholder management to ensure that they discharge their duties adequately. Delimitation work needs to involve and consult all relevant key stakeholders.

Factoring in political boundaries and FMS delimitation in future reconciliation and federalism program design is paramount to achieving project results.

Impact

The PBF project contributed to improved social cohesion through reconciliation of specific disputes within and between some states, districts, and communities/clans. The findings indicate that there are changes in perceptions among community members regarding clan and community conflicts.

The ministry staff who were trained were able to support conflict resolution activities by setting up sustainable structures for follow-ups and accountability among aggrieved parties. The tangible impacts included:

- REFS project contributed to election framework by supporting dialogue of 1,2 and 3rd Dhusamareb meetings which led to 17th September and 25th May federal electoral model agreement.
- Reconciliation of Herale and Hurshe Reconciliation as well as Hananbure and Qalanqale reconciliation.
- The project strengthened horizontal inter-governmental relations through establishment of DGs platform.
- Established Galmudug state youth peace ambassadors at all districts that are instrumental in moving forward reconciliation agenda.
- BFC developed basic delimitation guidelines and procedures conducted delimitation conflict assessment and identified key disputed boundary lines between FMS Reached state level agreement on working with delimitation line between Puntland and Galmudug and Galmudug and Hirshabelle

6. RECOMMENDATIONS.

Relevance.

4. Somalia is an emergency context reality, integrating reconciliation and peace building interventions with other livelihood support interventions or creating linkages with other projects within the same target areas to maximize relevance and impact of the project would be significant to achieving reconciliation objectives. The best way to prevent societies from descending into crisis including but not limited to conflict is to ensure they are resilient through investment in inclusive and sustainable development. Additional support on accessing livelihood needs will greatly encourage participation in project activities. Strengthened coordination and creating synergies at horizontal, vertical and sectoral level of administration will contribute to enhanced implementation of reconciliation and state building project.

Priority level: High, Owner: UNDP; UNSOM

5. To strengthen project ownership, stakeholders and target community consultation processes on project design and implementation should be continuous, inclusive and practical and start early on in the processes of strategic and programmatic development with relevant feedback loops and follow-up, drawing on the relevant Community Engagement Guidelines on Peacebuilding and Reconciliation.

Priority level: High, Owner: UNDP

6. While support on policy and strategy development is crucial to state-building effort, It's not an end to itself. Reconciliation support project should aim at supporting on implementation of appropriate strategies such National reconciliation framework to lay the foundation for appropriate implementation of reconciliation priorities at FMS and FGS level.

Priority level: High, Owner: UNDP

Effectiveness.

4. Reconciliation and peace building campaigns should be tailored to specific objectives and conducted over a long period of time benefitting extensive community members. The primary target of such advocacy should be community leaders in the rural areas and youth who take lead in perpetuating conflicts in the rural areas. Future project should consider extending coverages beyond major towns to ensure communities in rural areas who are the primary audience of clan conflict are supported.

Priority level: High, Owner: UNDP; UNSOM

5. There is a need to design a robust and objective capacity building supports rather than random and short-term trainings. The government authorities' capacity strengthening support should also be informed by training capacity assessments to ensure that the training match the capacity development needs of the staffs and feasibility contribute to the achievement of the project objectives. A number of project activities such as oral history and conflict mapping exercise were identified to have had very short duration. There is need to design long term projects activities that will allow enough time for implementation and measures results substantively.
6. A deliberate action should be taken to ensure that women, youth and other sectors of society are fully involved in the programs in the future. The project data collected during the monitoring exercise should be gender and age disaggregated to ensure that project participation is continuously determined, and gaps addressed for efficient implementation.

Priority level: High, Owner: UNDP; UNSOM

Efficiency.

4. As much as availability and coordination are crucial for the quantity of financing for reconciliation and peacebuilding, the quality of financing – long-term, context-specific, and flexible, among other factors are essential to efficient utilization of financial resources. UNDP should have an assessment system to enable best value for money. Where the upgrade of capacities may produce minimal results on peacebuilding, these resources can be reallocated towards actions that bring important results at the community level. Implementing agencies should be given consideration by donors.

Priority level: Medium, Owner: PBF Secretariate

5. Delays in project activities implementation due to setbacks in LOA signing and approval of concept notes come out conspicuously during ET discussions with government counterparts. Such delays may lead to not only failing to meet timely community needs but can also form the basis for in efficiency in resource utilization. UNDP should therefore develop time-friendly modalities that can enhance their operations to ensure such delays are avoided.

Priority level: High, Owner: UNDP.

6. Prioritising and strengthening long-term programming that contributes to peacebuilding, including reconciliation processes, transitional justice, trauma healing and establishment of economic incentives for peace, and localised conflict resolution mechanisms and processes. Closer engagement with civil society can be an avenue to establish community infrastructures to quickly respond and effectively maintain peace using a bottom-up process, in addition to navigating formal channels.

Priority level: High, Owner: PBF

Sustainability and Ownership.

4. PBF funded project had a fair share of contributing to reconciliation process of a long-standing conflicts. To make reconciliation agreement more binding project actors should encourage the parties to draft peace agreements that envisage enforcement mechanisms. Agreements without mechanisms to implement them, particularly to sanction violations, are not sufficient they tend to be violated without consequences, and small incidents tend to escalate into inter-group conflict. Mechanisms that envisage complementary roles for community and security actors appear to be the most effective.

Priority level: High, Owner: UNDP; UNSOM

5. On implementing reconciliation activities at community level purpose to work through civil society organizations who have the trust of their communities, and greatly embedded in the community to continue working with the result of PBF funded project interventions. Put in place measures to facilitate their access to technical and financial support should need be and link them with the relevant government agency to continue monitoring their progress and provide relevant support.

Priority level: High; Owner: UNDP

6. Emphasize to establish or strengthen community structures such as peace committees that in ardently works with the local and national government structures to institute advocacy on peace and reconciliation beyond the project requirements. They can be supported through similar project to define their roles in peace-building activities such as reconciliation process and form an integral part of the community.

7. *Priority level: Medium; Owner: UNDP*

Impact.

3. Peacebuilding goals are long-term; so should be the case for peacebuilding financing. In this light, 2-3 years funding for a country-wide project is not substantive to allow effective implementation and real impact. Ensuring long-term funding might be difficult given the realities faced by donors. However, a continuous funding can be complimented from other streams available for reconciliation and state building.

Priority level: High; Owner: UNDP

4. To attain project long-term result more extensively and consistently, establish area-based interventions to maximize benefits rather than spreading the limited resources country-wide resulting to less effective or incomplete activities that undermines the achievement of the overall project results.

Gender and women empowerment.

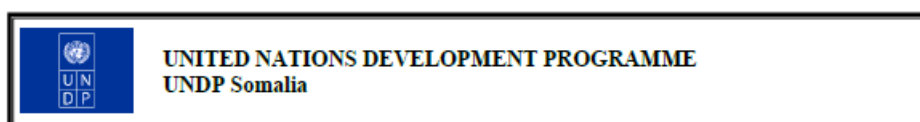
3. Undertake a wholistic conflict assessment to better understand the gendered dimensions of conflict and reconciliation processes and their impact on outcomes. This would explore how the roles of people in conflict and reconciliation processes reflect wider societal gender constructs, and how a better understanding of these might contribute to the identification of the most effective ways to secure the meaningful participation of women, as well as how to generate acceptance and support from traditionally resistant groups for this participation.

Priority level: High; Owner: UNDP; UNSOM

4. Design appropriate activities to facilitate women's participation in the reconciliation processes, based on the results of the initial discussions and analysis. These could include separate women's reconciliation conferences running prior to, or parallel with, "main" processes, or encouraging and supporting women's participation in the "main" process.

Priority level: High; Owner: UNDP

Annex I: Terms of Reference (TOR) for the End-Line Evaluation



Terms of Reference (ToRs) Consultancy – End-line Evaluation

Supporting Reconciliation and State-Building Processes

Background and Context:

Three decades of war and state collapse have destroyed the social fabric in Somalia. While Somalia is making great strides on its peacebuilding and State-building agenda, the past years have seen several serious challenges to the positive trajectory of the country as unresolved contentious issues come to the fore. So far, each of these challenges have been resolved through political dialogue without any major outbreak of violence – a sign of the growing political maturity of Somalia’s embryonic institutions and the yearning for peace of the Somali population.

The ongoing State-building efforts and re-establishment of state institutions (political, judiciary and executive) is a deeply political process in which the delicate balance between stakeholders must be maintained. While Somalia’s Provisional Constitution of 2012 refers to a federal system, an agreement is yet to be reached on the kind of federalism Somalia is pursuing.

Al-Shabaab remains the largest threat to Somalia’s peaceful development and stands outside the political structures established over the past decade. Ensuring that military planning is accompanied by civilian components that provide tangible peace dividends for the Somali population is crucial for the legitimacy of the Somali state and the long-term peaceful development of the country. The UN is supporting these political processes through its ‘good offices’ functions, as well as through the facilitation of the Somali-led dialogue process. Reconciliation is a top priority for the Federal Government of Somalia and Somalia’s commitment to inclusive political dialogue and reconciliation has been acknowledged by the Security Council, which in its resolution 2408 (2018) underscored the importance of UNSOM’s support to these processes.

Against this backdrop, Supporting Reconciliation and State building project was envisaged to have following three components:

1. Provide structured support to mediation and reconciliation initiatives in Somalia in a strategic and catalytic manner, complementary to other ongoing or planned efforts. This would include, for example, capacity building support to the Ministry of Interior, Federal Affairs and Reconciliation and other national and local actors (both authorities and civil society), support to the National Reconciliation Framework and facilitation of dialogue on contentious issues linked to Somalia’s peacebuilding and State-building agenda.
2. Provide the UN in Somalia, as part of UNSOM’s good offices functions, with a flexible funding facility for urgent conflict prevention interventions, including mediation, dialogue and reconciliation between levels of government and in areas known to be prone to conflict and political tension as well as hitherto unknown situations that may arise.
3. Support towards strengthening the capacity of state structures to engage citizens in reconciliation efforts, through establishment of mechanisms and tools such as public accountability fora and citizen report cards.

Project Background

The project has been developed in response to and in alignment with the highest priorities of the National Development Plan (NDP). The project contributes to the Inclusive Politics goal, i.e. to “[a]chieve a stable and peaceful federal Somalia through inclusive political processes and effective decentralization”. The Government’s inclusive politics agenda comprises democratisation, finalising the constitution, and decentralization, and implementing the federation process. The NDP seeks to reach political agreement on the principles that underlie the distribution of roles and responsibilities over the three tiers of government and to translate these political agreements into executive arrangements throughout the government structures. The project concurrently supports the priorities identified in the NDP Pillar Working Groups and the recently drafted Political Roadmap for Inclusive Politics.

The project supports Sustainable Development Goal (SDG) 16, recognising the centrality of governance-informed development to ensure that societies’ aspirations for higher access and quality

of public services are achieved through core government functions that are effective, responsive and inclusive.

Furthermore, the project's objectives align with the FGS's priorities in finalising and implementing the National Reconciliation Framework, promoting conflict resolution and advancing State-building as articulated in several documents, including the Wajadir Framework for Local Governance, the National Stabilization Strategy, the New Partnership for Somalia, and the Political Roadmap for Inclusive Politics. Also, the project links itself to the development of a National Reconciliation Framework under the auspices of the Federal Government of Somalia and the MoIFAR which will be the guiding document for the national reconciliation process in Somalia. This process also requires the resolution of on-going active conflicts as well as long-term peacebuilding measures. The project facilitates the development of a culture of reconciliation in Somalia by providing capacity building in mediation, reconciliation and peacebuilding efforts. True to the principles of Delivering as One, the project harnesses system-wide capacity to support Somali-led processes based on inclusive and participatory practices. Finally, the project builds on the longstanding support provided by the UN and other key actors, such as the Intergovernmental Authority on Development (IGAD), to promote reconciliation in Somalia and the peaceful resolution of conflict.

Project Outputs: The project has following three Outputs:

Output 1.1: An agreed framework and standing capacity to prevent conflict and promote reconciliation in Somalia is established

Output 1.2: Strengthened capacity of the UN capacity to provide good offices in support of peaceful resolution of conflict and improved relations between the FGS and FMS

Output 1.3: Capacity and willingness of the state towards citizen engagement in reconciliation and State-building efforts are strengthened

The project was originally planned for 20 months with start date January 1st, 2019, however, in view of pandemic the no-cost-extension was granted ending on 28th February 2021.

Evaluation Purpose

The purpose of this evaluation is to assess the extent of the results at outcome and impact levels of project interventions for which the project had a direct contribution attributed to the target audience, and institutions across all level of government in all project locations. This is also aimed to assess the performance of the project and capture project achievements,

challenges, and best practices to inform future similar programming. The end-line evaluation will have following three key objectives:

- (i) Evaluate to what extent the PBF project has delivered effective, efficient, relevant and timely activities to beneficiaries as set in the project results framework.
- (ii) Assess whether the collaboration between stakeholders and project partners has added value, to the interventions with a positive effect on beneficiaries and other stakeholders. What has contributed to this added value and what has not?
- (iii) Identify and assess key lessons learned, challenges and draw recommendation for future programming on reconciliation and state building in Somalia. The end line evaluation should at least include one lesson learned and recommendation per evaluation category, i.e. effectiveness, efficiency, relevance etc.

The results of the evaluation will draw lessons that will inform the Somali counterparts at FGS and FMS levels, UNDP, UNSOM/PAMG and PBF as the key stakeholders of this evaluation. It will also propose actionable recommendations for future programming related to reconciliation and state building.

Scope

The final evaluation will determine the extent to which the PBF-supported project results have contributed to changes in the reconciliation and statebuilding processes creating an enabling environment thereof, through assessing outcomes.

It will examine the project's implementation process in line with the national window modality drawing upon the project's results framework as well as other monitoring data collected on the project outputs and outcomes. It will assess the effectiveness of the implementation strategy and the results.

In addition, it will examine the roles and responsibilities, coordination mechanisms, partnership arrangements, institutional strengthening, beneficiary participation, and sustainability of the programme. It will also recommend areas for improvement and learning.

The evaluation will be conducted at Federal, FMS and community levels (focusing on the processes and outcomes of communal reconciliations). It will include a review of the project design and assumptions made at the beginning of the project development process. It will assess the project management including the implementation strategies; and the project activities; the extent to which the project results have been achieved, partnerships established, capacities built, and cross cutting issues of mainstreaming gender, human rights and south-south cooperation have been addressed.

The evaluation will specifically focus on the following:

- An in-depth review of implementation of various project outcomes and outputs outlined in the project document with a view to identifying the level of achievement as well as an analysis of factors in case the set benchmarks were not fulfilled.
- Review the extent by which the project has contributed to gender equality and women's empowerment and other cross-cutting issues addressed during project planning and implementation.
- Assess the quality of partnerships, national/regional ownership, and sustainability vis-à-vis the strategy in the project document, identify gaps and document lessons for future referencing.

- Extent of intended and unintended changes in development (condition/outcome) between the completion of outputs and achievement of impacts
- Review the oversight, reporting and monitoring structures designed to support the project strategies and interventions.
- Extract the lessons learned and best practices that can be considered in planning and design of future project phase and recommendations that can be applied to projects with the same nature.

Evaluation criteria and key questions

The evaluation questions are based on the OECD DAC evaluation criteria as well as PBF specific evaluation criteria, which have been adapted to the context. The following key questions will guide the end of project evaluation:

i) Relevance - How relevant were the objectives and activities, implemented by the project, in addressing issues related to state building and peacebuilding in Somalia?

- To what extent was the project in line with the national and international frameworks - such as the National Development Plan (NDP), National Reconciliation Framework (NRF), Provisional Constitution, and the UN Strategic framework/plan, UNDP - CPD?
- To what extent have the peacebuilding and state-building strategies, adopted during implementation, been aligned with and responded to the projects conflict analysis rationale.
- How do the stakeholders perceive the relevance of the project and how have the activities implemented improved the peacebuilding environment?
- Are there any stories of change? Provide detailed analysis connect to higher level contextual changes if possible.
- How has the collaboration between UNSOM-PAMG/UNDP/PBF, national/regional counterparts, local partners, CSOs and line ministries contributed to appropriate response of specific needs and priorities of the stakeholders?
- Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis?
- Was the project appropriate and strategic to the broader state building goals and challenges in the country at the time of the PBF project's design? Did relevance continue throughout implementation?
- To what extent did the project achieve its overall objectives? Did the project provide the necessary support to the target government institutions as outlined in the project document?
- 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.
- What and how much progress has been made towards achieving the overall outputs and outcomes of the project, including contributing factors and constraints?
- Were the inputs and strategies identified appropriate and adequate to achieve the results? Were they realistic? Was the project relevant in terms of addressing identified needs?

ii) Effectiveness

- Assess the effectiveness of reconciliation / mediation process established towards state building process (Outcome I.I Indicator). Verify the number and assess the

effectiveness of peaceful reconciliations of inter-clan conflicts achieved through the project (Outcome 1.2 Indicator).

- Identify and assess the effectiveness of the peacebuilding strategies adopted during the implementation of the project.
- Assess the extent to which inclusive reconciliation processes were achieved including the empowerment of women and youth.
- To what extent have targets in the log frame of the project, been achieved per indicator, disaggregated by gender and age?
- To what extent have the project activities contributed to the strategic level outcomes and to any contextual peacebuilding changes in target areas.
- Was the project effective in increasing requisite skills of the partners, counterparts and participants to contribute towards reconciliation, peacebuilding in state building in Somalia?
- What were the major contextual cultural, religious and political factors influencing the achievement of the objectives of the project?
- What opportunities for collaboration have been utilized and how have these contributed to increased effectiveness? or otherwise? Have proper accountability and risk management framework(s) been in place to minimize risks on program implementation?

iii) Efficiency

- How efficient was the delivery of project in terms of expenditure and implementation of activities?
- Was the project activity implementation (modality) cost-efficient, while not compromising quality?
- Were there opportunities within the project to reach more beneficiaries with the available budget or to reduce costs while reaching at least the same number of beneficiaries without compromising quality?
- How efficient was the overall staffing, planning and coordination within the project and external partners?
- How efficient and successful was the project's implementation approach?
- How efficiently did the project engaged the Project Board?
- How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project?
- How well did the project team communicate with implementing partners, stakeholders, and project beneficiaries on its progress?

- Overall, did the PBF- project provide value for money? Have resources been used efficiently?
- Did project activities overlap and duplicate other similar interventions (funded nationally and/or by other donors)?
- Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
- Could a different approach have produced better results?
- How efficient were the management and accountability structures of the project?

iv) Sustainability and Ownership

- Will the changes caused by this program continue beyond the life of the project?
- What mechanisms have, UNDP, and partners put in place to sustain the key program Outputs and Outcomes?
- How has the program worked with local partners to increase their capacity in a sustainable way?
- What motivations /mechanisms exist for partners to continue playing these roles?
- What are the risks facing sustainability of program Outputs and Outcomes?
- Which of the interventions, approaches, and modalities/strategies have been most effective according to the project partners?
- Who benefited from shared learning experiences? How did the different actors learn from these experiences?
- Assess the extent to which the results are likely to continue with specific focus on national capacity and ownership over the process.
- To what extent did the PBF project contribute to the broader strategic outcomes identified in nationally owned strategic frameworks and plans?
- To what extent do stakeholders support the project's long-term objectives?
- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity etc.) to support positive changes in peacebuilding after the end of the project?
- How strong is the commitment of the Government counterparts and other stakeholders to sustaining the results of PBF support and continuing initiatives?
- How has the project enhanced and contributed to the development of national capacity to ensure suitability of efforts and benefits?
- To what extent are the benefits of the project likely to be sustained after the completion of this project?
- What is the likelihood of continuation and sustainability of project outcomes and benefits after completion of the project?
- How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints?
- What knowledge transfer took place during the project implementation that will guarantee government institutions will play their role when the project is closed?
- 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.
- How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)?
- Describe the main lessons that have emerged. What are the recommendations for similar support in the future? (The recommendations should provide comprehensive proposals for future interventions based on the current evaluation findings).

v) Impact

- Evaluate the extent to which the project generated positive or negative, intended, and unintended effects on its wider peacebuilding and state building environment and its contribution towards the wider objectives outlined in the project document

Methodology

The evaluation of Supporting Reconciliation and State-building Processes project will be conducted by a team of independent evaluators procured by UNDP under a consultancy contract. The Project Evaluation Commission including project stakeholders (executive, supplier, and beneficiary) shall guide and oversee the overall direction of the consultancy. The evaluation must provide evidence-based information that is credible, reliable, and useful. The evaluation will provide quantitative and qualitative data through the following methods:

- • Desk study and review of all relevant project documentation including project documents, annual work- plans, project progress reports, project monitoring reports (from third party monitors) annual project reports, minutes of project board meetings, reports of consultancies and events.
- • In depth interviews to gather primary data from key stakeholders using a structured methodology.
- • Considering the effects of the COVID-19 pandemic, virtual focus group discussions with project beneficiaries and other stakeholders will be conducted.
- • Interviews with relevant key informants (see annexed list of relevant institutions).
- • Observations and verifications (virtual field consultations -when/if possible- using checklist) to be conducted by local consultant with all Covid-19 and security protocols issued by the Government being observed.

Expected outputs and deliverables

The following deliverables are expected:

- • **Evaluation design:** stakeholder and beneficiary mapping, methodology, refining of scope and evaluation questions, implementation plan.
- • **Briefing:** the evaluator will brief UNDP project staff, UNSOM/PAMG, donors, FGS and FMS counterparts and the UN partners, other relevant stakeholders at the Federal Member States on the evaluation design.
- • **Inception report:** a brief plan reflecting any specific needs indicated by the UN Team or the Government counterparts or concerns by partners on the scope of work of this assignment, evaluation design scheduling as agreed upon in the Briefing session.
- • **Debriefing:** at the end of the evaluation, the evaluator will provide a debriefing to the same stakeholders, focusing on the main results and recommendations of the evaluation.
- • **Draft report:** the evaluator will send a draft evaluation report with quantitative data to the UN Team and to MoIFAR focal person. This report will be shared with all donors, partners and selected stakeholders, and consolidated written comments will be provided to the evaluator within one week. The report will define the specific result areas under the overall outcomes and outputs of the project and analyze those in depth in terms of relevance, efficiency, effectiveness, impact, and sustainability; provide lessons learned and best practice
- • **Final Report:** the evaluator will send the final evaluation report with quantitative (including gender-disaggregated) data to the UNDP-UNSOM/PAMG team after having received the consolidated comments on the draft report. The international consultant will be overall responsible for the preparation of the final report
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Deliverables

The key deliverables are summarized in the table below:

Deliverables	Content	Estimated Duration to Complete (days)	Target Due dates	Review and approvals Required	% of total professional fee
Inception Report	Maximum 5 pages based on an understanding of the TOR and a desk review of the relevant documentation outlining proposed evaluation steps and detailed description of the envisaged methodology, assumptions, and explanation as to why this is the most appropriate way forward and a brief plan on the scope of work of this assignment, evaluation questions and design, and scheduling as agreed upon in the briefing session as set forth in the next section. It will specifically include a proposed schedule of tasks, activities, and deliverables, designating a team member with the lead responsibility for each task or product, the documents reviewed and to be reviewed and an indicative list of key stakeholders to be consulted.	10	July 10 2021	Evaluation Commission	20
Data Collection and Analysis	Field data collection at FGS, FMSes and community levels. All interviews, recording and analysis will be delivered to UNDP and remain the property of UNDP. The data from the field will be collected to the furthest extent possible through digital devices & remote surveys, virtual consultations conducted through video communication and audio conferencing and other IT collaboration tools to be used in a situation of remote work environment. Thus, UNDP will facilitate the online meetings with stakeholders.	20	August 5 2021	Evaluation Commission	30
A Draft Evaluation Report	A draft report informing all key stakeholders and describing the findings and recommendations for future intervention strategies, lessons learned and best practices.	10	August 20 2021	Evaluation Commission	20
Final Evaluation Report	Final evaluation report incorporating additions and comments provided by all stakeholders. The content and structure of the final analytical report will outline findings, recommendations and lessons learnt covering the scope of the evaluation, and will meet the requirements of the UNDP Evaluation Guidelines, 2019. The structure of the report shall be as follows: (1) The title and opening pages should provide the following basic information: (i) name of the evaluation intervention; (ii) time frame of the evaluation and date of the report; (iii) Somalia as country of the evaluation intervention; (iv) names and organizations of evaluators; (v) name of the organization commissioning the evaluation.; (vi) acknowledgements; (vii)	5	September 1st 2021	Evaluation Commission	30

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	project and evaluation information details. Table of contents, including boxes, figures, tables, and annexes with page references. (1) List of acronyms and abbreviations.(2) Executive summary (4 pages maximum); (3) Introduction (2-3 pages); (4) Findings (4-5 pages); (5) Conclusions (1-2); (6) Recommendations (1-3 pages); (7) Lessons learned (1-2 pages); (8) Report annexes: charts, Terms of Reference, case studies				
		45			

Evaluation team composition and required competencies

The evaluation will be carried out by a team comprising of international and national experts who will be responsible and accountable for all the deliverables.

Evaluation ethics

Evaluation consultants will be held to the highest ethical standards and are required to sign a code of conduct upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the United Nations Evaluation Group (UNEG) 'Ethical Guidelines for Evaluations'.⁴ The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected.⁴

The information, knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners. The

⁴ Access at: <http://www.unevaluation.org/document/detail/100>

evaluators must be free and clear of perceived conflict of interest and interested consultants will not be considered if they were directly or substantively as an employee or consultant in the formulation of UNDP strategies and programmes. In this regard each of the consultant is mandatory to sign a code of conduct and an agreement before they start working with UNDP.

Management and implementation arrangements

The Evaluation Consultant/Team will report to the Evaluation Commission composed of the United Nations Development Program (UNDP), UNSOM/PAMG, the Ministry of Interior, Federal Affairs and Reconciliation and the line-ministries at the Federal Member States.

The members of the Evaluation Commission shall not be a direct recipient of the project support as well as those that manage the project directly to ensure objectivity. The UNDP Monitoring and Evaluation Specialist in UNDP Programme Oversight and Quality Assurance (POQA) will provide technical guidance and ensure the independence of the evaluation process, and that policy is followed.

Time frame for the evaluation process

The evaluation is expected to start in April 2021 for an estimated duration of 45 working days. During this period the consultants will carry out desk reviews, field work including focus group discussions, interviews, consultations, and report writing.

Duty Station

This will be home based work.

Qualifications of the Successful Individual Contractor

Education:

Master's degree in governance, political science, international relations, international development, development economics, social sciences, or other related field combined with capacity building work and institutional needs assessment.

Experience:

- At least 10 years of professional experience in areas of Results-Based Programme Evaluation and Quality Assurance. A strong record in designing and leading assessments/evaluations.
- Proven experience in conducting evaluations at programme and/or outcome levels in related fields with international organizations or UNDP projects; previous experience in undertaking evaluations of government executed projects.
- Technical expertise, including working experience in developing countries, in the field of governance including both local and international, public administration, conflict management and peacebuilding
- Extensive conceptual and methodological skills and experience in applying qualitative and quantitative research/ evaluation methods.
- Experience in gender analysis and mainstreaming in evaluation or research activities
- Excellent analytical and drafting skills; and IT literate, especially in Microsoft Package
- Experience of programme formulation, monitoring and evaluation.
- Fluent in English. Working knowledge in Somalia is an added advantage, and Excellent written and verbal communication skills in English.

Corporate Competencies:

- Demonstrates integrity by modelling the UNs values and ethical standards.
- Demonstrates professional competence and is conscientious and efficient in meeting commitments, observing deadlines and achieving results.
- Promotes the vision, mission and strategic goals of the UN/UNDP
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability with a demonstrated ability to work in a multidisciplinary team.

Functional Competencies:

- Ability to work under pressure in a stressful environment and adapt to a rapidly changing and challenging work environment.
- Familiarity with the UN System and mandates,
- Ability to work with minimal supervision, taking own initiative and control to implement tasks
- Knowledge of issues concerning institutional/capacity assessment and organization development,
- Thorough knowledge of results-based management and strategic planning processes.
- Excellent communication skills (written and spoken English); good presentation skills (good public speaker); Excellent interpersonal skills and the ability to communicate with policy makers and counterparts.
- Ability to deal with multi-stakeholder groups.
- Strong interpersonal and managerial skills, ability to work with people from different backgrounds and evidence of delivering good quality assessment and research products in a timely manner

TOR Annexes These provide links to supporting background documents and more detailed guidelines on evaluation in UNDP:

- ❖ Intervention results framework and theory of change.
- ❖ Key stakeholders and partners.
- ❖ Documents to be reviewed and consulted.
- ❖ Evaluation matrix template.
- ❖ Outline of the evaluation report format.
- ❖ Code of conduct forms.

All relevant documentation and literature will be given to the consultants in soft copy once the evaluation begins, including the following:

Project Documents

- ❖ Project Document for Supporting Reconciliation and State-Building Processes
- ❖ PPF Progress reports since January 2019 – annual and half year reports.
- ❖ UNDP Evaluation Guidelines 2019.
- ❖ Report of HACT (Harmonized Approach to Cash Transfer) Financial Audit.

List of stakeholders and relevant institutions

- ❖ United Nations Development Program (UNDP).
- ❖ United Nations Assistance Mission Somalia (UNSOM) / Political Affairs and Mediation Group (PAMG)
- ❖ Ministry of Interior, Federal Affairs and Reconciliation of the Federal Government of Somalia (MoIFAR-FGS)
- ❖ Office of the Prime Minister of the Federal Government of Somalia (OPM-FGS)
- ❖ Independent commission for Boundaries and Federalism (ICBF) Minister of Interior, Federal Affairs and Reconciliation "
- ❖ Office of the President South West State of Somalia (OOP- SWS)
- ❖ Ministry of Constitution and Federal Affairs Jubaland State of Somalia (MoCFA-JSS)
- ❖ Office of the President Hirshabelle State of Somalia (OOP-HSS)
- ❖ Ministry of Interior Federalism and Democratization Puntland State of Somalia (MoIFAD-PLSS)
- ❖ Ministry of Interior, Federal Affairs and Reconciliation Galmudug State of Somalia (MoIFAR-GSS)
- ❖ Peace Building Fund
- ❖ Simad University
- ❖ Galkayo University
- ❖ African Network for Prevention and Protection Against Child Abuse and Neglect – Somalia Chapter (ANPPCAN-SOM)
- ❖ Mogadishu University
- ❖ Creative Alternative Now (CAN)
- ❖ Somali Youth Vison (SYV)

Documents produced by donors and counterparts

Federal Government of Somalia:

- ❖ The National Reconciliation Framework (NRF) and National Reconciliation Process (NRP)
- ❖ Somali National Development Plan (2017 – 2019)
- ❖ Somalia National Development Plan (2020 – 2024)
- ❖ Any other relevant documents

UN System:

- ❖ UNDP Country Programme Document 2018-2020
- ❖ United Nations Strategic Framework (UNSF) 2017-2020

Annex 2: List of Documents Reviewed**Project material**

Project Document, Supporting Reconciliation and State-Building Processes

No cost extension, Supporting Reconciliation and State-Building Processes

PBF Project Progress Report, Semi-Annual 2019, Supporting Reconciliation and State-Building Processes

PBF Project Progress Report, Annual 2019, Supporting Reconciliation and State-Building Processes

PBF Project Progress Report, Semi-Annual 2020, Supporting Reconciliation and State-Building

PBF Project Progress Report, Annual 2020, Supporting Reconciliation and State-Building Processes

PBF Final Report, June 2021, Supporting Reconciliation and State-Building Processes

2019. Annex D: PBF Project Budget.

19 December 2018, Letter from Assistant Secretary General for Peacebuilding Support to Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator in Somalia, New York: United Nations.

N.D. Summary Note, Name of the Project: Reconciliation and Federalism Support Project (REFS) for Somalia (for PBM)

N.D. Reconciliation and Federalism Support Project (REFS), Project Briefing for PBF

21 July 2020. Reconciliation and Federalism Support Project (REFS), Project Briefing for Project Board Meeting

23 April 2019, Agenda. Reconciliation and Federalism Support Project (REFS) for Somalia, Project Board Meeting

23 April 2019, Minutes, Project Board Meeting Reconciliation and Federalism Support Project (REFS)

12 February 2020, Agenda. Reconciliation and Federalism Support Project (REFS) for Somalia, Project Board Meeting

12 February 2020, Minutes, Project Board Meeting Reconciliation and Federalism Support Project (REFS)

21 July 2020, Agenda. Reconciliation and Federalism Support Project (REFS) for Somalia, Project Board Meeting

21 July 2020, Minutes, Project Board Meeting Reconciliation and Federalism Support Project (REFS)

14 June 2020, Revised Project Implementation Strategy and Plan – (2020-21), Reconciliation and Federalism Support Project (REFS)

June 2020. Highlights of the Project, Reconciliation and Federalism Support Project (REFS)

2017. Ministry of Interior, Federal Affairs and Reconciliation. Final Conference Report - National Consultation Conference on Reconciliation Framework: Conflict and Peace Mapping

Galkacyo Reassessment Report

Galmudug Conflict Mapping Report

Geographical Coverage of REFS Activities 2019-2020

Inclusive Politics Roadmap SEEN 2017

JSS Conflict Mapping Assessment Findings

Launching Event – Civil Society Initiative

LVGs Evaluation Report

National Reconciliation Framework (NRF) Final

NRF Summary

2020. NRF Advisory Board - Terms of References

28 March 2019. Minutes of the Steering Group Meeting, NRF.

2 March 2020. Agenda. National Reconciliation Framework - Advisory Group Meeting

2 March 2020. Minutes. National Reconciliation Framework - Advisory Group Meeting

18 May 2020. Agenda. National Reconciliation Framework - Advisory Group Meeting

18 May 2020. Minutes. National Reconciliation Framework - Advisory Group Meeting

2 March 2020. Meeting Brief for Deputy Resident Representative – Programme

18 May 2020. Meeting Brief for Deputy Resident Representative – Programme

August 2020. Concept Note for Conflict Mapping Exercise.

August 2020. Conflict Mapping Data Collection Training Guide.

Commemoration Report - Third Year Anniversary of Galkacyo Peace Accord

7 November 2019. A brief note of the National Reconciliation Process Advisory Group

28 May 2019 Minutes of the Steering Group Meeting on NRP

28 May 2019. Steering Group Meeting on the National Reconciliation Process

29 April 2019. Inception workshop: Summary of Findings

N.D. PBF Project Catalyst (description of funding catalyzed)

PDRC Talks – Culture Report

Peace Journalism – Report

February 2021. Puntland Development and Research Centre (PRDC). Puntland Somaliland Connectors
- Final Report

N.D. PRDC. Biographies of Peace Promoters

2020. Call for Participation: Oral Historiography for Peacebuilding Initiative

2020. Review Session on Inception Framework: Oral Historiography for Peacebuilding Initiative

N.D. SRSG Good Office Support: Interventions and Achievements

19 May 2019. Ministry of Interior, Federal Affairs and Reconciliation. National Reconciliation Process (NRP) Plan (NRF Implementation Plan) - Pillars, Milestones, Activities and Timeline

6 August 2019. Minutes. National Reconciliation Process- Advisory Board Meeting

Strengthening bottom-up reconciliation initiatives - Case Study

Success Story of Dhusamareb Dialogues: Electoral Constituency Caucuses Model

Talking Points – Peter Nordstrom. Launch – Civil Society Initiative on Strengthening Social Contract in Somalia

2019. Letter of Agreement (LoA). Office of the Prime Minister of the Federal Government of Somalia (OPM-FGS)

2020. LoA (January-June), OPM-FGS

2020. LoA Amendment 1 (July), OPM-FGS

2020. LoA Amendment 2 (August-December), OPM-FGS

2021. LoA (January-June), OPM-FGS

2019. LoA. Ministry of Interior, Federal Affairs and Reconciliation of Federal Government of Somalia (MoIFAR-FGS)

2019. LoA Amendment 1, MoIFAR-FGS

2019. LoA Amendment 2, MoIFAR-FGS

2020. LoA (January-June), MoIFAR-FGS

2020. LoA Amendment 1 (July), MoIFAR-FGS

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2019. LoA. Independent Commission of Boundary and Federalism (IBFC)

2020. LoA (January-June), IBFC

2020. LoA Amendment 1 (July), IBFC

2020. LoA Amendment 2 (August-December), IBFC

2021. LoA (January-June), IBFC

2019. LoA. Ministry of Interior and Federal Affairs –Jubbaland State of Somalia (MoIFA-JSS)

2020. LoA (January-June). Ministry of Constitution and Federal Affairs –Jubbaland State of Somalia (MoCFA-JSS)

2020. LoA Amendment 1 (July). MoCFA-JSS

2020. LoA Amendment 2 (August-December), MoCFA

2021. LoA (January-June), MoCFA-JSS

2019. LoA. Ministry of Reconciliation and Federal Affairs - Galmudug State of Somalia (MoRFA-GSS)

2020. LoA (January-June), MoRFA

2020. LoA (July), MoRFA

2020. LoA Amendment 1 (July), MoRFA

2020. LoA Amendment 2 (August-December), MoRFA

2021. LoA (January-June), MoRFA

2019. LoA. Office of the President, Southwest State (OOP-SWS)

2020. LoA (January-June), OOP-SWS

2020. LoA Amendment 1 (July), OOP-SWS

2020. LoA Amendment 2 (August-December), OOP-SWS

2021. LoA (January-June), OOP-SWS

2019. LoA. Office of the President, Hirshabelle State (OOP-HSS)

2020. LoA (January-June), OOP-HSS

2020. LoA Amendment 1 (July), OOP-PLSS

2020. LoA Amendment 2 (August-December), OOP-HSS

2021. LoA (January-June), OOP-HSS

2019. LoA. Ministry of Interior, Federalism and Democratization, Puntland State of Somalia (MoIFAD-PLSS)

2020. LoA (January-June), MoIFAD-PLSS

2020. LoA Amendment 1 (July-December), OOP-PLSS

2020. LoA Amendment 2 (August-December), OOP-PLSS

2021. LoA (January-June), MoIFAD-PLSS

UNDP Materials

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UN Materials

United Nations. 2016. United Nations Strategic Framework (UNSF) Somalia 2017-2020. [https://www.undp.org/content/dam/undp/library/corporate/Executive%20Board/2018/First-regular-session/DPDCPSOM3_UN%20Strategic%20Framework%20\(2017-2020\).pdf](https://www.undp.org/content/dam/undp/library/corporate/Executive%20Board/2018/First-regular-session/DPDCPSOM3_UN%20Strategic%20Framework%20(2017-2020).pdf)

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UNSC. 19 May 2021. Situation in Somalia Report of the Secretary-General. S/2021/485 New York: UNSC. https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2021_485_.pdf

UNSC. 17 February 2021. Situation in Somalia Report of the Secretary-General. S/2021/154 New York: UNSC. https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_2021_154.pdf

Other Evaluation Materials

Organisation for Economic Co-operation and Development Development Assistance Committee (OECD/DAC). 2019. “Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use OECD/DAC Network on Development Evaluation. Paris: OECD/DAC. <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

Government of Somalia Materials

Somalia National Development Plan 2017-2019 (NDP)

Other Materials on Somalia

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<https://www.interpeace.org/resource/the-puntland-experience/>

Annex 3: List of Respondents

No.	Name	Sex	Role/Counterpart
1.	Said Abdullahi Alasow	Male	DG, MoIFAR-FGS
2.	Abdiaziz Olad	Male	Advisor, MoIFAR-FGS
3.	Farhan Abdalla	Male	Advisor, MoIFAR-FGS
4.	Yusuf Hassan Moalim Isak	Male	Advisor for Oral History for Peacebuilding, MoIFAR-FGS
5.	Abdisalam Aato	Male	Advisor for Oral History for Peacebuilding, MoIFAR-FGS
6.	Ubah Christina Farah	Female	Advisor for Oral History for Peacebuilding, MoIFAR-FGS (International Consultant)
7.	Mohamed Ibrahim Nur	Male	PS, OPM
8.	Jama Egal	Male	Peacebuilding Coordinator, OPM
9.	Ali Osman	Male	Advisor, OPM
10.	Rufa'l Mohamed Salad	Male	Advisor, OPM
11.	Abdirizak Warsame Dirie	Male	Advisor, Independent Commission for Boundaries and Federation (ICBF)
12.	Abukar Abdi Ibrahim	Male	Secretary General, Independent Commission for Boundaries and Federation (ICBF)
13.	Ahmed Abdirahman Hassan	Male	Minister, MoCFA-JSS (Ministry of Constitution and Federal Affairs of Jubbaland State of Somalia)
14.	Hussien Maalin Ali	Male	DG, MoCFA-JSS (Ministry of Constitution and Federal Affairs of Jubbaland State of Somalia)

15.	Yonis Abdi Bulbul	Male	Advisor, MoCFA-JSS (Ministry of Constitution and Federal Affairs of Jubbaland State of Somalia)
16.	Abdullahi Ali Watiin	Male	Chief of Staff, OOP-SWS (Office of the President of Southwest State of Somalia)
17.	Mustafa Abdullahi Hassan	Male	DG, MoIFAR-SWS (Ministry of Interior, Federal Affairs and Reconciliation of Southwest State of Somalia)
18.	Mohamed Abdirahman Ali	Male	Federalism Advisor, OOP-HSS (Office of the President of Hirshabelle State of Somalia)
19.	Abdi Mohamed Jama (Abdi Wayeel)	Male	Minister, MoIFAR-GSS (Ministry of Interior, Federal Affairs and Reconciliation of Galmudug State of Somalia)
20.	Suleiman Abdullahi	Male	PS, MoIFAR-GSS (Ministry of Interior, Federal Affairs and Reconciliation of Galmudug State of Somalia)
21.	Mohamed Ali Nur (Jubba)	Male	DG, MoIFAD-PLSS (Ministry of Interior, Federal Affairs and Democratization of Puntland State of Somalia)
22.	Abdikadir Nor	Male	Advisor, MoIFAD-PLSS (Ministry of Interior, Federal Affairs and Democratization of Puntland State of Somalia)
23.	Muhyadin Abdullahi Abdi	Male	President at Galkayo University- (contracted through LVGs)

24.	Mohamed Mohamud Mohamed	Male	Deputy Rector Academics at SIMAD University- (contracted through LVGs)
25.	Shuaib Abdalla Hassan	Male	Director at Somali Youth Vision (SYV)- (contracted through LVGs)
26.	Faisa Loyaana	Female	Executive Director at Creative Alternatives Now (CAN)- (contracted through LVGs)
27.	Shafii Mohamud Egal	Male	Chief Executive Director at Institute of Federalism and Security Analysis (IFSA)- (contracted through LVGs)
28.	Khadar Mohamoud Ahmed	Male	Executive Director at ANPPCAN-SOM- (contracted through LVGs)
29	Abdirahman Sharif Ali	Male	Young graduate – MolFAR
30	Abdirashid Abukar	Male	Young graduate – MolFAR
31	Bashir Ali Mohamud Kulmiye	Male	Young graduate – MolFAR
32	Fatima Abdi Jama	Female	Young graduate – MolFAR
33	Horia Mohamed	Female	Young graduate – MolFAR
34	Halima Musse	Female	Young graduate – MolFAR
35	Abdirahman Hussein	Male	Young graduate – MolFAR
36	Mohamed Abdullahi	Female	Young graduate – MolFAR
37	Neimo Abdirahman	Female	Young graduate – MolFAR
38	Safiyo Mohamed	Female	

			Young graduate – MolFAR
39	Abdirahman Hassan	Male	Advisor - MolFAR
40	Warda Aidarus	Female	Oral histography project
41	Abdi Borle	Male	Oral histography project
42	Mustafe Ahmed	Male	Oral histography project
43	Niama Gedi	Female	Oral histography project
44	Sakariye Axmed	Male	Oral histography project
45	Farhan Jama	Male	Oral histography project
46	Sacad Ibrahim	Male	Oral histography project
47	Bishar Yussuf	Male	Oral histography project
48	Yasmin Gedi	Female	Oral histography project
49	Umulkhair Adam	Female	Oral histography project
50	Faisal Said	Male	Oral histography project
51	Halimo Barow	Female	Oral histography project
52	Yasin Mohamed	Male	Oral histography project
53	Abubakar Mohamed	Male	Oral histography project
54	Abdulnasir Hussein	Male	Oral histography project
55	Ahmed Abdirashid	Male	Oral histography project
56	Abdisalat Borle	Male	Oral histography project

57	Jabir Mohamed	Male	Oral histography project
58	Hidaya Mursal	Female	Oral histography project
59.	Abdirahim Mohamed	Male	Project focal point, SWS
60.	Hassan Hassan	Male	Project focal point, Galmudug and Jubaland state
61.	Ismail Handulle	Male	Project focal point, Hirshabelle state.

Annex 4: Evaluation Instruments

Introduction and Informed Consent

Thank you for talking with me today.

My name is _____. I am working independently for the United Nations to conduct an evaluation of the work conducted by UNDP and its partners through the PBF-funded Supporting Reconciliation and State-Building Processes project. The goal of the review is learn about what has been accomplished in the region through the project, what has worked well, and what has not worked as well. Lessons from this review will be used to help the UNDP and its partners in future work.

The information collected today will only be used for the review. I will not use this information in a way that identifies you as an individual in the report.

I would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

I hope to learn from you from your knowledge and experience with the project and its activities. Are you willing to participate in this study? [Ensure that participant(s) verbally agree to participate]

Do you have any questions for me before I begin with a short list of questions to learn about the ways that you or your organisation may have worked with the project?

16 Initial Questions

1. What has been your engagement with the PBF-funded Supporting Reconciliation and State-Building Processes project?
2. What has the project done to support you and your office in its work?
3. How has this support affected your work for reconciliation and statebuilding?
4. Do you think the project has been implemented efficiently, in terms of how it has been attentive to the costs of project activities relative to their potential to strengthen reconciliation and statebuilding?

5. What do you see as the reasons for any successes of the project through its work with you and your office?
6. How sustainable do you think these results are? Why are they sustainable or not sustainable?
7. What do you see as the reasons for any failures of the project through its work with you and your office?
8. What do you see as the reasons for these failures?
9. What do you see as the main results of the project overall in reconciliation and statebuilding?
10. Why has the project achieved these results – what worked well or not so well overall?
11. How sustainable do you think these results are? Why are they sustainable or not sustainable?
12. Has the project worked on the right priorities for reconciliation and statebuilding? Why or why not?
13. What do you see the main lessons learned from the project?
14. What do you suggest should be prioritized for international support for reconciliation and statebuilding over the next few years based on the experience of the project?
15. Who else should we talk to to make sure we properly review the project?
16. Is there anything else we should discuss about the project that would be important for the evaluation that we have not covered and should cover?

52 questions to answer in Evaluation – USE FOR FOLLOW UP

RELEVANCE

1. How relevant do you see the objectives and activities of the PBF-funded Supporting Reconciliation and State-Building Processes project to addressing the key tissues related to state building and peacebuilding in Somalia?
2. How in line was the Supporting Reconciliation and State-Building Processes project with the priorities of national and international frameworks such as the National Development Plan (NDP), National Reconciliation Framework (NRF), Provisional Constitution, and the UN Strategic framework/plan, UNDP CPD?
3. How in line have the peacebuilding and state-building strategies of the FGS and FMS been with the conflict analysis done by the project.
4. Have and how have the activities implemented by the project improved the peacebuilding environment?
5. What do you see as the main changes in Somalia that the project has contributed to? How has the project contributed to these changes?
6. How has the collaboration between UNSOM-PAMG/UNDP/PBF, national/regional counterparts, local partners, CSOs and line ministries contributed the project responding to priority needs and priorities of stakeholders?
7. Was the project appropriate and strategic to the state building goals and challenges in the country? Did relevance continue throughout implementation?

EFFECTIVENESS

8. Did the project achieve its overall objectives?
9. Did the project provide the necessary support to targeted institutions?
10. To what extent did the project contribute to gender equality, the empowerment of women and a human rights-based approach? Would you say the gender marker of the project (30%, USD 779k) was in line with these results? Why or why not?
11. What progress has been made with the support of the project towards an agreed framework and standing capacity to prevent conflict and promote reconciliation: in Somalia? What are the main factors that contributed to or limited these achievements?
12. What progress has been made with the support of the project to strengthen the capacity of the UN to provide good offices in support of the peaceful resolution of conflict and improved relations between the FGS and FMS? What are the main factors that contributed to or limited these achievements?
13. What progress has been made with the support of the project to strengthen the capacity of the state to support citizen engagement in reconciliation and state-building? What are the main factors that contributed to or limited these achievements?
14. Are there other aspects of the project that have contributed to strengthening capacity to prevent and/ or resolve conflicts in Somalia towards state-building that you can identify? What are the main factors that contributed to or limited these achievements?
15. Were the inputs and strategies of the Supporting Reconciliation and State-Building Processes project appropriate and adequate to achieve results? [FOLLOW UP In your view, were the expectations of what could be achieved by the project realistic?]
16. In your view, how effective were the reconciliation / mediation processes supported by the project? Which processes would you say were more or less effective in addressing inter-clan conflict? Why were some more or less effective?
17. In your view, what peacebuilding strategies adopted during the implementation of the project were more or less effective? Why were some more or less effective?
18. How inclusive were these reconciliation processes were achieved including the empowerment of women and youth?
19. What did the project do successfully to increase the skills of partners, counterparts and participants in reconciliation, peacebuilding, and state building?

EFFICIENCY

20. What opportunities to collaborate with partners were utilized by the project? Did and if so how did collaboration increase the effectiveness of implementation?
21. What evidence can you share about ways the project tried to be efficient – that is to show that the project was attentive to costs relative to results in implementation?
22. What evidence can you share about the ways direct implementation by UNDP was or was not cost-efficient, including its effects on quality?
23. Do you think the project could have reached more beneficiaries with the available budget without compromising quality? Why or why not?
24. Do you think the project's staffing, planning and coordination of implementation and in engaging with external partners was efficient? Why or why not?
25. Do you think the project's implementation approach was efficient and successful? Why or why not?
26. How efficiently did the project engage the Project Board? ONLY ASK PROJECT MANAGEMENT AND BOARD

27. How did the project collect and use data to monitor results? Do you think updated data was used effectively to manage the project?
28. How and how well did the project team communicate with implementing partners, stakeholders, and project beneficiaries on progress?
29. Overall, would you say that the PBF project provide value for money by using resources been efficiently? Why or why not?
30. Did project activities overlap and duplicate other similar interventions? If so, where was this duplication?
31. In your view, were there more efficient ways to implement with the available inputs than those used by the project?
32. Could a different approach have produced better results?
33. In your view, how efficient were the management and accountability structures of the project?

SUSTAINABILITY AND OWNERSHIP

34. What is the evidence that the changes caused by this program continue beyond the life of the project?
35. What mechanisms have UNDP and partners put in place to sustain the key program Outputs and Outcomes?*
36. How has the program worked with local partners to increase their capacity in a sustainable way?
37. What would you say motivations partners to continue their roles in the project? What mechanisms exist to support sustainability of the project's results?
38. What do you see as risks to the sustainability of program Outputs and Outcomes?
39. PARTNERS ONLY - What interventions, approaches, and modalities/strategies of the project do you see as having been most effective ones? What makes these work so effectively?
40. Who benefited from shared learning experiences? How did the different actors learn from these experiences?
41. Assess the extent to which the results are likely to continue with specific focus on national capacity and ownership over the process.
42. To what extent did the PBF project contribute to the broader strategic outcomes identified in nationally owned strategic frameworks and plans?
43. To what extent do stakeholders support the project's long-term objectives?
44. Did the design include an appropriate sustainability and exit strategy? What was this strategy?
45. In your view, how strong is the commitment of FGS stakeholders to sustaining the results of PBF support and continuing initiatives?
46. In your view, how strong is the commitment of FMS stakeholders to sustaining the results of PBF support and continuing initiatives?
47. In your view, how strong is the commitment of other stakeholders to sustaining the results of PBF support and continuing initiatives?
48. How has the project enhanced and contributed to the development of national capacity to ensure suitability of reconciliation and state building efforts and benefits?
49. To what extent are the benefits of the project likely to be sustained? What evidence do you have that supports or shows a lack of sustainability?

50. What do you think should be done to improve the prospects of sustainability of project outcomes and the potential for replication of the approach.
51. What do you see the main lessons learned from the project.
52. What do you recommend for similar support to reconciliation and state building in the future?

Annex 5. Evaluation Matrix.

Criterion	Main evaluation questions	Sub-questions	Indicators	Data sources	Data collection tools
Relevance	How appropriate was the project concept to the problems/challenges it was supposed to address, taking into account the prevailing political and social economic situation in Somalia/Somaliland.	<ul style="list-style-type: none"> ○ To what extent have the peacebuilding and state-building strategies, adopted during implementation, been aligned with and responded to the projects conflict analysis rationale. ○ Are there any stories of change? Provide detailed analysis connect to higher level contextual changes if possible. Were the inputs and strategies identified appropriate and adequate to achieve the results? Were they realistic? Was the project relevant in terms of addressing identified needs? 	Stated contribution of key stakeholders in the project design	Project Stakeholders Document review	Key Informant guide Document review guide
	How relevant were the objectives and activities, implemented by the project, in addressing issues related to state building and peacebuilding in Somalia?	<ul style="list-style-type: none"> ○ Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis? ○ To what extent was the project in line with the national and international frameworks - such as the National Development Plan (NDP), National 	Level of alignment of project (contribution of results to) the needs and priorities of the government institutions and target communities	Project stakeholders. Project Narrative reports	Stakeholder questionnaire. Document review template

		Reconciliation Framework (NRF), Provisional Constitution, and the UN Strategic framework/plan, UNDP - CPD?			
	How has the collaboration between UNSOM-PAMG/UNDP/PBF, national/regional counterparts, local partners, CSOs and line ministries contributed to appropriate response of specific needs and priorities of the stakeholders?	<ul style="list-style-type: none"> ○ How is the stakeholder collaboration contributed to the achievement of project results and meeting the needs of the target communities. ○ How do the stakeholders perceive the relevance of the project and how have the activities implemented improved the peacebuilding environment? 	Level of alignment and coordination of project (contribution of results to) the needs and priorities of the beneficiaries	Project stakeholders. Project Narrative reports	Stakeholder questionnaire. Document review template
	Was the project appropriate and strategic to the broader state building goals and challenges in the country at the time of the PBF project's design? Did relevance continue throughout implementation?	<ul style="list-style-type: none"> ○ Were the inputs and strategies identified appropriate and adequate to achieve the results? Were they realistic? Was the project relevant in terms of addressing identified needs? 	Level of alignment of project activities (contribution of results to) the priorities of the stakeholders	Project staff and stakeholders. Project Narrative reports	Project staff and Stakeholder questionnaire. Document review template
	To what extent did the project achieve its overall objectives? Did the project provide the necessary support to the target government institutions as outlined in the project document?	<ul style="list-style-type: none"> ○ What partners/projects did the project work with? What collaborative approaches did the project use? ○ Do Somali-NGO's set the agenda, ensuring representation of Somali-voices in all its diversity, and manage a substantial 	Level of meaningful decision making by local organizations that includes marginalized groups in the humanitarian system.	Project documents Interviews with other stakeholders	Stakeholder questionnaire. Document review template.

		percentage of the humanitarian funds?			
	Verify the appropriateness of the project implementation approach and the innovativeness and response by project management to bring changes to the social environment in which the project operates	<ul style="list-style-type: none"> Does the project respond to contextual realities of the implementation sites? 	Level of alignment with specific contextual realities and needs of beneficiaries	Project documents review Interview with the beneficiaries	KII questionnaire. Document review template. Beneficiary questionnaire
	To what extent did the project contribute to gender equality, the empowerment of women and the human rights-based approach?	<ul style="list-style-type: none"> Measure if the gender marker of the project was in line with the achieved results. Assess the extent to which inclusive reconciliation processes were achieved including the empowerment of women and youth. Were beneficiaries informed about the project, its partners? Were they involved in determining project results? 	Level of beneficiary sensitization and participation in the project design Evidence of beneficiaries' data disaggregation by gender and age.	Staff interviews Stakeholder and beneficiary interviews	Document review template. KII and beneficiary questionnaire.
	Was the project design expressed in the theory of change realistic and comprehensive?	<ul style="list-style-type: none"> Is there a clearly defined change that the project will make in the lives of the beneficiaries? What difference will the project achieve? 	Availability of impact/Success stories developed.	Project M&E framework, proposal, Project activities case studies.	Document review template. KII questionnaire. Interviews with project staff
	What and how much progress has been made towards	<ul style="list-style-type: none"> How was the project suited to the needs of the 	Evidence of consultations held	Interviews with project staff and beneficiaries	KII and beneficiary questionnaires

	achieving the overall outputs and outcomes of the project, including contributing factors and constraints?	government authorities and target communities during its design. Were they consulted?	with government authorities and target communities during project design		
Effectiveness	Assess the effectiveness of reconciliation / mediation process established towards state building process	<ul style="list-style-type: none"> ○ What activities are completed under this project so far and with which results? ○ Which activities are ongoing? How are they affecting the project results? 	Output level indicators of Results Framework	Project progress reports, PBF Project and partners project staff and consultants Key stakeholders	Stakeholder questionnaire. Document review template. Key informant guide
	Identify and assess the effectiveness of the peacebuilding strategies adopted during the implementation of the project.	<ul style="list-style-type: none"> ○ What are the actual project results achievements has the project influenced so far? ○ Assess whether planned benefits have been delivered and received as perceived by project management and target groups and will continue towards the intended purpose. 	Reported adaptive management measures in response to the needs of the beneficiaries	Project progress/narrative reports Project staff Key stakeholders	Stakeholder questionnaire. Document review template. Key informant guide
	Analyse the effectiveness of project strategies, perspective of change and implementation structures and establish what objectives PBF Funded state-building project has achieved or not achieved	<ul style="list-style-type: none"> ○ How helpful were the services offered to beneficiaries? How did the services help them? What difficulties is the project has been facing in meeting its objectives? 	List of benefits accrued by beneficiaries. List of challenges faced by the project in meeting its objectives	Beneficiary interviews Project progress/narrative reports Project staff Key stakeholders	Stakeholder questionnaire. Document review template. Key informant guide
	To what extent have the project activities contributed to the strategic level outcomes	<ul style="list-style-type: none"> ○ How are the project activities supported government priorities in 	Supported government peace building effort	Project progress reports.	Stakeholder questionnaire.

	and to any contextual peacebuilding changes in target areas.	peace building and reconciliation.			Document review template. Key informant guide
	Determine how the project enhanced program complementarity and synergy among the project partners. What did inter and intra coordination look like?	<ul style="list-style-type: none"> Does the project have a clear governance structure (organogram)? What roles does each project staff and partners undertake? 	Project management structure with clear roles and responsibilities	Document reviews Staff and partner interviews	Document review template. Key informant guide
	Assess the quality of planning operational work, budgeting and how the project managed and mitigated the originally identified risks and others that may not have been foreseen.	<ul style="list-style-type: none"> Does the project have an M&E framework stipulating responsibility? What opportunities for collaboration have been utilized and how have these contributed to increased effectiveness? or otherwise? Have proper accountability and risk management framework(s) been in place to minimize risks on program implementation? 	M&E framework	Project logframe Monitoring reports Staff interviews	Document review template. Key informant guide
	Establish whether the project fostered government partnerships in achieving the intended results. Determine whether the intended targeted groups of the project were systematically identified and engaged, prioritizing the marginalized and excluded, to ensure the project results were achieved as expected	<ul style="list-style-type: none"> What are the relationships created by the project? Who are its partners and beneficiaries? How were they identified and engaged? Was the project effective in increasing requisite skills of the partners, counterparts and participants to contribute towards reconciliation, peacebuilding in state building in Somalia? 	Stakeholder and partner reports and agreements	Project Monitoring reports Staff interviews	Document review template. Key informant guide

	Assess the extent to which project results improved social cohesion and increased trust among the communities	<ul style="list-style-type: none"> ○ Verify the level of engagement and willingness of the state towards citizen engagement in reconciliation and State-building efforts are strengthened. 	Project administration guidelines	PBF Project administration guidelines Staff interviews	Document review template. Key informant guide
Criterion	Main evaluation questions	Sub-questions	Indicators	Data sources	Data collection tools
Efficiency	How well the project activities transferred the available resources into the intended results in terms of quantity, quality and time?	<ul style="list-style-type: none"> ○ How frequently was the project monitored and how were the results used? ○ How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project? 	Number of monitoring reports with clear use of results	Monitoring reports Project staff interviews	Document review template. Key informant guide
	How efficient was the delivery of project in terms of expenditure and implementation of activities?	<ul style="list-style-type: none"> ○ How efficient was the overall staffing, planning and coordination within the project and external partners? ○ Was the project activity implementation (modality) cost-efficient, while not compromising quality? ○ Overall, did the PBF-project provide value for money? Have resources been used efficiently? 	Project activities implementation report	Narrative/progress reports reviews Project staff interviews	Document review template. Key informant guide

	How the project strategy used induced sustainable change, particularly in regard to working with government institutions and community participatory processes.	<ul style="list-style-type: none"> ○ What activities/strategies did the project use to ensure achievement and ownership of project activities? Did the project ensure participation of government stakeholders? 	Level of adherence to the project implementation strategy and level of Local government participation in the project	Review of progress reports Stakeholder interviews	Document review template. Stakeholder questionnaire
	How inputs and means have been converted into activities and the quality of the results achieved.	<ul style="list-style-type: none"> ○ Did project activities lead to project results? ○ How have the project activities supported positive behavioral changes in the community in regard to peace building and reconciliation 	Monitoring reports, Project annual progress report.	Review of monitoring reports Project staff interviews	Document review template. Key informant guide
	How the joint project implementation approach has translated to cost efficiency in project activities	<ul style="list-style-type: none"> ○ Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs? ○ What are the benefits of a joint approach and has the implementation led to reduction in implementation costs and how? ○ Could a different approach have produced better results? 	Project financial and monitoring reports	Review of monitoring reports Project staff interviews	Document review template. Key informant guide
Criterion	Main evaluation questions	Sub-questions	Indicators	Data sources	Data collection tools

Sustainability and ownership	Will the changes caused by this program continue beyond the life of the project?	<ul style="list-style-type: none"> ○ What, mechanisms have, UNDP, and partners put in place to sustain the key program Outputs and Outcomes? 	Impact level indicators in the results framework	Monitoring report Stakeholder and Beneficiary interviews	Document review template. Key informant guide Project Beneficiary questionnaire
	Establish the sustainability of Government institution capacity enhancement support through the project and how this can further be improved.	<ul style="list-style-type: none"> ○ What institutional capacities and structures did the project develop and were they useful? ○ What other capacities are still required by the project? 	Sustainability indicators in the results framework	Interviews with project stakeholders and staff	Document review template. Key informant guide
	Assess to which level sustainability has been considered in planning and execution of activities particularly in respect to institutions, formal and non-formal, as well as technical and cross cutting issues.	<ul style="list-style-type: none"> ○ What sustainability considerations were put in the planning and implementation of the project? ○ Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity etc.) to support positive changes in peacebuilding after the end of the project? 	Outcome level indicators in the results framework	Monitoring report	Document review template. Key informant guide Project Beneficiary questionnaire
	Assess the extent to which the results are likely to continue with specific focus on national capacity and ownership over the process.	<ul style="list-style-type: none"> ○ How has the program worked with local partners or government institutions to increase their capacity in a sustainable way? ○ How strong is the commitment of the 	Outcome level indicators in the results framework	Training reports, annual project result progress report.	Document review template. Key informant guide

		Government counterparts and other stakeholders to sustaining the results of PBF support and continuing initiatives?			
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Annex 6. Theory of Change.

Decades of conflict has eroded the trust between the state and its citizens, on the one hand, and between the FGS and the FMS on the other. This presents a major challenge that risks undermining the fragile gains made in Somalia's peacebuilding and State-building process and that could derail the efforts being made to solidify these through political agreements leading up to elections in 2020/21 and the promulgation of a new constitution. Somalia's embryonic institutions and nascent dialogue fora are under significant strain and tensions are expected to rise as contentious issues come to the fore. By providing tailored reconciliation and mediation support, the project will reduce the risk of the use of violence for political gains and promote a culture of dialogue to permeate all peacebuilding and State-building efforts.

This will be achieved if the expected outcome is attained, i.e. "Strengthened capacity to prevent and/or resolve conflicts in Somalia towards State-building", by establishing an inclusive national reconciliation platform in which the Federal and FMS administrations are more inclusive and organised, more capable, more accountable and providing more and better quality services responsive to the Somali people.

It should be noted that the project's theory of change is aspirational and longer-term, and that its realisation will require close coordination with numerous other interventions and is contingent on the avoidance of certain risks and challenges.

Annex 7. Pledge of Ethical Conduct.



ETHICAL GUIDELINES FOR EVALUATION

PLEDGE OF ETHICAL CONDUCT IN EVALUATION



UNEG
United Nations Evaluation Group

By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.



INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible**.



ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent** regarding evaluation purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.



RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access** to the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).



BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- Explicit and ongoing consideration of risks and benefits from evaluation processes.
- Maximum benefits at systemic (including environmental), organizational and programmatic levels.
- No harm. I will not proceed where harm cannot be mitigated.
- Evaluation makes an overall positive contribution to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

20th November 2022

(Signature and Date)