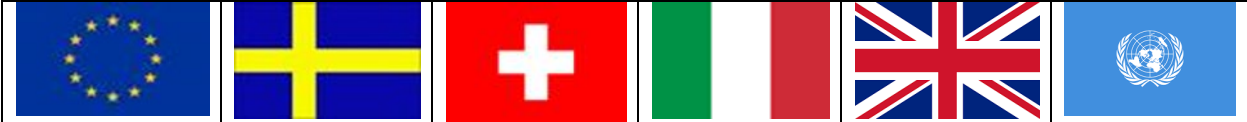



Strengthening Institutional Performance

2015 - 2018

Final Project Report

April 2019



Project Name	Somalia Capacity Development – Strengthening Institutional Performance (SIP)	
Gateway ID	00096489	
Start date	1 July 2015	
End date	31 October 2018	
Participating UN entities	UNDP	
Somali Compact	Cross-cutting	
NDP Pillar	Efficient and Effective Institutions	
UNSF Strategic Priority	<p>Priority 1: Improve capacity of central Government institutions to coordinate and lead structural reform and policy harmonization process</p> <p>Priority 2: Strengthen core public sector and civil service management functions in key domains</p> <p>Priority 3: Strengthen Cross Cutting and Sectoral Public-Sector Capacities through dedicated support</p>	
Location (s)	Federal Government of Somalia (FGS - Mogadishu) and Puntland (Garowe)	
Gender Marker	2	
SDG	SDG 16 - Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	
Project Outcome	The expected project outcome was strengthened systems, processes and capabilities of the Governments to deliver on New Deal Compact. The objective of the SIP Project was in line with the CD Flagship Programme objective to <i>“enable the governments to fill critical capacity gaps in the civil service and to strengthen the capacity of key ministries and agencies to perform core government functions”</i>	
Project Outputs	<p>Output 1: Capacity gaps in priority institutions filled in placing staff and advisors in priority positions.</p> <p>Output 2: Rationalized and updated Civil Service Management policy, framework, system, processes, and guidelines developed.</p> <p>Output 3: Improved training policy, facilities and plans proposed.</p> <p>Output 4: Strategic guidelines developed for internal Government coordination, good governance and strategic communication</p> <p>Output 5: Assessments, tools, and plans developed to mainstream gender</p> <p>Output 6: Guidance to undertake Development Planning, M&E and Aid Coordination including reporting developed.</p> <p>Output 7: Project management and implementation arrangement is established ensuring appropriate project implementation</p>	

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List of Abbreviations

ACU	Aid Coordination Unit	MOWDAFA	Ministry of Women Development and Family Affairs
AIMS	Aid Information Management System	MPTF	Multi Partner Trust Fund
BRA	Banadir Regional Administration		
CCORD	Centre for Consultancy Research and Development	NAO	National Authorizing Office(r)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women	NCSC	National Civil Service Commission
CIM	Capacity Injection Mechanism (part of CIP)	NDC	National Development Council
CAS	Comprehensive Approach to Security	NGO	Non-Governmental Organization
CIP	Capacity Injection Project (World Bank)	NDP	National Development Plan (2017 – 2019)
CPI	Consumer Price Index	NPF	National Partnership Forum
CSC	Civil Service Commission	OPM	Office of the Prime Minister
CSI	Civil Service (Training) Institute	OOP	Office of the President
CSO	Civil society Organization	PDF	Puntland Development Forum
DAD	Development Assistance Database	PFM	Public Finance Management
DDR	Demobilization, Disarmament and Reintegration	PGGACB	Puntland Good Governance and Anti-Corruption Bureau
DfID	Department for International Development (UK)	PSG	Peacebuilding and State building Working Group
DG	Director General	PWG	Pillar Working Group
DINA	Drought Impact Needs Assessment	(i)PRSP	(Interim) Poverty reduction Strategy Paper
DP	Development Partner	RCRF	Recurrent Cost Recovery Facility (World Bank)
EACC	Ethics and Anti-Corruption Commission (Kenya)	RRF	Recovery and Resilience Framework
EU	European Union	SDC	Swiss Development Cooperation
FGS	Federal Government of Somalia	SDG	Sustainable Development Goals
FMS	Federal Member States	SDPE	Sustainable Development and Poverty Eradication Funding Window (UNDP)
FNTC	Federalisation Negotiation Technical Committee	SDRF	Somali Development and Reconstruction Facility
HACT	Harmonized Approach to Cash Transfers	SIDP	Somali Institutional Development Project (UNDP)
HIPC	Heavily Indebted Poor Countries	SIDRA	Somali Institute for Development and Research Analysis
HLPF	High Level Partnership Forum	SIP	Strengthening Institutional Performance project
HR (M)	Human Resource (Management)	SMP	Staff Monitored Process (IMF)
ICT	Information and Communication Technology	StEFS	Support to Emerging Federal States (UNDP)
IFI	International Finance Institutions	TPM	Third Party Monitoring
IMF	International Monetary Fund	TRAC	Target for Resource Assignment from the Core (funds for UNDP Country Offices from Global resources)
LOA	Letter of Agreement	UCS	Use of Country Systems
M&E	Monitoring & Evaluation	UN	United Nations
MWHRD	Ministry of Women and Human Rights Development	UNCAC	International Convention on Good Governance and Anti-Corruption
MIA	Mogadishu International Airport	UNDP	United Nations Development Programme
MOLSA	Ministry of Labour and Social Affairs	UNFPA	United Nations Population Fund, formerly the United Nations Fund for Population Activities
MOLYS	Ministry of Labour, Youth and Sports	UNICEF	United Nations International Children's Emergency Fund
MOPIC	Ministry of Planning and International Cooperation	UNSCR 1325	Security Council resolution on women, peace and security
MoPIED	Ministry of Planning, Investment and Economic Development	UNSOM	United Nations Assistance Mission in Somalia
MOFA	Ministry of Foreign Affairs	UNV	United Nations Volunteers
MOIFA	Ministry of Interior and Federal Affairs	WB	World Bank

Introduction

This is the final report of the Strengthening Institutional Performance project (SIP). The present report focuses on the influence the project has had at the outcome/impact level and the lessons learned. The regular quarterly and annual reports from June 2015 when the project commenced have provided overviews of the different activities and outputs realised, which will be summarised in this report.

The Strengthening Institutional Performance project was operational from mid-2015 till the end of 2018, while in the beginning of 2019 some final administrative arrangements were finalised. Based on a project outcome to “enable the governments to fill critical capacity gaps in the civil service and to strengthen the capacity of key ministries and agencies to perform core government functions”, the specific outputs the project aimed to achieve were:

1. Capacity gaps in priority institutions filled in placing staff and advisors in priority positions.
2. Rationalized and updated Civil Service Management policy, framework, system, processes, and guidelines developed.
3. Improved training policy, facilities and plans proposed.
4. Strategic guidelines developed for internal Government coordination, good governance and strategic communication
5. Assessments, tools, and plans developed to mainstream gender
6. Guidance to undertake Development Planning, M&E and Aid Coordination including reporting developed.

The project received support from the European Union, the government of the United Kingdom (through DfID), Denmark, Italy, Switzerland, and received support from UNDP core funds (TRAC), the Sustainable Development and Poverty Eradication Funding Window (SDPE) and the New Deal Facility. The total project revenue was USD 22,708,876. The total project expenditure was USD 22,697,650. A small balance is remaining.

Contribution overview

Source of contributions	Amount (USD)
UNMPTF	12,186,259
Bilateral Contributions	
Department for International Development	963,008
European Commission	2,950,965
Swiss Agency for Development & Co	251,640
Total Bilateral Contributions	4,165,613
UNDP Contributions	
UNDP	6,185,671
UNDP Funding Window	171,333
TOTAL UNDP Contributions	6,357,004
Total Contributions	22,708,876

UNMPTF Contributions	Amount (USD)

The key deliverables achieved by the project are:

- The National Development Plan (2017 – 2019) was approved in December 2016;
- The Federal Member States Strategic Plans¹ aligned to the NDP (2017 – 2019).
- The National Development Council (NDC) established as part of the NDP process and continues operations;
- National Monitoring and Evaluation Framework developed by Ministry of Planning, Investment and Economic Development (MoPIED) and approved by the NDC as an official FGS framework in 2017.
- Functional Aid Coordination Mechanism in FGS and Puntland, mainly through support to the Aid Coordination Unit;
- The Puntland Development Coordination Forum was successfully established in December 2016 and continues to focus on Puntland Government’s engagement in the PWGs both internally and with the Federal Government as well as enhancing internal coherence and coordination in development planning;
- Draft Federal Civil Service Law Number 11 for the FGS was approved by Cabinet for ratification by Parliament in early 2017.
- Draft Puntland Civil Service Law Number 5 was presented to Cabinet in late 2017;
- Draft National Training policy by the FGS ministry of Labour and Social Affairs;
- Puntland Good Governance and Anti-Corruption Bureau (PGGAB) finalised and presented to Cabinet three policy documents: The Public Service Delivery Charter, Public Complaints Mechanism, and the Civil Service Code of Conduct in 2017 (all approved);
- The PGGAB successfully hosted an anti-corruption conference in December 2017 strengthening the resolve on the fight against corruption in Somalia.
- Strategic review of the Political Inclusion agenda and the Federalization agenda by the Office of the Prime Minister through a series of discussion sessions and topical Strategic Policy/Planning documents², leading up to the Political Roadmap adopted in 2017, and the establishment of the Federalisation Negotiation Technical Committee (FNTC);
- Several topical studies:
 - The National Civil Service Commission produced a report on gender integration in the Somalia public sector.
 - SIDRA report on SDG 6 – Sustainable Energy
 - Report on practical Federalist arrangements (draft)

Somalia is quite simply not the easiest environment to operate. The security situation, government systems that are barely a few years old and still have to ‘mature’, high staff turnover in both national and international partner agencies, challenges to predict actual costs of activities or implementation timelines, frequently changing political leadership or the fast changing landscape in the international assistance arena are just a few of the examples that make implementation of projectized support with multi-annual plans, fixed budgets and delivery schedules a complicated affair.

Diversion from original planning is a given. Maybe one of the best examples in the present project is the National Development Plan. While strengthening the planning system was foreseen in the original project document, at the time of developing the project it was not foreseen to already start working on a full-blown

¹ Support provided in collaboration with the UNDP State Formation Project, and not including Somaliland

² Support provided in collaboration with the UNDP State Formation project and the UNDP Political Inclusion programme.

national development plan; still, during 2016 the first NDP in over 30 years was developed. Another example is the development of the new FGS Civil Service Law. While originally it was estimated that from the first consultations to parliament approval the work would take roughly one year, at the end of the project implementation period, the law is brought to parliament for a first reading. In a similar sense, the uncertainties concerning the institutional home of the Aid Coordination Unit (which shifted from the Office of the Prime Minister to the Ministry of Finance to the Ministry of Planning and then back to the Office of the Prime Minister, which remained contested) was not very conducive to build a solid unit where staff feels safe about their personal future and can establish normal working relations with the various partners.

These uncertainties are not a result of bad project preparation or undesirable shifts in government priorities or other avoidable risks. They are mostly a manifestation of systemic evolution that is characterized by a high level of system complexity. It is logical that when developing the government structures, systems, operational processes and prioritization arrangements virtually from scratch, there is a high level of uncertainty in the forward-looking planning concerning content development. This is further compounded by ugly incidents (like the massive Al-Shabaab attack in October 2017 in Mogadishu) that derail partner operations and subsequently project action, an uneasy security situation where meetings at the ministries only can be organized with a heavy operational support or have to be cancelled at the last moment because of security threats, where staff of national and international partners are frequently changing and the new staff needs time to get to terms with the assignment or where new parties are emerging (both on the national and international side) in the field of support where the project is active.

Operating in such a complex environment with high levels of uncertainty concerning forward-looking planning, requires a rather agile and adaptive management approach, where the higher-level results (outcomes) remain valid and aimed for, but where the activity and lower level results (outputs) are evolving as a response to the emerging risks and opportunities. This in turn requires a very solid coordination and engagement arrangement where the core partners in the endeavour are regularly exchanging views on the developments and are involved in the decision-making concerning the work the project is undertaking. Project boards are an important piece of the puzzle and they generally are bodies where decisions are consolidated, while in between project board meetings, informal exchange, ad hoc meetings and workshops set the stage. However, when e.g. workshops where all parties are participating only can be held in another country or in the heavily protected MIA compound and where some international partners are living and working in Somalia and others in Kenya, these mechanisms only work partially to remain aligned and sufficiently engaged. While in Puntland the project did hold regular project board meetings, on the federal level these were not held in enough frequency to ensure that all partners have sufficient insight and involvement in the developments and the actions the project is undertaking to feel comfortable.

Over the years of implementation, the engagement of the national partners has been intense and constructive. It is fair to say that at the start of the project these relations were not always where they should be. However, this changed for the positive and for instance the newly proposed project as a successor of the SIP was developed in a very inclusive and coordinated effort and the final proposal was fully supported by the national partners. With hindsight, however, the project would have done well to ensure that the information exchange concerning the evolutions in the project was more intense concerning the engagement of the international partners, who have expressed uncertainty about project delivery and concerns on its alignment with other international engagements in the different areas the SIP was supporting.

One of the areas where the project provided substantial support was exactly aimed at developing an exchange mechanism where national and international partners engage in the development work in Somalia: The Aid Coordination Architecture. The very innovative arrangements under the New Deal where a coordination structure was directly linked to the financing arrangements started promising with the Somali Development and Reconstruction Facility (SDRF) and the various Peacebuilding and State-building Goals Working Groups, which then in 2017 evolved in the present structure with the Pillar Working Groups aligned to the National Development Plan, where collective strategic debate and more practical project coordination was intended to take place. It was expected that in these coordination forums the different national and international partners would in a practical sense ensure the different initiatives would be aligned and synergetic. In practice, this remains challenging. Not all parties active in a certain field participate and not all initiatives are brought for discussion and exchange to those forums, while logistical arrangements and requirements are heavy with many people needing to travel from either the Federal Member States or Kenya to attend the meetings. Coherent agenda setting has proven to be a challenge and timely information exchange is sub-optimal. At the end of the implementation period of the SIP, it became evident that the Aid Coordination Architecture was yet insufficiently strong and comprehensive to ensure solid alignment of the different initiatives in the various sectors as per the National Development Plan.

Another area that is subject to significant debate is the provision of salary support and advisory services. At the start of the project, the intention was that the World Bank supported sister project, the Capacity Injection Project - CIP (which was developed in conjunction with the SIP) through the Capacity Injection Mechanism (CIM) would complement the Recurrent Cost Recovery Facility (RCRF) civil servant salary support by providing salary support to a selected set of high priority civil servant positions and longer-term advisory support. The SIP would not engage in this and focus on short term advisory support within the areas where it was supporting the government. Except for the Aid Coordination Unit, the SIP provided short term advisory support – generally for shorter periods than 8 months. However, this approach has its challenges. A major assumption was that the civil servant establishment would increasingly be covering the core government positions and the advisors would engage in capacity development. While there is some improvement, in practice this is insufficiently the case. Most ministries still have insufficient active civil servants to implement their mandate and use short- and longer-term advisory staff to implement the core functions. While understandable in view of limited capacities and available budget for civil servant staff, the structural deployment of staff on (short-term) consultancy contracts in core functions financed by external agencies has its limits. High costs, employment uncertainty, high staff turnover and alignment with the paymaster's objectives instead of the government are a few of the risks associated with this approach. This leads to insufficient stable capacity development within the government agencies where long-term civil servant staff would gradually take over the responsibilities.

While these risks are there, it also must be recognized that without the advisory support the progress in the overall functioning of the government machinery that has been realized over the past few years simply would not have been possible. Without the advisory support provided through SIP, for instance the National Development Plan would not have been developed, the Aid Coordination Architecture (despite the challenges) would not be operational, the draft Civil Service Laws would not have been drafted and the Puntland Development Plan would not have been elaborated.

There is no easy lesson learned with a clear path of action. Building a civil servant managed government structure will take time. At the same time, the government needs to be operational and gain ever increasing

legitimacy in the eyes of the citizens. The delivery by the government simply cannot wait until the civil servant machinery is strong enough to deliver. Hence, a certain dependency on advisory staff will remain the reality for years to come and with the government taking on board an increasing scope of work in line with the mandates of the individual ministries, it can be expected that the demand for advisory services will increase instead of decrease. While financing the advisory positions is a challenge, all governments require advisory services and in conflict affected countries, this is amplified due to a disrupted civil service. What seems more important is the transparency and a comprehensive labour force management approach, where civil servants and non-civil servants active in the government machinery are managed in a more holistic manner. Core elements of such an approach are cross-agency alignment, as much as possible the use of a single system (the broad alignment with the CIM salary scale is a good example), development of common databases and policy coherence within government and international support.

A last area of work that merits some reflection is the shift from policy and strategy development to implementation and action. An example is the work the project supported at the Office of the Prime Minister on 'strategic performance management', which focuses on delivery of the priorities the government has set. The project provided national and international consultancy services to the OPM to come to terms with what it would entail. In practical terms, the proposals – while sound from a 'technical' point of view – only gained limited traction. The reasons are that (a) this kind of system development requires very fast and solid information exchange, which is not available and hence the decision-making structure is not 'fed' with information and it is not working, (b) it requires separation of duties (assessors are not the same as the ones responsible for implementing) which is complicated in situations of limited staff and where staff is deployed on issues as per immediate requirement, and (c) it did not have a very practical and immediately relevant action perspective. A completely different approach was followed with the establishment of the Federalization Negotiating Technical Committee³. Instead of conceptualizing it around 'performance management' and making it a kind of unit in the OPM, it was established as a 'task force' of directly involved staff from FGS and FMS, because of a very clear need for a coordinated approach to stimulate faster decision-making in the overall political agenda (based on the political roadmap). It was an action-oriented approach with the FNTC starting to operate very quickly after the formal establishment and the impact was immediately clear at the next National Security Council meeting (Baidoa, June 2018) where major decisions were made.

The different chapters below provide an overview of the main areas of support over the past few years. However, before going into detail in each of the output areas, a short recap is provided on the evolving structure of the project.

³ The establishment of the FNTC was supported in a coordinated effort by the UNDP State Formation Project (StEFS), the Parliament Project, the Constitutional Review project and the SIP.

The Structure of the Project

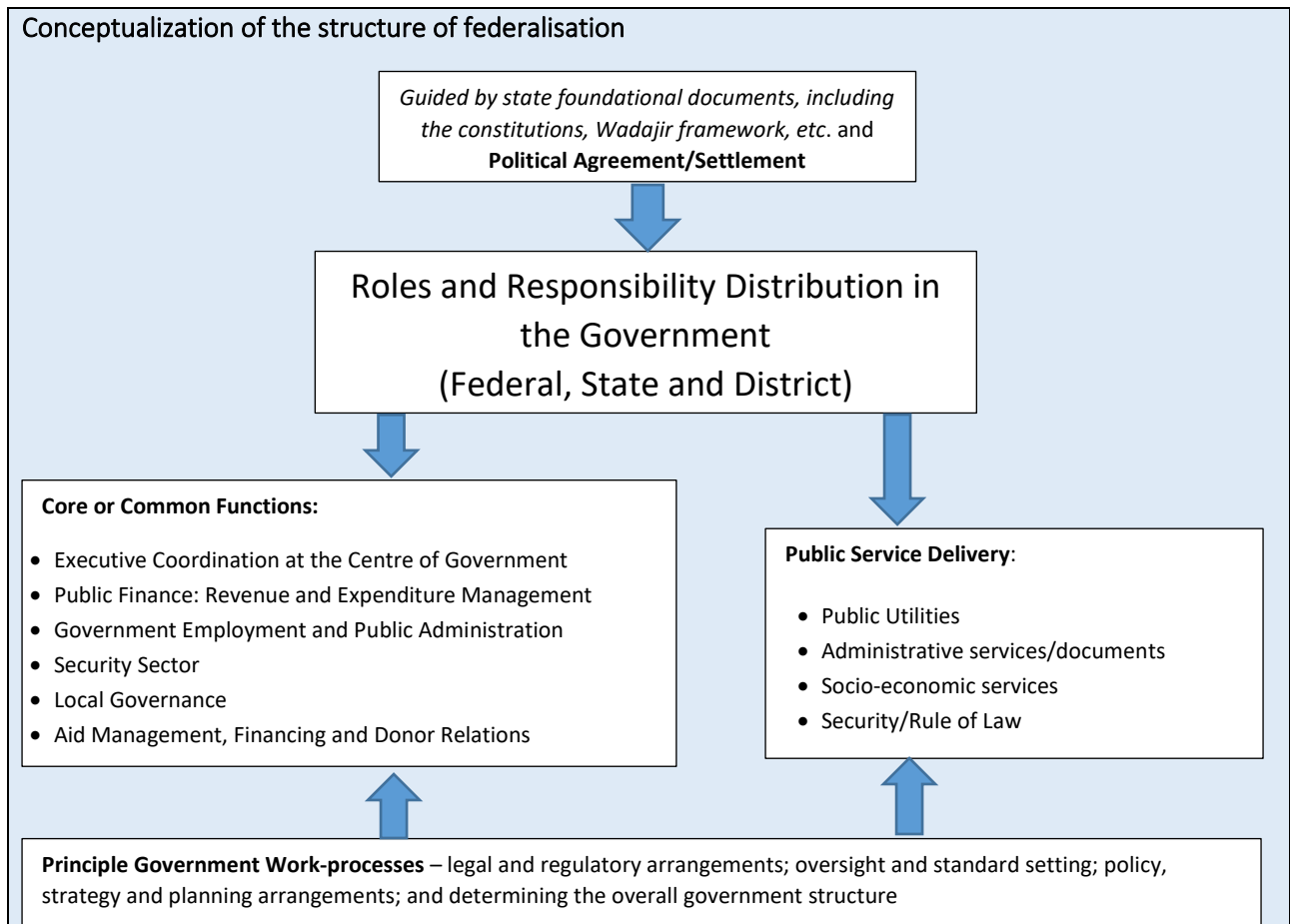
The SIP project structure was built on the notion of ‘core of government functions’, which generally include Executive Coordination at the Centre of Government; Public Finance - Revenue and Expenditure Management; Government Employment and Public Administration; Security Sector; Local Governance and Aid Management, Financing and Donor Relations. Based on the overall outcome of “*strengthened systems, processes and capabilities of the Governments to deliver on New Deal Compact*” and in line with the Capacity Development Flagship Programme objective to “*enable the governments to fill critical capacity gaps in the civil service and to strengthen the capacity of key ministries and agencies to perform core government functions*”, the project was structured around 6 content oriented outputs and 1 management output:

- 1: Capacity gaps in priority institutions filled in placing staff and advisors in priority positions.
- 2: Rationalized and updated Civil Service Management policy, framework, system, processes, and guidelines developed.
- 3: Improved training policy, facilities and plans proposed.
- 4: Strategic guidelines developed for internal Government coordination, good governance and strategic communication
- 5: Assessments, tools, and plans developed to mainstream gender
- 6: Guidance to undertake Development Planning, M&E and Aid Coordination including reporting developed.
- 7: Project management and implementation arrangement is established ensuring appropriate project implementation

During the implementation of the project and the increasing prominence in the overall federalization debate of role and responsibility distribution between the various layers of Government, the approach was further refined and conceptualized with ‘*role and responsibility distribution in the government system*’ at the centre. This is captured in the schedule further below. The SIP project contributed to the different core functions and principle work-processes as follows:

CORE OR COMMON FUNCTIONS	SIP COMPONENTS ⁴
• Executive Coordination at the Centre of Government	Output 4
• Public Finance: Revenue and Expenditure Management	Output 4
• Government Employment and Public Administration	Output 2 and 3
• Security Sector	Output 4 (limited through OOP support)
• Local Governance	All outputs – support to Puntland
• Aid Management, Financing and Donor Relations	Output 6
PRINCIPLE GOVERNMENT WORK-PROCESSES	SIP COMPONENTS
• Legal and regulatory arrangements	Output 2 – 6; strongly in output 2 and 6
• Oversight and standard setting	Output 2 – 6; strongly in output 4
• Policy, strategy and planning arrangements	Output 2 – 6; strongly in output 6
• Determining the overall government structure	Output 4

⁴ Please note that output 1 concerns advisory support management and output 7 project management; both outputs contribute to all areas.



The table below gives some examples for each public service category.

Public utilities	Socio-economic Services	Security/ rule of law	Administrative services / documents
Electricity	Education [e.g. state (public) schools, public universities, ..]	Justice system	Person related document [e.g. birth, death, marriage, ID documents, ..]
Waste management [e.g. wastewater, solid waste, recycling, ...]	Emergency services [e.g. Fire, EMS, Law Enforcement, Search and Rescue, etc...]	Military	Legal entity related documentation, business titles, land ownership etc.
Postal service	Social services (e.g. public housing, social welfare, food subsidies, ..]	Public security	Operational authorisations [e.g. building, health practice,...]
Public bank	Health care		Statistics
Public broadcasting	Environmental protection		
Public library	Transportation infrastructure		
Public transportation	Urban planning		
Telecommunications			
Gas and oil			
Water supply network			

Below the specific contributions realized in each output are presented and discussed in terms of longer-term impact.

Output 1 – Filling capacity gaps in priority institutions

INDICATOR	TARGET	END OF PROJECT STATUS
Number of staff (disaggregated by sex, location, institution, position) within public institutions supported by UNDP	Federal: 6	Average: 61 positions per year
	Puntland: 6	Average: 20 positions per year
Percentage of direct supervisors satisfied with staff and advisors	Federal 75%	Average: 75-100%
	Puntland 75%	Average: 75-100%

Key Deliverables:

- The staff and advisory positions contributed to the realization of a large series of tangible outputs, including policy papers, laws, regulations, the national development plan, the Puntland state development plan, etc. see a summary list further below.

Summary of staff supported for the period 2015-2018

FGS	2015		2016		2017		2018	
	Male	Female	Male	Female	Male	Female	Male	Female
MOPIED	6	3	8	1	29	8	29	8
ACU	15	4	13	4	14	3	15	3
MOLSA	0	0	1	0	3	1	3	2
OPM	0	0	1	0	8	2	5	1
OOP	8	2	8	2	0	0	0	0
MWHRD	0	0	3	2	3	2	0	0
NCSC	0	0	4	3	4	3	3	1
MOIFA	0	0	1	0	1	0	0	0
MOFA	1	1	1	1	0	1	0	0
Sub Total	30	10	40	13	62	20	55	15
Total per Year	40		53		82		70	

PL	2015		2016		2017		2018	
	Male	Female	Male	Female	Male	Female	Male	Female
MOPIC	8	1	11	7	5	2	4	2
MOLYS	1	0	7	2	1	2	0	0
CSC	1	0	1	2	2	1	3	1
MOWDAFA	0	0	1	1	2	0	2	0
GGACB	0	0	2	1	2	1	2	1
Sub Total	10	1	22	13	12	6	11	4
Total Per Year	11		35		18		15	

The purpose of this output was to allow the Government to fill key capacity gaps in line ministries by providing, for a period, staff on advisory arrangements to (temporarily) implement key functions and to train ministerial staff (civil servants). With a civil service still in serious disarray at the Federal level at the time of the start of the present project, the provision of staffing was justified and agreed among all stakeholders. The approach was built on the assumption that gradually the regular line management positions in the ministries would be occupied by civil servants. The World Bank sister project – the Capacity Injection Project supporting the Capacity Injection Mechanism - supported this process by strengthening the National and Puntland Civil Service Commissions in the recruitment and personnel management arrangements. Hence, the demand from the individual ministries for advisory positions was expected to reduce over time as more and more civil servants would take on the roles.

The shift from advisory positions to civil servant positions only occurred to a limited extent and the demand to finance advisory positions to assist the ministries in their core functions continued to be high, and with

the individual ministries increasingly taking on board the functions that were stipulated in their mandates, the demand even became stronger.

The impact of the provision of these advisory capacity injection services is two-fold:

- It allowed the ministries to implement their functions and improve on the quality of implementation;
- Continued occupation of (core) functions in the ministries by externally financed consultancy services (generally on higher salaries than the civil servant contracts would provide) did not lead to a strong push towards posting civil servants in these key positions.

Contribution to result realization and change

The provision of the advisory services was essential in the realization of the results the SIP project has contributed to and strengthening of the government machinery. The short-term staff played a critical role in the engagement of the various national and international actors and developing the more practical arrangements, like reporting, coordination of activities and documenting progress. Virtually all results – that are further detailed below - were realized through a mix of implementation by civil servants, national advisory services and international advisory services complemented by financial support to operational expenses. Without the national advisory services, many of the results would not have been realized.

A Third-Party Monitoring (TPM) report by the Centre for Consultancy Research and Development (CCORD) in July 2016 notes that 66.7% of FGS advisory staff that was assessed as excellent and 33.3% was deemed very good by their supervisors. For instance, the IT and Communications advisors at the FGS MOPIIC were instrumental in ensuring that the whole government reached almost all Somalis through online discussions on the NDP via social media tools such as twitter, Facebook and Instagram.

The regular progress reports have enumerated these results, but the highlights of the past three years are:

- The National Development Plan 2017 – 2019, and the associated Monitoring and Evaluation Framework through support to the FGS Ministry of Planning, Investment and Economic Development⁵;
- Establishment of operational arrangements for the core functions at the FGS Ministry of Planning, Investment and Economic Development, including Planning, Finance, Statistics (e.g. allowing the launch of the Consumer Price Index (CPI) survey), ICT, Data Management, International Cooperation, Human Resource Management arrangements and Monitoring and Evaluation;
- Establishment of the National Development Council;
- Development of the new Civil Service Law through support to the FGS Ministry of Labour and Social Affairs;
- Operational Policy Advisory Unit at the Office of the President, among others laying the groundwork for national security strategies, political arrangements concerning federalism and the state formation process, as well as legal agreements the government was considering;
- Functioning Aid Coordination Architecture by supporting the Aid Coordination Unit and the establishment of the Puntland Development Forum;
- Development of the Puntland Development Plan;

⁵ At the time (2015-2017) the ministry was called Ministry of Planning and International Cooperation (MoPIC)

- Good Governance Advocacy Strategy document, the Service Delivery Charter, a Complaints Mechanism and an Advocacy Strategy on Anti-Corruption through support to the Puntland Good Governance and Anti-Corruption Bureau;
- Gender Mainstreaming toolbox and strategy through support to the Puntland Ministry of Women Development and Family Affairs.
- Implementation of a large series of training for FGS and Puntland government officials.

The project equally provided support to engage Young Graduates, for instance at the National Civil Service Commission (NCSC). The Young Graduate Interns were introduced to a professional work environment at the Commission. The Chairman of the NCSC commended the Finance and Administration Department of the NCSC and young graduates noting that they had worked efficiently and benefitted in terms of capacity. The Young Graduates ensured that the NCSC finance department followed proper procurement and financial record keeping processes, ensuring that the NCSC kept running although it did not have permanent civil servants in place.

Over the implementation period of the project an increase in quality of work by the partners was witnessed – even if this is uneven – and more structured engagement arrangements with the international community, with non-government entities and between government entities. The national advisors often played a critical role in establishing the relations.

Over the years, it equally became clear that an increasing number of candidates for open positions complied with the criteria and an increasing number of candidates had relevant (often consultancy) experience. This is a sign that the local consultancy market is improving.

The shift towards civil service positions

As indicated above, the assumption was that demand for advisory services would be reducing as more and more positions would be filled by civil servants. This, however, only took place to a limited extent and a coordinated and decisive restructuring of the civil service labour force still needs attention. While there is some improvement in re-deploying civil servants, still a large proportion of those on the civil service payroll remains inactive.

Five years after the re-establishment of the Federal Government, the relative importance of the advisory positions vis-à-vis the civil servant positions in implementing regular staff functions raises some concerns. The costs of the advisory positions are significantly higher than those of civil servant positions, and with the limited revenue of the government this is unlikely to be sustainable. However, even more important is that the large majority of the advisory positions are externally financed – off budget and hence the overall situation is not very transparent as no full overview of the advisory positions in the government system exists, which makes labour force management complicated – and most of the positions are relatively short term which pushes the advisors in short-term productivity, while establishing sound government systems requires longer term engagement and consistency.

On the other hand, there is no doubt that the government requires advisory services – as any government anywhere in the world does. However, the advisory service delivery needs to be balanced by a solid civil servant establishment which is affordable, sustainable and stable.

The project has endeavoured to address these concerns, among others through the new civil service law (Law 11) and regularly discussing the concerns with the counterparts. Efforts have been made to stimulate

more consistency in the overall structure through applying a regular open and transparent recruitment process and all advisory services were engaged in line with the CIM arrangements. However, in the absence of an overall coherent government-wide approach where all development partners are engaged, progress in this aspect has been limited.

Output 2: Rationalized and updated Civil Service Management policy, framework, system, processes, and guidelines developed.

INDICATOR	TARGET	END OF PROJECT STATUS
# of Civil Service Laws reviewed or amendments proposed	Federal: 1 for approval	1
	Puntland: 1 for approval	1
# of HR Management Frameworks submitted	Federal: 1 for approval	2
	Puntland: 1 for approval	1
# Number HR Management instruments rolled out	Federal: 2	0
	Puntland: 2	5

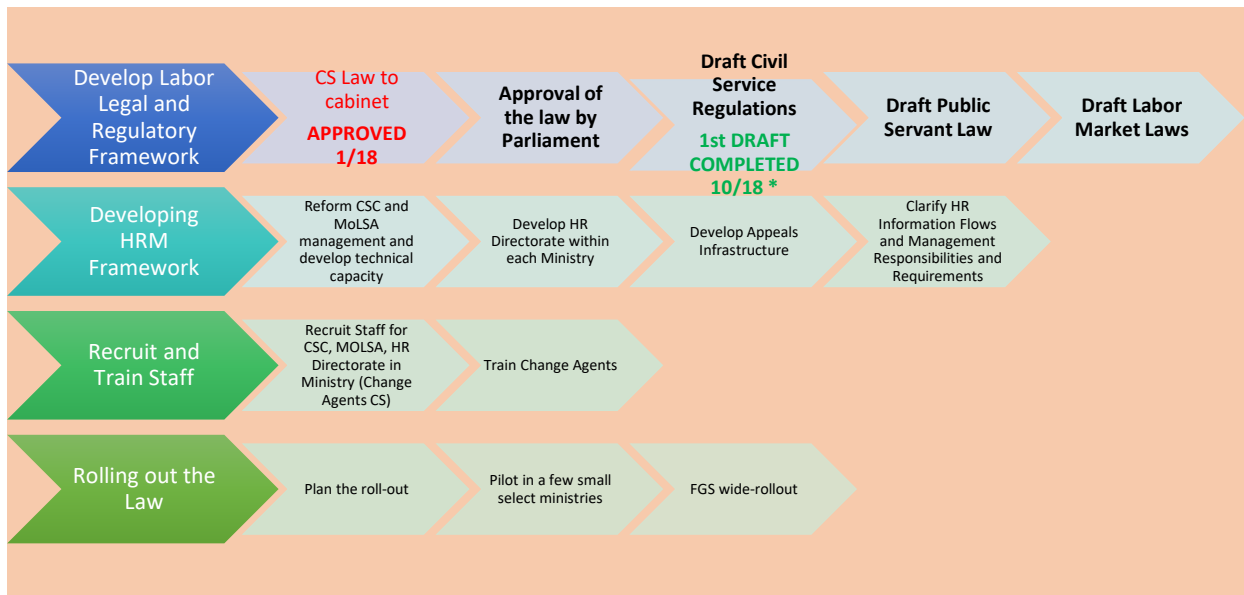
Key Deliverables:
<ul style="list-style-type: none"> • Draft National Civil Service Law (Law 11), has been submitted to Parliament. • Draft Puntland Civil Service Law (Law 5), passed by Parliament in July 2018. • Draft Puntland Decree 150 amendment (civil service commission) was changed to the Civil Service Commission Establishment Act and is endorsed by the cabinet but still to be passed the parliament. • Civil Service Management arrangements in Puntland and FGS (coordination, functional reviews, Puntland HR Management Framework document, Puntland Recruitment and Appointment Policy and the Puntland Young Graduate Recruitment Manual)

At the start of the project in 2015, the Civil Service Management arrangements in Somalia – both on Federal level and in Puntland – required updating. The Civil Service Laws were not fully responding anymore to the requirements, while the administrative management arrangements concerning e.g. recruitment, labour force management, performance management etc., required modernisation. The project specifically focused on the Civil Service Laws and the HR Management Frameworks.

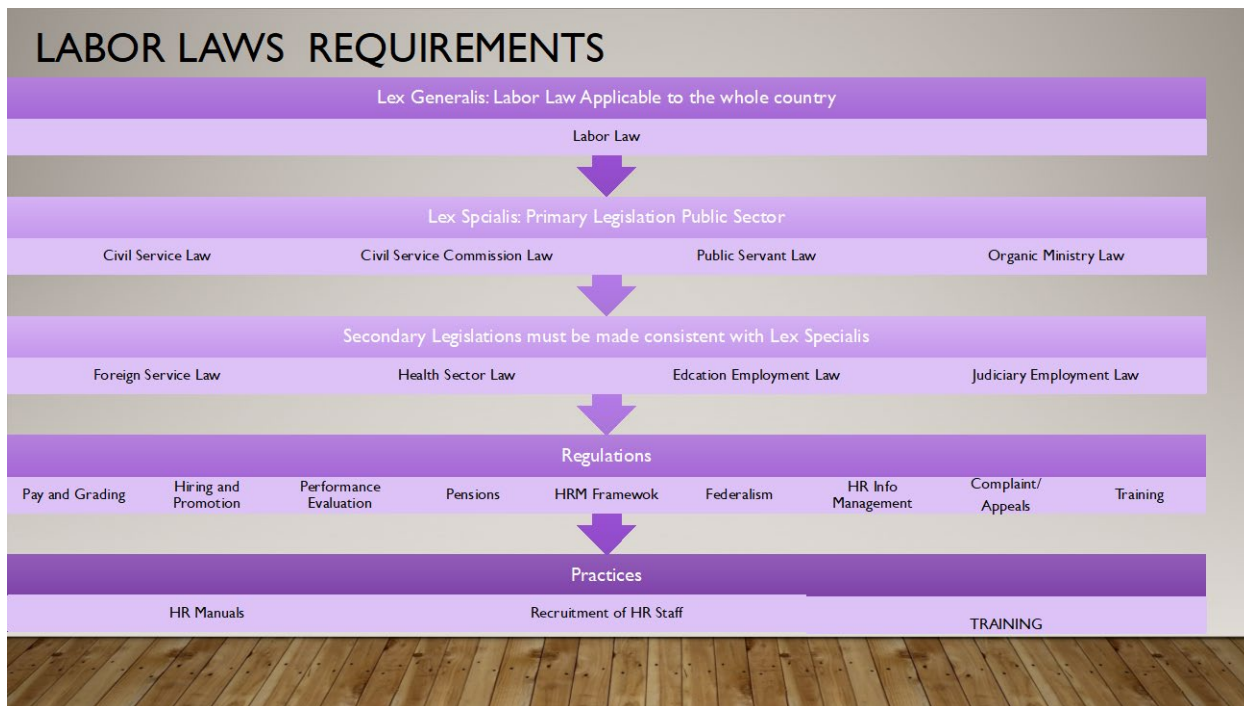
The Civil Service Laws

Having been last reviewed in the 1960s, the (Federal) Civil Service Law in Somalia was outdated and needed to be updated to come to par with modern human resources management practices. To manage the review and drafting process of a new Law, the FGS Ministry of Labour and Social Affairs established a Civil Service Law Review Committee made up of 3 staff members from the Ministry of Labour, 1 member from the Civil Service Commission, the OPM, the Ministry of Finance, the State Solicitor General, and which was supported by the project with mainly (national and international) advisory services.

During 2016, the existing law was reviewed, and a zero draft of the new Law 11 was developed. A series of meetings and workshops were held, leading to revision and adaptation of the draft Law. While the process of drafting the new FGS Civil Service Labour Law had made limited progress in the remainder of 2016 and early 2017, in the third quarter of 2017, work on the Civil Service Law #11 resumed under the strong leadership of the new Minister of Labour and Social Affairs. The draft law was adopted by Cabinet early 2018 and subsequently was submitted to Parliament, where it must go through 2 reading and then be presented to the upper house. While regulations can be prepared in advance of the approval of the law, this may lead to a need to adapt them later, should changes in the law require so. The picture below gives an impression of the work ahead in the process.



The Civil Service Law is also directly linking into a series of other legal and regulatory instruments – as outlined in the overview below. Most of them are not yet available and would need to be developed, or when existing, would require updating.



In Puntland, an analytical review of civil service regulatory and policy frameworks, including Civil Service Law #5 and civil service management decree #150 were undertaken simultaneously. Law no. 5 was established in 1998 and revised in 2005, and is still in force, while in 2007, based on advice by the Puntland Good Governance Bureau, the government established the Puntland Civil Service Commission through Decree 150. Based on the reviews, two Advisory Notes were developed: one on civil service regulatory and policy frameworks; and the other on civil service management arrangements. Disagreements between the

Civil Service Commission and Ministry of Labour – that were hampering progress - were mostly solved by 2017. The Functional Reviews for MOLYS and CSC proposed streamlined functions and aligned Organisational Development Plans of the two institutions and their implementation strategies were formulated. The project supported the re-drafting of the Puntland Civil Service Law, and it was approved by Parliament in July, 2018.

During 2018, a comparison was made between the federal and state level civil service arrangements and an inventory of possible issues to resolve was compiled, to possibly be further supported through a follow-up project.

Human Resource Management Framework and Instruments

While basic HR management regulations exist at the Federal and Puntland governments, they are mostly not fully operational or fully answering to the present-day needs. Based upon the new Law once approved, the project was expected to support the elaboration of amended, new and improved regulations in the context of an updated HR Management Framework and the development of specific more strategic arrangements.

Human Resource Management Regulations

The intention of the project was to develop, based upon renewed Civil Service Laws, a set of regulations in line with those new laws that would govern the overall human resource management at the government. The new Federal Civil Service Law, however, is still to be approved by Parliament, which delayed the development of the associated regulatory framework. However, towards the end of the project an inventory of the regulations was made, many draft regulations were developed in line with the new Civil Service Law. The renewed legal instruments in Puntland were advanced through the approval process. The SIP-supported IT system is helping to make their work more transparent and accountable, so the Puntland CSC can answer questions from the State leadership.

Functional Reviews

Functional Reviews are an essential element of the overall strategic approach to Civil Service Reform as they help to come to terms with role and responsibility distributions, staffing establishments as well as work-process management arrangements. The World Bank supported sister project CIM implemented Functional Reviews at the Federal level, while the SIP project implemented a series of Functional Reviews in Puntland – based on the methodology that was developed in the precursor to the SIP project during 2013 and 2014. See for a more detailed description Output 4.

Human Resource Management tools

The FGS Ministry of Planning was supported to install several ICT tools to facilitate HR management, personnel presence, etc. The Puntland government was supported to develop the HR Management Framework document, Recruitment and Appointment Policy and the Young Graduate Recruitment Manual. During 2017 and 2018, a compendium of regulations that would need to be introduced following the approval of the Federal Civil Service Law was developed and a series of (draft) regulations were produced. These can be taken forward upon approval of the Law.

Not only advisory support...

To create suitable working conditions, the project supported renovations at the Puntland Ministry of Labour, Youth and Sports offices and the refurbished building was handed over to the Minister and his team in October 2016. The Minister, H.E. Abdirahman, expressed gratitude to UNDP and noted that the “support had assisted in making his team feel more comfortable being in a more conducive working environment”.

South – South Cooperation - Study tour to Uganda and Rwanda

During 2017, the National Civil Service Commission visited to the Public Service Commission of Rwanda and Uganda. The team reviewed the mandate of the Public Service Commissions, the functions of the key departments, the relationship between the Key ministries and the Public Service Commissions, electronic Document Management Systems of the Education Service Commission of Uganda, the E-Recruitment System of the Health Service Commission of Uganda etc.

Government coordination arrangements

The National Civil Service Commission reached out visiting the South West, Puntland and Jubaland State Civil Service Commissions to discuss harmonization arrangements for the recruitment processes and policies of Somalia’s civil service. Agreements were made on setting up coordination mechanisms for the commissions as well as staff attachments and exchanges with the different Civil Service Commissions. However, these coordination mechanisms were not yet activated by the end of the present project and would need to be taken forward with support in a next phase.

While significant preparatory work has been implemented, legal development only finds its conclusion with the adoption of the laws by parliament. The often-contested role and responsibility distribution between the Ministries of Labour and the Civil Service Commissions proved to be a continuous issue often leading to delays in reaching agreements. Despite several efforts by the project (and other international parties) to overcome these issues, the working relations mostly remain constrained. A second reason for the somewhat slow progress is related to the concept of what is to be arranged in the law and what is to be arranged in regulations. While some members of the (federal) team argued that the law should set the principles and the detailed regulations would be developed based upon these principles (and after approval of the law), others favoured inclusion of detailed arrangements in the law and joint presentation of the law and regulations to the Parliament. While normally, approval of regulations is in the remit of the Minister (or sometimes Cabinet), approval of regulations by Parliament would likely lead to heavy procedures in case adaptations of the regulations would be required. Another reason for the slow progress advanced by some observers is that the ‘political will’ would be insufficient to embark upon a structured reform of the civil service, based on an improved legal framework. There is limited evidence, however, in support of such an argument. Both the Ministries of labour, President Offices and the FGS Office of the Prime Minister have issued statements that civil service reform is a high priority.

Ministry of Labour and Civil Service Commission in Puntland

The two core agencies in civil service management in Puntland (MOLYS and CSC) were supported to further develop the role and responsibility distribution between them and to develop solid cooperation mechanisms. The project facilitated functional alignment workshops where agreements for improved demarcation of roles and responsibilities between MoLYS and CSC were reached. These agreements, in combination with the Advisory Notes developed earlier, three-year Organizational Development Plans with one-year implementation strategies were developed for both institutions.

The two partners were interviewed to give their perspective on the progress realised.

*Minister of Labour Puntland: <https://youtu.be/k3dWdSywoQo>
Civil Service Commission Puntland: <https://youtu.be/XuQ6yWOk0Fk>*

It should be noted that drafting the Civil Service Law and its eventual passage through Parliament is the first step in a longer-term process, which entails the drafting of enabling civil service management legal and regulatory system, further development of the broader labour legal and regulatory framework,

strengthening the HRM institutional framework and the training of staff, in the context of the Somalia labour market.

Output 3: Improved training policy, facilities and plans proposed.

INDICATOR	TARGET	END OF PROJECT STATUS
# of Civil Service Training / Capacity Development Policy submitted	Federal: 1 for approval	1
	Puntland: 1 for approval	1
Training standards developed	Federal: 1 for approval	Included in strategy
	Puntland: 1 for approval	Included in strategy
# of Training Modules developed	Federal:2	Included in strategy, and based on various training delivered
	Puntland: 2	Included in strategy, and based on various training delivered
Number of Civil Service Training Institute concepts developed	Federal: 1	0
	Puntland: 1	1

<p>Key Deliverables:</p> <ul style="list-style-type: none"> • Draft National Civil Service Training Policy • Draft Puntland Civil Service Training Policy • Draft training standards for core government function in Puntland • Draft training modules for core government functions in Puntland • Numerous training benefiting some 2400 civil servants and advisory staff in the FGS and Puntland government as well as staff from civil society.

The starting point for the project early 2015 was that training systems for civil service servants in Somalia were weak and not institutionalized. There were no specific capacity development policies or dedicated Civil Service Training Institutes (CSI) in Puntland and on the Federal level. Individual ministries implemented training activities in a bid to strengthen government systems in both the FGS and the Puntland State, most often supported by international partners. The intention of the project was to develop a more government owned and implemented approach to professional development in the civil service and provide support to the development of training policies, standard setting and operational / implementation capacity.

Training strategy

As is the case for the Civil Service Law, mid 2017, the Federal Ministry of Labour reinvigorated previous work done on training policy and requested consultancy services to review the present training set-up and formulate recommendations for the subsequent development of a national training policy. The draft policy was submitted towards the end of 2017 and finalized mid-2018. The policy proposes a ‘professional development approach’ as the overarching entry into continuously improving the quality of work of the civil servants and continuously keep them updated on new developments. The policy is with the Ministry for final endorsement and the development of the associated implementation arrangements. In Puntland a draft Civil Service Training Policy was also developed, and as with the Federal Government, the policy is awaiting formal approval by the Government.

Training actions

Both the staff at the Federal and Puntland government benefited from numerous trainings. This included ICT practical skills training, data protection, data analysis, ICT policy framework, M&E, Result Based Management, etc. A more complete list is presented in Annex 3.

A total of 2405 persons (roughly one-third women) were trained in functional areas of their work, including civil service management, monitoring and evaluation, results-based management, strategic planning, policy development, and good governance.

Summary for Training Data disaggregated by gender per year between 2015 and 2018

	2015		2016		2017		2018	
	M	F	M	F	M	F	M	F
FGS	245	122	243	101	480	147	154	60
ACU	47	12	0	0	0	0	0	0
Puntland	64	34	32	7	141	81	217	218
Total	356	168	275	108	621	228	371	278
Overall Totals							2405 Female: 782, Male: 1,623	

Part of the project approach was to combine training efforts with practical work in the design of legal and policy instruments. For example, training for government officials in both Puntland and Mogadishu was held on civil service law reform when drafting the new laws, as well as those involved in drafting the National Development Plan 2017-2019 benefited from training in strategic planning, M&E and other areas relevant for the NDP.

Overall, the trainings were appreciated by the participants and adding to their skills. However, as mostly with training efforts it is difficult to demonstrate a direct impact on improved performance. Where training was directly linked to practical work (like legal development or the National Development Plan), the training helped to create common understanding and a common starting point for the work ahead, and newly gained skills were deployed. One of the challenges with the more generic skills training is that while the trainings in most cases do add to the knowledge and skills set, it is not a given that the person gaining these new skills will deploy these new skills in the work environment. Issues like task assignment, general work environment, or hierarchical and team relations determine the opportunities to apply new skills.

Institutionalization of training capacity

A significant debate since the start of the project has been the way in which training was implemented in Somalia and how this could be institutionalized. In practical terms, the majority of training was (and continues to be) implemented on ad hoc arrangements by national and international consultants engaged for a specific training, engaged for the development of a specific output (like a law) or engaged to support the more generic improvement of institutional arrangements or work-processes with the partner agencies. Occasionally, training institutes from Uganda or Kenya and national training institutes like universities were involved. Also, in several cases, the national partner institutions took the training forward with their internal staff. For example, the Puntland Civil Service Commission and the Ministry of Labour and Social Affairs took turns to train various agencies on work ethics and organizational behavioural models.

The most sought-after solution within the government to bring more consistency and more ownership into the training arrangements was to develop national or state level Civil Service Training Institutes. Up to date, none of such institutes has seen the light of day. The project supported the Puntland Government in drafting a concept note for the establishment of such an institute and a set of training standards that outline

the training courses such as finance management, procurement for government, the use of government finance systems, human resources management and other civil service related courses.

While the project supported the development of the concept note, the project has not actively supported the establishment of such a training institute. While fully government owned and managed training facilities may have a function (esp. for specific government procedural matters), there seems to be very little appetite to finance such facilities and the governments generally do not have enough revenue to take it forward.

One of the most interesting ways forward is the collaboration that was established with support from the World Bank supported CIP, where government, the national university and the Kenyan Institute of Governance collaborate. A similar arrangement was established through the UNDP supported State Formation Project. Upon finalization of the national training policy, further efforts towards a more aligned training approach can be taken.

Output 4: Strategic guidelines developed for internal Government coordination, good governance and strategic communication

INDICATOR	TARGET	END OF PROJECT STATUS
Guidance materials for Federal Parliamentary relation management	Federal: 2 completed	1
Strategic Communications guidelines	Federal: 1 completed	1
Concept note for coordination between OOP and OPM concerning policy advice and performance management	Federal: 1	1
Concept note for the establishment of a performance management framework	Federal: 1	1
Number of reviews made concerning progress in implementation related to key national priorities	Federal: 2	1
Functional Reviews are implemented in at least 10 core ministries	Federal: 5	0
	Puntland: 5	9
Capacity Assessments are implemented in at least 10 core ministries (see note below the table)	Federal: 5	0
	Puntland: 5	0
Ministries are supported with the implementation of the functional reviews	Federal: 5	0
	Puntland: 5	9
Concept note for the elaboration of federal and state level organic law has been developed	Federal: 1 Final	0
	Puntland: 1 Final	0
Ministry of Finance strategically leading PFM system development	Federal:1	1
Ministry of Finance strategically leading the 'use of country systems' roadmap development and implementation.	Federal: 1	1
Discussion paper on modalities for public sector engagement with non-state actors is developed	Federal: 1	0
Concept note for engagement with non-state actors is prepared	Federal: 1	1
Service delivery (Citizens') Charter for Puntland	Puntland: 1 Completed	1
Complaints Mechanism, Puntland	Puntland: 1 Completed	1
Good Governance Advocacy strategy, Puntland	Puntland: 2 Completed	1

NOTE on Capacity Assessments: The project had foreseen to implement Capacity Assessments in the different Ministries and offices it was working with. However, the UNDP has established a comprehensive mechanism through the Capacity Assessments related to the HACT (Harmonized Approach to Cash Transfers) where the national implementing partners' capacities are assessed. Since 2014, UNDP has implemented some 70 of these assessments and the outcomes are used to support the implementing partners in improving their performance and gradually move further into using national systems. Please refer to Annex 3 for the complete list. Therefore, no additional capacity assessments were undertaken.

Key Deliverables:
<ul style="list-style-type: none"> • Strategic communications guideline developed and approved by the cabinet; • Implementation and delivery unit established at OPM with mandate of delivering core priorities of the government agendas (FNTC); • Nine Functional Reviews completed in Puntland; • Some 70 Capacity Assessments, related to HACT, completed; • Ministry of Finance support in the strategic management of the SMP agenda; • Service delivery (Citizens') Charter, Complaints Mechanism, and Good Governance Advocacy strategy, Puntland delivered.

The scope of work in this output is rather large and the progress realized over the past years clearly demonstrates the complexity of work. In a nutshell, the work focused on supporting the government machinery to get to terms with the multitude of priorities and how to deliver on the promises made to the citizens and the agreements reached with the international community on progress in some key areas (like legal development, use of national systems, elections, etc.).

One of the main challenges is – and this is where Somalia is quite unique – that all these areas where debates and subsequent solution design are taking place are inter-linked and in all these areas public management arrangements are (to be) designed, in many cases from scratch. There is only limited building upon operational systems, structures and arrangements. This leads to a situation where at the same time the institutional infrastructure, the mandate, role and responsibility distribution, the coordination arrangements and the content need to be developed. In a conflict affected country that is emerging out of decades of civil war and where government systems were virtually absent, this is not easy. The situation in Puntland is somewhat different from the situation on federal level and in the other Federal Member States, with the government systems in Puntland reasonably well established at the beginning of the project.

The project supported a variety of actions that were meant to contribute to finding these solutions in the Somali context, including functional reviews to help task and function assignment and alignment, performance management arrangements to track and stimulate progress, policy advice to help streamline solution design. The way in which these efforts were contributing in practice is quite different between the Federal Government and Puntland, and this is directly related to the fact that in Puntland much of the government machinery was operational for quite some time and professionally sound. The solutions the Puntland government was after were based on a directly felt need for a specific subject matter to be addressed **within** an already operating system, while at the Federal Government the solutions would need to be accompanied by building operational systems. This allowed the Puntland Government, for instance, to take forward the functional reviews and use them to restructure ministries, align roles and responsibilities and personnel assignment. The situation at the Federal Government was much more in flux, where the ministries were still being structured and the staff had to come to terms with work-process management and it took several iterations of ministerial structure to organise the work; in such circumstances Functional Reviews are not the most suitable tool to assist this work, because it is about organisational design in a situation where the scope of work and work-processes are still changing, not about re-organisation and restructuring existing arrangements.

The support provided by the project under this output is discussed below in three groups:

- Strategic Performance Management at the centre of Government
- Ministry of Finance strategically leading PFM system development, the ‘use of country systems’ roadmap and establishment of the National Authorizing Office (NAO)
- Functional alignment and good governance

Strategic Performance Management the centre of Government

The progress at the Federal Government with the support to the Office of the President and the Office of the Prime Minister during 2015 and 2016 was seemingly slow, and with hindsight, this was almost unavoidable. With the stakes being extremely high on for instance power sharing between the various government levels and uncertainty on the nature of the agenda with no established and universally agreed upon structures and processes in place to channel debate, solution design and formalization of agreement, it is rather logical that the attention was more on finding a way to manage than on content. The solutions that were sought after with the support provided during 2015 and 2016, however, did not fully match with the systemic evolution of the government machinery. Where the Government de facto was focusing on structure and process arrangements – more the ‘how’ to deliver content, the project focused on a content drive (the ‘what’) for the individual priorities that were identified through more or less standard institutional arrangements. This uncomfortable match is also a point that was picked up by the project

evaluation late 2017. While professional bias of the experts and the project management team as well as insufficient involvement of national partners may have played a role (as the project evaluation team advanced) it is more likely that both the national and international partners in the project faced challenges in coming to terms with the complexity of the system evolution, the nature of the ongoing processes and what kind of support would have been required to make progress.

However, regardless that the solutions designed did not provide full satisfaction, the numerous discussions, concept notes, workshops, solutions that were adopted – rejected – revitalized - changed, all led to a more comprehensive understanding of what worked and what did not, who plays which role, what realistic timelines for action are, and contributed to gradually developing an approach that seems more successful. In this situation of incomplete understanding, the project team and the national partners applied an iterative and agile approach towards operating in a complex system, as is the commonly suggested approach of working. It carries risks and at times failures in result realization need to be accepted on the premise that this feeds into re-design of the action and continued search for ways and means to realize the higher-level outcomes. This is exactly what happened when the new Government came into power mid-2017.

The situation of seemingly limited progress changed mid-2017, when the new government came on speed and requested a type of support that was closer linked to the state of affairs at that time. The agenda was revitalized – for the first time a consolidated political roadmap was made - and significant progress was made, not only through a more transparent structure and process arrangement (although further progress seems feasible) but also in content delivery as demonstrated by agreements reached at the National Security Council. Also, the UNDP support evolved from a single project-based support to a more collaborative arrangement where, in the support to the Office of the Prime Minister, the Political Inclusion team (with projects to support the constitutional review, parliament and elections) and the Effective Institutions team (with the State Formation and SIP projects) provided joint support within one framework. This helped to make the required linkages and stimulate a more coherent and synergistic approach.

Below the various inter-linked strands of support to the centre of government are outlined and how this gradually contributed to impact.

The link between the OOP political advisory team, the OPM – parliament relations, the performance development unit and the federalism debate.

On specific request by the European Union, the project provided support to the Office of the President to maintain a solid advisory unit. This team of senior advisors worked on a series of (political) aspects – all directly related to the political agenda and federalism. The team fostered cooperation arrangements within the federal government and with the (emerging) Federal Member States and advised the President on issues like National Security, justice and legal advice, strategic planning and maritime security. Their roles, de facto, were a precursor to the role that is presently played by the Federalization Negotiation Technical Committee – basically trying to reach agreements on political affairs and supporting the President to navigate the complexity. The direct impact at the time was limited in terms of content advance, but foundations were laid for instance for the national security strategy, the justice and correction model, and maritime arrangements. Also important is that the functioning of this advisory team influenced the debate on role and responsibility within the Federal Government and the nature of engagement between the

Federal Government and the Federal Member States. When the project started operating, the role and responsibility distribution between the Office of the Prime Minister and Office of the President were uncertain and the intention was that through a dedicated note this would be clarified. However, throughout the project period, the roles of the OPM and OOP developed organically and formalizing this in a note was not judged to be necessary; on the contrary early solidifying the roles might have played a negative role in the evolving situation.

The project supported the OPM to develop a clear strategy on managing government business in the Cabinet and the link of Cabinet work with the Parliament, to address the slow progress in legal development and executive agenda setting and implementation control. A series of advisory notes were developed with the assistance of national and international advisors (including on the Legislation Lifecycle Management, draft Cabinet Memorandum, a concept note for “Explanatory Memorandum” meant to accompany a draft bill and which provides critical information about the bill and its development that would allow Members of Parliament to process the bill through parliament) and significant work was done on the role and responsibility distribution of the various ministries, committees, councils and forums that were involved or proposed in the field of what towards the end of 2017 became the Political Roadmap and how this roadmap would be implemented.

The expectation that work would be sufficiently enhanced to draft federal and state level organic laws, however, was optimistic. Although, not supported through the SIP but through the State Formation project, in all new Federal Member States work is being consolidated describing mandates, structures, personnel establishment and initial budget requirements for all ministries as well as a core set of government operational procedures. This work is very close to what would be described in an organic law.

A third area of support provided to the OPM was related to getting to terms with Performance Management – focusing on the implementation of the (political) priorities the government had committed to. Early efforts during 2015 and 2016 did not lead to significant change. However, the engagement around the entry of ‘performance management’ sharpened the discussions and gradually more collective understanding of what it would take to simultaneously have oversight and insight in progress on the key priorities and have the capacity to stimulate further progress. Again, with the new government coming into power mid-2017, the discussions were revamped and by the end of 2017 a solid concept note for the development of such a performance monitoring system was finalized. However, with the evolving understanding of how the political roadmap was to be implemented and what type of management arrangements would be required to ensure progress, it also was realized during the first half of 2018, that the structure of an OPM Performance Management Unit may not be the optimal choice. The main reason is that the main priorities - political roadmap and the related federalism debate - require an inclusive debate where the federal government and the federal member states participate. An internal OPM unit might not be providing appropriately for such an inclusive approach. However, the work on structure of information and systemic work on reaching agreements was integrated in the approach to discuss ‘federalism’ and the functions of the ‘Federalization Negotiation Technical Committee’.

Based on the revamped discussions about the type of support required and the advances that were expected in the implementation of the ‘political roadmap’, for the first time such a consolidated roadmap was agreed upon and the linkages between the different high-level priorities were made. This allowed to focus discussions and preparatory work, arrange coordination functions, as well as identify and deploy expertise directly relevant for expected outputs. Presently, this systemic approach towards implementation of a political agenda is being implemented, with a catalytic role for the ‘Federalization Negotiation Technical Committee’. While productive, as witnessed by the success of for instance the Baidoa National Security Council meeting early 2018, further sharpening and improvements are likely to be required. This will among

others involve a clearer understanding of how the broader federalism debate would need to be feeding into the constitutional review, other legislative arrangements (which brings us back to the work done on the OPM/Cabinet – Parliament relations described above), policy development and government structure design.

The functioning of the ‘Federalization Negotiation Technical Committee’ is interesting. While the project (in collaboration with the other UNDP projects) developed options, the establishment, mandate description, membership, etc. were solidly national agreements and decisions between the Federal Government and the Federal Member States. The risk remains that the Committee will be ‘politicized’ beyond the technical role it is expected to perform. It is equally interesting to note that while the Federal Member States put coordination with the Federal Government on hold in September 2018, the role of the FNTC was commended as being positive. The roles the Committee plays are very close to what often is called a ‘delivery unit’, a government body that focusses on a limited number of areas, engages the relevant parties and ensures implementation in a timely manner – closely linked to the work that would be undertaken in a performance management unit.

Strategic Communications

Communicating strategically about government priorities to specific interest groups and the citizens in general is essential to ensure the stakeholders in the government performance have a fair level of information concerning the progress that is being made. This in turn, is important to increase the levels of confidence in and ‘legitimacy’ of the government system. The project committed to support the Office of the Prime Minister to develop a sound approach and strengthen the required capacities.

Although the Office of the Prime Minister early on recognized the importance – among other factors due to various changes of staff – the OPM only felt comfortable to activate the support late 2016. With support from an international and a national consultant, a communication strategy was drafted, training was implemented, and logistical / administrative arrangements instituted. For instance, clarifying the different responsibilities concerning communications in the OPM, approval arrangements of press releases, the use of open media platforms such as madmimi.com for information dissemination, and timely sharing of the Prime Ministers’ agenda and itinerary.

The impact on number of followers is significant. In December 2017, the OPM Twitter handle had 158,000 followers, in August 2018 it had 247,000. The OPM Facebook had 80 000 followers in December 2017, while in August 2018 it had almost 120,000 followers and more feeds are being shared in English to cater for stakeholders who do not master Somali.

While increasing numbers of followers is a good indicator for success in outreach, strategic communications also has higher-level objectives in terms of trust in and understanding of the government. The USAID supported Somalia Program Support Services implemented the Somali Perceptions Survey in February, 2017⁶. The report found that Somalis are generally satisfied with service delivery, local security and economic conditions, but seem to express frustration about the political developments. The Perception Survey on confidence in the Somali Government implemented by Farsight Africa and IPSOS, published in October 2018⁷, indicates that while approval rates have declined, they remain high in many cases; e.g.

⁶ <http://somaliangoconsortium.org/download/58c7e22834e32/>

⁷ Ipsos Ltd & Farsight Africa; Somalia Confidence Index Survey, October 2018

almost half of the respondents feeling that the country is heading in the right direction. Although the approval rates of the President and the Prime Minister declined, with 67% and 62% approval, they remain relatively high (e.g. approval rates of the American and French presidents were in the same period around 40% and 20% respectively), taking into consideration that most governments experience a decline in confidence after having been in power for a year.

Ministry of Finance strategically leading PFM system development, the ‘use of country systems’ roadmap and establishment of the NAO

The project supported the Ministry of Finance with a senior advisor to help coordinate the work on the Public Finance Management development and the Use of Country Systems (UCS) roadmap. While the content work was supported by other organizations (including the World Bank, IMF and other UN agencies), the project support focused on the internal and external coordination arrangements, the agenda management and progress reporting on the agreed upon milestones, like in the SMP process. In addition, the advisor developed and contributed to a series of process arrangements to streamline the work to be done in the Ministry and the coordinating platforms. This included the financial management manual related to the FMIS, workflow and procedures for police stipends to be channelled through country systems, review and update to the PFM law, training plan and material for government-wide training on payment procedures, PFM Action Plan for 2016-2020, and developing the roadmap for the Use of Country Systems.

Interview quote

At the end of her assignment the advisor was interviewed; an extract below:

“I think what’s been great with UNDP, it is the long-term stuff. And for me I believe in governance more than anything else, in that you need to have strong institutions, you need to have governance, because that’s the only way that we’re able to have any kind of real growth or peace or success or anything of that, so the government needs to take ownership, and for that you need institutional building, you need people to be able to do that, and I think that partnering with Somali people and the government on institutional building is exactly what we need. I’m walking out of the Ministry of Finance and the Central Bank today, but a lot of these ‘small boring things’ like the systems and payroll, that’s going to outlast me and I think that’s part of the institutional building, and I think that this is the kind of work that UNDP does and it’s the kind of work that is needed for institutional building for Somalia right now”.

Part of these efforts of stimulating the use of the national systems was the support provided to the establishment of the NAO. The National Authorizing Office is a Government office that is meant to manage EU financial resources as much as possible within the structure of national systems. Requested by the European Union, the project provided support to the Ministry of Planning and the unit was established and trained, while a workplan for the coming year was developed. After this initial support during 2017, the EU took the initiative further.

The support provided to the Ministry of Finance has contributed to the government preparedness and leadership on the successful realization of the milestones in the SMP process and significant progress is made in the HIPC process. Although the Aid Mapping efforts (see below) do indicate that there is only a limited amount of financial support using the national systems, several negotiations are ongoing that may change this picture substantially soon, and more projects are using national systems to recruit advisors, implement procurement, and are reporting against National Development Plan priorities. The NAO, once fully operational and managing EU funds, will contribute to this development.

Functional alignment and good governance

The project intended to implement **functional reviews** both at the Federal level and in Puntland.

The SIP project refrained from implementing functional reviews at the Federal level for two reasons. The World Bank supported CIP project implemented functional reviews at the federal level and there was no need for duplication. Secondly, during implementation of the project it became rather evident that the

mandate distributions between ministries, the internal organizational structure and staffing establishments of the ministries were changing too often for a functional review to be effective.

However, the situation in Puntland is different where much of the government machinery was operational for quite some time and professionally sound. The solutions the Puntland government was after in wishing to strengthen the government machinery were based on a directly felt need for a specific subject matter to be addressed **within** an already operating system. Hence, the functional reviews were used to restructure ministries, align roles and responsibilities and personnel assignment.

Capacity assessments

The project had foreseen to implement Capacity Assessments in the different Ministries and offices it was working with. However, during the implementation of the project it became more and more clear that a classic capacity assessment, where skills, competencies and behavioural aspects of individual staff members are matched with job and managerial expectations would be only marginally useful. The core reasons for this are that the staff turnover is quite large, that most of the active staff in the Ministries is on consultancy / advisory contract and are not stable civil servant staff (hence, capacity development would only prepare them better for the next consultancy assignment and not necessarily improve the performance in the function where they are when participating in a capacity assessment), and that the organizational structures of the partner ministries were rather fluid and changing regularly, with many of the formal units only partially staffed and where managers – in view of the limited staff availability – are using staff in a flexible task oriented manner instead of stable functional assignment. In such a situation assessing staff capacities is not very helpful. What is much more helpful is looking at the organization from a functional implementation perspective and take an ‘organizational perspective’ on capacity assessment. The UNDP has established a comprehensive mechanism to do just that through the Capacity Assessments related to the HACT (Harmonized Approach to Cash Transfers) where the national implementing partners’ capacities are assessed. Since 2014, UNDP has implemented some 70 of these assessments and the outcomes are used to support the implementing partners in improving their performance and gradually move further into using national systems. Please refer to Annex 3 for the complete list. The project subsequently decided that additional investment in capacity assessments would only produce little added value.

In Puntland, functional reviews were finalised in nine ministries (*Ministry of Health; Ministry of Finance; Ministry of Planning and International Cooperation; Ministry of Security and DDR; Ministry of Women Development and Family Affairs; Ministry of Labour Youth and Sports; Civil Service Commission; Ministry of Education; Ministry of Interior, Local Government and Rural Development*). The immediate results of this exercise were streamlined functions aligned to the respective mandates, new organograms and change management plans for the institutions. Organizational restructuring of ministries was implemented to ensure greater alignment of their core competences with the functions of their respective institutions, in some ministries, departments were abolished and in others new departments were established to allow better implementation of the Ministry’s mandate. In other cases, civil servants underwent re-examination to evaluate the match with the position they occupied, and positions were abolished, or it led to reshuffling (e.g. of Director Generals). These improvements are important to create a favourable environment for the implementation of professional civil service management.

In August 2016, UNDP carried out an assessment of some of the institutions that had implemented a Functional Review. In one interview, the DG of Ministry of Securities and DDR observed that: *“The functional review exercise has helped our ministry in many ways which include but are not limited to, reduced administration cost, manageable and accountable civil servants”*. In another interview, the M&E director of MoPIC Puntland noted that: *“Previously I used to do whatever I thought necessary but now I have a duty statement and I know what my role is, there is no task I do which is outside of my duty unless the management told me to do so”*.

The project supported the **Puntland Good Governance and Anti-Corruption Bureau** with what the 2017 Evaluation team coined ‘*catalytic support*’. The PGGAB was established as an NGO and gradually integrated in the Puntland Government establishment. Such a delicate process easily can be disturbed by inappropriate support. Hence, the SIP team treaded carefully and provided limited and targeted support,

including support to the development of the strategic plan, some material support and exposure to similar agencies in Kenya and Rwanda as a learning experience.

The prudent approach that the PGGAB has taken to advance the agendas on good governance and anticorruption clearly paid off with the development of the Service Delivery Charter for Puntland, a public complaints mechanism as well as a Good Governance and Advocacy Strategy, which were endorsed by the Council of Ministers. The president of Puntland issued a decree in which he nominated the Director Good Governance and Anti-Corruption to chair the Puntland Public Complaint Committee – a clear sign of recognition.

The PGGAB engaged the public in debate around good governance and anticorruption issues in Puntland and held extensive consultations with different stakeholders such as women, youth, religious leaders, traditional elders, CSOs, and university students and government institutions. The PGGAB gives media interviews and engages in programs on the Puntland state television and radio networks to discuss good governance and corruption matters. Especially the ‘phone-in’ programs by the public in Puntland have attracted attention and broadened the views of the Puntland citizens on issues of good governance and anti-corruption. The PGGAB regularly conducted training for Puntland government officers, among others on the Pubic Service Charter.

PGGAB engaged with the Kenya Ethics and Anti-Corruption Commission to gain more experience and knowledge, as well as training on anticorruption matters in November 2016. A study tour in Rwanda, hosted by the Rwanda Ombudsman, brought the PGGAB in contact with the Rwanda Ombudsman’s office, the

In an interview with UNDP after the South – South Cooperation training in Kenya, the PGGAB, Director General observed that, *“the amount of information and expertise I received from the Kenya EACC will definitely change the lives and fortunes of all Somalis not just in Puntland as I will ensure that the best practices on anti-corruption will be spread to other regional states through outreach programs”*.

See for the complete interview:

<https://www.youtube.com/watch?v=bBM4JlPp0Z0>

Rwanda National Police Service, the Rwanda Public Procurement Authority, the Rwanda Public Prosecuting Authority. The Rwanda Governance Board as well as Transparency International Rwanda. At the closure of the study tour, the Rwanda government institutions pledged support to the PGGAB in any future activities.

In December 2017, the PGGAB gained national recognition hosting a well-attended and successful national anti-corruption conference to discuss ways and means of tackling corruption in Somalia. The meeting was attended by senior officials from all the Federal Member States and was addressed by the Puntland Vice President as well as the FGS Minister of Justice. A communique that came out after the meeting indicated among others continue holding the anti-corruption conference as an annual event, the setting up of a Good Governance and Anti-Corruption Technical Committee, providing a platform for accessing and sharing information on anti-corruption as well as encouraging the adoption of the International Convention on Good Governance and Anti-Corruption (UNCAC) by Somalia.

Output 5: Assessments, tools, and plans developed to mainstream gender

INDICATOR	TARGET	END OF PROJECT STATUS
Number of tools developed	Federal: 2	3
	Puntland: 2	1
Number of partners supported	Federal: 3	7
	Puntland: 3	5
Number of staff trained	Federal: 5	10
	Puntland: 5	20

Key Deliverables:

- Gender Mainstreaming Guidelines/Toolkit, Puntland
- The Ministry Strategic Plan, Annual Workplan and the associated M&E workplan;
- A Gender Mainstreaming approach;
- A legal framework and policy revision in compliance with international instrument (CEDAW, UNSCR 1325 and 2030 SDG);
- A staff capacity assessment tool.

This output is specifically meant to assist the different government institutions come up with strategies and tools to mainstream gender in their day to day work. At the start of the project in 2015, gender-mainstreaming capacities were insufficient to warrant solid attention to gender in government policies, strategies and operational processes. The project supported the Puntland Ministry of Women Development and Family Affairs (MOWDAFA) and Federal Ministry of Gender and Human Rights, with institutional arrangements, strategy design, tool development and capacity development. They, in turn, supported twelve institutions (FGS 7 and Puntland 5) in institutional capacity building, among others training staff members from key government institutions on gender mainstreaming in the FGS and reached out on issues like gender sensitive budgeting, gender balance in recruitment of civil servants, gender-based violence, FGM, gender sensitive analysis for legal and policy instruments. In an interview with the Third-Party Monitoring company CCORD, one of the MOWDAFA staff members noted after a staff training session that *“she now had more information on gender mainstreaming and would work to empower other civil servants to ensure that the polices especially in recruitment procedures would be more gender sensitive”*.

From the Evaluation Report 2017

The Puntland Ministry of Women’s Development and Family Affairs collaborated with SIP to prepare a set of Gender Mainstreaming Guidelines and undertook several regional orientation workshops on these principles. The Ministry has also created a robust presence on social media. Political support from the Women’s Minister and the First Lady of Puntland induced a set of donors outside of UNDP to sponsor an important workshop for establishing FGM as a practice to be eliminated from Puntland⁸.

The Gender Mainstreaming Toolkit⁹ was finalized towards the end of 2016 and approved in March 2017 by the Puntland Cabinet. The Toolkit is intended to assist the government of Puntland and other actors in gender mainstreaming. During 2017, advocacy and engagement with partners was implemented across the Puntland State and numerous events were organized with local government, elders, youth, women groups and the civil society. For instance, MOWDAFA trained 40 (32 men and 8 women) elders on gender mainstreaming and how they can align their activities, rulings in traditional courts and engagement with

⁸ Horn Observer, Workshop on Ending FGM in Somalia Concluded in Garowe, Horn of Africa News and Information Hub, 16 December 2017.

⁹ The toolkit was also translated in Somali.

citizens under their jurisdiction. The Ministry also supported female young graduates and students from local universities with trainings on gender mainstreaming, leadership and office management to enable them to build leadership capacities for the future.

The Puntland Government instituted the Gender Working Group composed of key Ministries to share information on monthly basis on gender mainstreaming where among others the mainstreaming of gender in the Puntland Development Plan and recruitment of civil servants was addressed.

Gender inclusion in NDP development

The SIP project supported activities on increased women's participation in the drafting of the Somalia NDP. For instance, on 5 June 2016, the FGS MOPIC, in collaboration with the Ministry of Women & Human Rights Development, with the support of UNDP and the New Deal Facility, organized the workshop at the Jazeera Hotel in Mogadishu to collect views from women's organizations on aid effectiveness and national development planning. Her Excellency, Zahra Mohamed Samatar, the Minister, noted that, *"this initiative alone mirrors a progressive change in relation to equal participation of women in national plans and processes"*. The meeting brought together 62 participants representing women's groups of the federal states of Puntland, Galmudug, Hiraaan/Middle Shabelle, South-West Somalia and Jubaland, as well as of the region of Banadir, government officers from key ministries of the Federal Government of Somalia and UNDP.

The support provided to the Federal Ministry of Gender and Human rights focused on four areas, supporting the Ministry to develop:

- The Ministry Strategic Plan, Annual Workplan and the associated M&E workplan;
- A Gender Mainstreaming approach;
- A legal framework and policy revision in compliance with international instrument (CEDAW, UNSCR 1325 and 2030 SDG);
- A staff capacity assessment tool.

The draft proposals were submitted to the Ministry mid-2017. However, while content-wise the documents are good first drafts, it was found – especially in the Gender Mainstreaming policy document - that insufficient reference was provided to source documents upon which the engagement with the consultant was terminated. Upon this episode, the efforts the project support to the Ministry came to a virtual standstill, as additional funds to continue were lacking and because other agencies, including the UNICEF, UNWomen, UNSOM as well as the UNDP Gender project, were providing substantial support to the Ministry.

Gender mainstreaming in any context is mostly an uphill battle. The project contributed to developing policy instruments and toolkits and to awareness and advocacy. The National Development Plan, for instance, contains a dedicated part on gender and efforts were made to mainstream gender throughout the document.

The choice to establish a dedicated output in the original project was mainly motivated to provide dedicated and explicit attention to gender. The challenge that subsequently emerged was that when 'separating' gender from the other outputs, the parties involved in the other outputs seem to adopt a 'waiting' strategy for the gender team to come in and review what has been produced from a gender

Interview representative Women NGO

A representative - Asha Said – of a Somali Women organisation was interviewed to give her perspective on the role of the project and UNDP in advancing women rights and empowerment. Please find the complete interview here: <https://youtu.be/3WytDAomHSo>

perspective; then gender becomes an afterthought. Secondly, while resistance against gender and women empowerment is real, gender just as often gets omitted in technical arenas simply because the concerned staff and managers have insufficient understanding what it means to mainstream gender, which then often leads to statements like ‘men, boys, women and girls’ instead of ‘people’ or ‘citizens’, which does not really add value.

At the start of the project it was expected that through the gender component, gender focused engagement would be established in the other main areas of work (mainly planning, M&E, statistics and civil service management). The assumption was that by providing support to the Ministries of Gender, the capacities would be supported in those technical fields and that these Ministries would constructively engage in NDP development, civil service law development, M&E or statistics system design. This only happened to a limited extent. Some of the reasons are that the Ministries of Gender did not prioritize strongly these areas of work the SIP project was otherwise involved in, instead the Ministries focused more broadly on gender policy, strategy design and tool development, and in general terms adopted an advocacy approach for mainstreaming gender across the board. This is to some extent understandable, deep engagement in specific areas is complicated in the absence of an overall policy and strategy that can guide priority setting as well as limited capacity (in terms of competency and skills and sheer numbers of staff) and may lead to being overwhelmed by complexity and uncertainty of choice as guidance is lacking. These considerations as well as the strong requests by the concerned Ministries influenced the project decisions to support the more general gender mainstreaming policy and tool development, on the assumption that indeed it would create a more favourable environment down the road for more specific gender focused support in specific technical areas.

However, while there is no contrary indication to formulating a specific gender output, other agencies like UNWOMEN might be better placed to provide the more generic policy and tool development support, as was also indicated by the project evaluation team. With hindsight, an approach where gender expertise and activity support would explicitly be integrated into the other areas of work the project was involved in might have given stronger results in these specific subject matters. An example where this kind of focused attention did realize good results were the elections in 2017, where a significant collaborative and coordinated action by various national and international actors succeeded in keeping gender on the agenda and realize a reasonable level of political representation of women.

Female Graduate Interns

The project supported 8 Female Graduate Interns in the FGS and Puntland. Ifrah Abdullahi was engaged in 2016 by the Puntland MOPIC. After her term at MoPIC, she went through a competitive process led by the World Bank in November 2016 and is now serving as the Head of Finance at the Ministry of Planning and International Cooperation. Ifrah noted that *“the internship offered her a great opportunity to prepare for a better career and she is grateful to UNDP for the initiative”*.

Output 6: Guidance to undertake Development Planning, M&E and Aid Coordination including reporting developed.

INDICATOR	TARGET	END OF PROJECT STATUS
Number of institutional coordination arrangements for development policy drafted	Federal: 1	4
	Puntland: 1	1
Number of M&E Strategies reviewed, amended, updated or developed.	Federal: 1	1
	Puntland: 1	1
Number of processes, tools and guidelines for collection and storage of data developed	Federal: 1	0
	Puntland: 1	2
Development of a coherent M&E system for following up on the implementation of the National Development Plan;	Federal: 1	1
	Puntland:1	1
Coordination mechanism for statistics development is operational	Federal: 1	1
	Puntland: 1	1
The Ministry of Planning and International Development is supported to developing the National Statistics Office.	Federal: 1	0
# of Aid Coordination Architecture developed and institutionalized	Federal: 1	1
	Puntland: 1	1
Number of DAD/AIMS systems operational	Federal: 0	0
	Puntland: 0	0
Number of Quarterly reports on Aid Flows are generated through DAD/AIMS	Federal: 2	0
	Puntland: 2	0

<p>Key Deliverables:</p> <ul style="list-style-type: none"> • National Development Plan 2017-2019, with SDG mainstreamed • National M&E Framework • Operational Aid Coordination Architecture

While at the start of the project in 2015, ad hoc arrangements for development planning and M&E existed in Somalia, they were at varying levels of capacity and functionality, while the Aid Coordination structures were formally established with the New Deal Compact (2013) but operating with challenges. At the end of the project, the first National Development Plan in over 30 years was approved and played its functions in guiding investment decision-making by government and international actors, the National Monitoring and Evaluation Policy was officially endorsed by the National Development Council and while the Aid Coordination Structures operate (SDRF and its Pillar Working Groups in the FGS and the Puntland Development Forum in Puntland), further improvements are required to gain the level of satisfaction both national and international participants are seeking.

The output results will be described in four sections:

- Organizational Development of the Ministries of Planning
- Development Planning
- Monitoring and Evaluation, Statistics and SDG mainstreaming
- Aid Coordination

Organisational Development of the Ministries of Planning

The Federal Ministry of Planning approached the UNDP early 2014 with a request to support the restructuring and capacity development of the ministry. This support was provided through an interim

project from 2014 to 2015 and this was continued through the present project. The initial focus was on shaping the administrative systems (Human Resource Management, finance, administration) as well as material support in terms of furniture, equipment and refurbishment of the offices as well as support to advisory staff. This support allowed the ministry to gradually take on board the substantive parts of its mandate (as outlined further below). The Al Shabab attack in October 2017 significantly damaged the offices and a further rehabilitation was supported.

With the new Government coming on board in 2017, the mandate of the then Ministry of Planning and International Cooperation was significantly enhanced to include Investment Promotion and Economic Development, and the Ministry was renamed Ministry of

To improve the working conditions and to reduce the operational costs (diesel) UNDP also supported the installation of a generator and a solar power system at the FGS MOPIED that works in a hybrid arrangement to provide power at a much-reduced cost.

Planning, Investment Promotion and Economic Development (MoPIED). The SIP project supported to revise the organizational structure and align its work-processes. A dedicated (short-term) project was developed in 2018 to support these functions, initially in the context of the DINA/ RRF process and gradually shifting to more general investment promotion and economic development support, including the establishment of the National Economic Council and the Economic Policy Advisory Unit.

The Ministry of Planning and International Cooperation in Puntland has a long-standing cooperation with the UNDP and was supported among others through the SIDP (the predecessor of the present project). With support from SIP, the functional review was carried out and the implementation of the recommendations (restructuring, aligned staffing assignment, work-process management). SIP supported several advisory staff in the core functions of planning, M&E and statistics, as well as the review of the Puntland Development to align it closer to the National Development Plan.

Both ministries are well established and well respected and implement the core functions within their mandate.

From the Evaluation Report 2017

The FGS **Ministry of Planning, Investment and Economic Development** has long been one of the major elements of the Somali government, beginning in the 1960s. In 2014, the leadership of the Ministry began to brainstorm on how to re-create its earlier capacity and influence. Their initial assessment showed there was much work to do in bringing the organization back on track. They went to UNDP to seek assistance after they had chalked out a framework for rebuilding the Ministry and shifting from a passive planning framework, with most services putatively being delivered by NGOs, to one based on rational analysis that could guide government action. After providing some initial ad hoc assistance, the SIP project was designed to place its major focus on enhancing national capacity in planning and aid coordination. Work began on building the basics of financial management and human resource strengthening together with enhancing the staffing complement, infrastructure and equipment. Gradually, as the capacity of the organization grew, attention shifted to the preparation of a national development planning framework. Support from SIP provided the financing for the Ministry of Planning and the Aid Coordination Unit to organize over 60 dialogue sessions involving federal and state governments, together with citizens, to guide the development of the plan. The National Development Council, functioning as an open dialogue platform for FGS and FMS on development matters, was fully activated through the NDP formulation efforts. Once the plan had been approved, work began to focus on how it could be implemented and how results could be tracked. A national M&E framework involving all line ministries and FMS was approved by Cabinet and, in early November 2017, the first draft of the National Statistics Bureau framework had been submitted to Parliament.

There is no question that SIP delivered with the MoPIED. The result is more than 'a book', as the NDP has been referred, it is the revitalization of the Ministry and, associated with that, energizing the FGS to play a greater role in the management of the international assistance it receives. It was a mutual collaboration, with the UNDP Country Director noting, "The Planning Ministry did so well, they made us look good!"

Development Planning

The National Development Plan 2017 - 2019

The development of the first National Development Plan in over 30 years is one of the ‘signatory’ results the project contributed to. Substantial support was provided to the Ministry of Planning, Investment and Economic Development¹⁰ during 2015 and 2016 in the conceptualization of the process, the overall management of the process and the drafting of the document.

The Ministry took a very solid lead over the process, the capacities to do so having been supported prior to the launch of the process in late 2015 – as indicated in the evaluation report (see special box). The Ministry was well organized, had a clearly outlined vision and the support requested was well targeted to complement the available internal capacities.

The process that was implemented was developed on the notion that the Ministry coordinated and structured the development of such a plan but does not determine the content. The content development was expected to take place through an extensive coordination and consultation arrangement, including:

- The monthly Director General meetings, where all DGs from all FGS ministries were attending;
- The establishment of the National Development Council, where the Ministries of Planning and Finance of the FGS and the Federal Member States would oversee the overall outcome;
- Dedicated workshops at the Federal Member States and with special groups like the international community as well as the national civil society and business community.

Partner Interviews

During the project implementation, several partners have been interviewed to give their views on the progress made supported by the project. Please find here the links to the interviews on YouTube of Urban Sjostrom of the Swedish Embassy and Mohamed Moalim of the FGS Ministry of Planning.

New Deal and Sustainable Development Goals in Somalia (Urban Sjostrom): <https://youtu.be/tjlidajlQKQ>
National Development Plan of Somalia – Mohamed Moalim (MoPIED): <https://youtu.be/6RFA1hT5CgI>

The Ministry established a technical coordination team that received consultancy support from the project as well as from other international actors, and many national and international agencies provided feedback on draft versions of the individual chapters, which were drafted under the leadership of the technical ministries.

The project provided national and international consultancy support for overall coordination, standard setting, input management as well as in specific technical areas like Gender, Resilience, Infrastructure, Economic Development and the Institutional parts. The project also provided financial support to enable the Ministry to implement the multiple coordination and consultation events, including meetings in the USA and Europe to reach out to the Somali diaspora. In total more than 60 dialogue sessions were organized involving federal and state governments, civil society, academia and the business community to guide the development of the plan.

The SDRF Steering Committee endorsed the plan on 13 December 2016 after Government endorsement early December. H.E. Abdi Aynte, the then Minister of MOPIC, noted that *“This is a major milestone for*

¹⁰ At the time the Ministry was called the Ministry of Planning and International Cooperation

Somalia and its development agenda. The NDP is the strongest signal yet that Somalia has now entered a development stage after decades of state collapse and a shattered economy. The historic nature of achieving this momentous task, notwithstanding very limited state capacity, cannot be understated.”

The NDP is broadly accepted as a solidly nationally owned plan, is being used to guide the investments and the international community aligns to the priorities. This process of endorsement of the final document, however, faced some challenges by Federal Member States who felt that ultimately, they were insufficiently consulted about the content and that their priorities were insufficiently reflected. Intense consultations with all the FMS, however, overcame these challenges and all government partners endorsed the document.

The NDP was intended to be iPRSP compliant – in a bid to advance the HIPC process. However, this was not realized as in several areas the document could not fulfil the criteria. One the most important was the absence of a budget. The Ministry made a serious effort to cost the NDP, however the basis for costing individual priorities was not available. Hence, the Ministry decided to abandon this effort as it was strongly felt that presenting a budget that might not reflect reality would not be appropriate.

The NDP made a good effort in mainstreaming the Sustainable Development Goals. The Somalia NDP was globally one of the first NDPs to reflect the SDGs.

The whole process to develop the NDP took more than one year. That is not uncommon, but still quite a period, and the time was needed. There was virtually no experience within the Ministry to implement such a massive undertaking and it was also a learning experience. For instance, the content structure evolved with the drafting process where choices were made to group or ungroup subject matters and the experiences of the first consultation efforts were fed into subsequent ones to better guide the discussions.

An important lesson learned is that managing such a big process with many simultaneous consultation and coordination arrangements requires enough staff and a close process control management. The Ministry grouped staff from various departments – complemented by specifically engaged advisors - who met on weekly basis to compare notes and plan. The team relied on a solid administrative and logistic machinery in the Ministry, for instance to organize all the consultation events. The earlier investments in the organizational strengthening of the Ministry made the implementation possible.

The significant impact on the coordination between the different ministries at the Federal Government and between the Federal Government and the Federal Member States was not foreseen when planning the NDP. The establishment of the regular DG meeting, for the first time since the establishment of the Government, brought all DGs from all ministries together to debate and agree on a common approach – in this case for the NDP - and the establishment of the National Development Council brought the Federal Government and Federal Member States around the table in a joint platform. While initially the progress was limited, over time trust and appropriate working relations were developed and the NDC became a successful platform to discuss development planning, M&E, coordination arrangements and related issues – it is an important sign that the NDC continued functioning after the approval of the NDP. This type of coordination arrangements are essential ingredients for a successful federalization process, where next

From the Evaluation Report, 2017

..... the creation of the NDC represents a true outcome level development. The NDC is perhaps the only Somali led and managed forum that facilitates regular dialogue between the FMS and FGS.

arrangements for power sharing, ‘division of labour’ and mandate separations, platforms need to be operational where common business can be conducted and where alignment and synergy can be created.

The implementation arrangements for the National Development Plan

Upon approval the NDP late 2016, the project supported the MOPIED with operationalizing the implementation arrangements of the National Development Plan and an implementation plan was presented by the Minister of MOPIED to the Prime Minister and Cabinet on 27 April 2017.

The implementation arrangement evolved around several (simultaneous) actions:

- Preparation by all Ministries of Action Plans aligned to the NDP;
- Development of State Development Plans (for all Federal Member States), aligned to the NDP;
- Develop a dedicated M&E framework for monitoring result realization, review data availability for M&E purposes (baselines, targets) and address possible shortcoming;
- Re-organize the Aid Coordination Architecture and develop Annual Work Plans for each of the Pillar Working Groups;

Most of the FGS Ministries developed Action Plans, which in practice turned out to be to varying degrees aligned to the National Development Plan, and in some cases were very aspirational. Even though the Ministerial plans were made shortly after the NDP was endorsed, the dynamic developments in Somalia already led to evolution of priorities and some diversions of the NDP were inevitable. Also, budgeting remained a significant challenge. The absence of for instance standard costing units, process arrangements, timelines for specific action or enough information on realistic budget targets led to a rather large variation in the plans. The FGS MOPIED consolidated the ministerial plans into the National Annual Work Plan 2018 covering the different FGS line ministries, and despite the issues mentioned above, the plan serves as a guidance for ministerial prioritization and cross-government coordination.

Puntland and FMS Strategic Development Plans

One of the major agreements between the FGS and the FMS was that each Federal Member State would develop its own State Development Plan to ensure appropriate prioritization of specific state endeavours in alignment with the NDP. In a joint effort with the UNDP State Formation project¹¹ all Federal Member States were supported to develop these plans. By the end of 2018, all these plans are ready or almost and will be presented to the public upon approval by the respective cabinets.

UNDP – through a previous project SIDP: Somali Institutional Development Project – had supported Puntland to develop its first and second State 5 Year Development Plan. Through the SIP, support was provided to review the 2nd plan and align it the new National Development Plan. The updated plan (2017 – 2019) was presented and endorsed in December 2016.

From the Evaluation Report 2017

Previous assistance enabled the Puntland State to prepare three strategic development plans. These plans have helped the State to rationale the use of its limited domestic financial resources. In 2015, PSS took the decision to seek assistance to modify its existing development plan (PDP) to align it with the sectoral framework and timeline of the National Development Plan. All FMS were invited to Garowe to learn how Puntland had conducted their previous planning exercises. The MoPIC views SIP as catalytic support that adds to what the Ministry has already decided it needs to accomplish during the coming year.

¹¹ StEFS – Support to Emerging Federal States

Subsequently, the Puntland Ministry of Planning was supported to align the line Ministries annual plans as well as to ensure that the implementation plans are in sync with the document.

The project supported the rehabilitation of the MoPIC-Puntland building and an additional 4 offices were constructed, and the conference room extended which now can accommodate about 150 participants (up from 60 before). This has positively contributed the office working environment and resolved a long-standing office space issue.

Monitoring and Evaluation (M&E), Statistics and SDG Mainstreaming

The M&E, Statistics and SDG mainstreaming are closely linked, and all have one challenge in common – the limited availability of data. The Somali statistics system has suffered tremendously from the civil war over the last decades and there is no system anymore that collects administrative data and regularly implements surveys to dig deeper into subject matters. Data is being collected by various parties in Somalia, but there is no common repository, no common set of definitions or, for instance, sampling frames. This makes measuring progress in any area of development a challenge.

The National Development Plan recognizes this challenge and urges urgent attention to provide solutions. In response, the statistics department at the MoPIED receives support from various agencies, including the World Bank, UNICEF, UNFPA, Swedish Statistics and the UNDP. A new Statistics Law was approved by Parliament in August 2017 and with support by the World Bank, a draft Statistics strategy was developed in 2018.

Despite the support, it cannot be expected that in the short term there will be dramatic improvements in data availability. Progress is being made, but it will take several years to reinstate a solid administrative data collection system throughout the territory with enough data in different periods to allow analysis of change over time. In the meantime, most analytics are dependent on surveys, which generally however tend to be location specific, applying various methodologies and definitions that make inter-comparability challenging. The World Bank supports the High Frequency Survey which among others allows a poverty analysis, the UNFPA is supporting the population estimates and DHS, which equally are expected to provide data covering the nation. Experimental work is ongoing with more innovative methods, like big data analysis, but so far, the results are not yet conclusive and there have not yet been large enough surveys to produce data and subsequent analytics.

Consumer Price Index

With project support, in 2017, the Somali National Statistics Department at MoPIED updated consumer price index (CPI) methodology in line with the international Classification of Individual Consumption according to Purpose (COICOP) system to reflect more accurately price changes that impact on households and to ensure that the Somalia consumer data has accurate information at its disposal for purposes of setting inflation rates, amongst others. Since then regular CPI update reports are published.

It is against this backdrop that progress in the field of M&E and SDG mainstreaming and monitoring needs to be seen.

At the FGS, with support from the project, the MOPIED finalized the FGS M&E Policy and the M&E Framework (also translated in Somali language) related to the NDP which was adopted by the National Development Council on 19 September 2017. The new policy establishes common structures and standards across the entire public sector for tracking progress in the implementation and evaluation of all government policies, programs and projects. The documents outline an approach that tries to counter the challenges on data availability, for instance by using as much as possible 'binary' indicators (such as the existence or

not of a policy, the rehabilitation or not of a road, the upgrade or not of a port) a reasonable insight in progress concerning implementation of actions and delivery of ‘outputs’ in the NDP can be gained. But a M&E Framework cannot completely avoid the challenge of data availability and this is especially felt in areas of measurement of outcome or impact, and areas where statistical indicators are virtually the only way to measure.

In Puntland, developments were somewhat earlier, and the M&E framework and the Statistics Policy were submitted to the Puntland Cabinet on 12 November 2015 for approval. Although the situation in Puntland is somewhat better than on federal level concerning data availability, also in Puntland the situation is far from satisfactory.

The M&E Department of MoPIED started implementing the M&E framework and while progress is being made – among other the establishment of the FGS M&E network – some challenges are emerging, including that some ministerial M&E departments were either not established or only with limited staffing and very limited funding, M&E workplans were not costed thus creating operational problems and the advocacy and communication parts were weak. An important part of the M&E work was expected to be made operational through the Pillar Working Groups. The PWGs, however, after the reorganization of the Aid Coordination structure mid-2017, found it challenging to come to terms with their work and workplans were slow to come forward, and with that the M&E arrangements equally were slow to come forward. By mid-2018, 8 out of 9 Pillar Working Groups had developed, and were implementing, their Annual Work Plans. A mid Term Review of the NDP started in August 2018, but the data challenges and absence of information concerning progress in the implementation of the NDP priorities made it a challenging process.

The mainstreaming of the SDGs through the NDP was a promising start of the engagement of Somalia with the SDGs. In all chapters the expected results were linked to the SDGs and the most relevant (and feasible) SDG indicators were selected for inclusion in the NDP. As with the overall M&E work, also the SDG monitoring suffers from lack of data. Towards mid-2018, various UN agencies came together to step-by-step develop a common support arrangement to the Somalia authorities focusing on advocacy, measurement and research in the status of the SDGs in Somalia.

SDG Research

In the context of “Localizing SDGs in Somalia”, the project engaged the Somali Institute for Development and Research Analysis (SIDRA) based in Puntland to implement a study on “**Localizing the Sustainable Development Goals (SDGs) and SDG 7 in Puntland**” (SDG 7: *Ensure access to affordable, reliable, sustainable and modern energy for all*).

The report was launched on 31st of March 2018 and the study was carried out between September 2017 and January 2018 in three areas: (i) Explore the environment, challenges and opportunities for localizing SDGs in Puntland; (ii) Generate data and information on the status of SDG 7 and provide the baseline for monitoring future progress on SDG7 in Puntland; and (iii) Based on the results of i and ii, localize SDG goal 7 with the aim of increasing use of solar power in Puntland. Public Surveys, Focus Group Discussions and Key Informant Interviews were conducted at two urban areas (Bosasso and Garowe) and two rural areas (Ely and Galdogob). A total of 800 participants were engaged at the four locations.

Although the study focused on Puntland, considering the similarity between Puntland and the rest of the country in terms of level of institutional and human capacity, evolving governance structure, and social, economic and environment development constraints, it was expected that the results and experience gain would be applicable to the rest of the country within defined scope of application.

The presentation on Saturday 31 March 2018 took place at the MoPIC conference room and led by the Puntland Minister of Planning and International Cooperation. Representatives from other ministries, universities, academia, private sector attended the meeting. You may wish to click the link below for some photos from the event.

<https://twitter.com/SayedSahibzada/status/979980873582940160?s=09>

Aid Effectiveness

At the start of the project in 2015, the Aid Coordination arrangements were functioning as established through the New Deal Compact, supported by UNDP through an interim project – bridging the time-period between the closure of the SIDP (Somali Institutional Development Project) early 2014 and the start of the SIP project in 2015. The SIP project took over the ‘state-of-affairs’ and continued the support.

The support that was provided through the project in the field of Aid Effectiveness is presented below in three sections:

- The Aid Coordination Architecture
- The Institutional Management Arrangements
- Aid Mapping and Aid Information Management

The Aid Coordination Architecture

The initial Aid Coordination Architecture was established upon the agreement of the New Deal Compact. The Somali Development and Reconstruction Facility (SDRF) set-up was rather innovative providing a direct link between the coordination arrangements and a financing structure with three Trust Funds (managed by the UN, World Bank and African Development Bank), where through the coordination arrangements decisions would be made on the allocation of funds by the Trust Funds.

The apex structure – the High Level Partnership Forum – would be meeting twice per year on international level, and the SDRF Steering Committee would be meeting every other month in Somalia bringing together high-level representatives from the Government and the international community, while the technical Peacebuilding and Statebuilding Working Groups (PSG) would bring together technical staff from both government and the international community to ensure appropriate support would be provided to the implementation of the priorities as stipulated in the New Deal Compact. The ACU was established to provide the administrative and logistical support – see further below.

Overall, the system worked reasonably well and was in the New Deal Review¹² assessed as “ *the Compact has provided the fundamental requirements of any successful Government-Development Partner dialogue. It has also provided a valuable platform for dialogue, especially between FGS, emerging FMS and DPs. It has offered a framework for information sharing and a forum for processing some programmes and projects, but clearly not all*”.

However, the system also had its shortcomings and both national and international partners voiced that there was a need for (a) more streamlined structures for decision-making, (b) greater space for honest and frank dialogue and (c) increased effective engagement of local stakeholders.

Abstract - The New Deal in Somalia: An independent review of the Somali Compact, 2014-2016

The Somalia Development and Reconstruction Facility (SDRF) is potentially a highly effective mechanism but has only just started to work at scale. It was unfortunate donors did not put into practice lessons learnt from previous experiences in other post-conflict countries. As a result, it has taken too long to fully operationalise the new financing mechanisms in Somalia. This is also due to a combination of security constraints to international staff working in the country and the slowness of international partners to adapt their procedures to conditions in Somalia. It was particularly unfortunate that arguably the most important mechanism in terms of visible delivery – the infrastructure fund – has been the slowest to become fully operational. The need

¹² The New Deal in Somalia: An independent review of the Somali Compact, 2014-2016; April 2017; ODI

to incorporate pre-existing legacy projects, the continued limited access to IFI direct funding and the reluctance of some DPs to use the SDRF have also limited the effectiveness of the SDRF.

The perceived key strengths of the structures to date are information sharing, bringing international support under a single framework and encouraging DP dialogue with both FGS and FMS. The perceived weaknesses are common to most countries and, as elsewhere, will need to be addressed before full potential can be achieved. Consistent participation from FGS, FMS and DP representatives at the appropriate level of seniority will be key. This will help FGS become fully confident about engaging with DPs and when to say 'no' to certain interventions. This will also help with sequencing of projects, ensuring there is real debate and broadening focus away from just projects to policy framework issues and sector-wide approaches as anticipated in the upcoming NDP. Streamlining the structures will help ensure sustained engagement from all sides. As in many countries, continued effort will be needed to ensure appropriate CSO engagement and understanding. The HLPF chaired by the President of the Federal Republic of Somalia and co-chaired by the UN Special Representative of the Secretary-General, has provided a useful platform for dialogue on some of the interrelated thematic areas and Compact implementation and oversight.

The SDRF structure was established with the explicit intention to provide an inclusive mechanism. The engagement of the Federal Member States, however, from the beginning was uneasy. There were challenges in consistency of representation by the FMS and with the meetings taking place in Mogadishu the logistics and costs associated with FMS representation were and continue to be significant. The individual FMS representatives often voiced that their specific state priorities and issues were insufficiently represented.

These concerns were addressed mid-2017, when the architecture was amended and brought in line with the National Development Plan. While the overall structure builds up on the New Deal structure, several revisions are designed to improve the engagement and inclusion of the Federal Member States (FMS). The revised structures will support strengthened engagement through:

- Supporting state-level coordination by establishing and strengthening state-level coordination structures to ensure better representation of Federal Member States in the national aid architecture.
- Enabling more focused, sector specific discussions by streamlining working groups around the NDP pillars. This also allows for less frequent meetings, as groups can dedicate more time to specific sectors, without the pressure of covering a wide range of issues.
- Rebalancing representation in the Steering Committee to create better balance between the FGS, FMS and international community. Refocusing on a more limited number of core members, additional partners can be invited on an *ad hoc* basis as the agenda requires.
- Building trust through consistent representation. The FGS and FMS should be regularly represented by the same individuals, enabling them to build trust and establish systems for communicating back to other parts of government.

Comprehensive Approach to Security - CAS

While the design of the new SDRF structure was in process, it was decided to establish a dedicated coordination arrangement for the Comprehensive Approach to Security (CAS) to “provide oversight and guidance on implementation of the of CAS, NSA and Security Pact”.

While initially the introduction of the CAS arrangements caused some confusion, a common framework was established and endorsed by the SDRF Steering Committee. In practical terms, challenges remain concerning some overlap between the Pillar Working Groups and CAS strands where it is not always clear which issues are discussed in which setting.

With the expectation that the SDRF Steering Committee would focus on higher level strategic issues, the core of the more practical coordination and (NDP) alignment work was expected to be implemented through the Pillar Working Groups, which were responsible for the following:

- Sectoral / programmatic coordination
 - Develop & maintain an annual work plan

- Promote coordinated planning, consulting on new programs during planning and design phase
- Facilitate coordination between political, development and humanitarian actors
- Promote knowledge sharing and policy coherence aligned to the achievement of the pillar’s objectives and milestones
- Prepare progress reports, contributing to NDP monitoring and reporting
- Review projects for approval of financing through the SDRF Funds (See Operations Manual for detailed description of procedures)

The shift from 5 PSG Working Groups to 9 Pillar Working Groups, however, proved to be challenging; for instance, the sectoral restructuring was not always perceived as straightforward, and addressing cross-cutting issues and unavoidable overlap posed challenges on representation and agenda setting. The Pillar Working Groups were expected to develop Annual Workplans and match the milestones with the support arrangements (projects) in place in the various sectors. However, most groups faced difficulties in defining the priorities and overview of the projects that were relevant, among others because not all projects supported by the international community were brought to the Working Groups for presentation and discussion. The sectoral focus in each of the Pillar Working Groups led to a relatively large number of sub-working groups (some 20 in total), which in turn posed challenges in logistical and representation arrangements.

FMS coordination and the Puntland Development Forum

The SIP project supported the FGS MOPIC (now MoPIED) and ACU to implement a study to come to terms what would be required to ensure appropriate Federal Member State inclusion in the overall aid management architecture. A series of consultative meetings in all the federal member states were held and the main conclusion was that the establishment of a dedicated coordination arrangement at the FMS level would be productive in improving coordination with the FMS and improving the participation in the Federal level coordination arrangements.

The findings of the study were partly shaped by the experiences in Puntland where in 2016 the Government had established the Puntland Development Forum (PDF) with support from the SIP project. The Forum was designed as a structured mechanism for the Puntland stakeholders to engage internally on strategic issues in the state, including development planning and aid coordination, and a specific objective was to facilitate Puntland’s participation in the SDRF Steering Committee and working group meetings, as well as in the formulation of the 2017-2019 National Development Plan for Somalia.

The Institutional Management Arrangements

The management arrangements for the SDRF structures entails the Aid Coordination Unit, the Ministry of Planning and the support functions through the UN.

The **Aid Coordination Unit** (ACU) was established in 2014 to manage the Aid Coordination Architecture administrative and logistical arrangements, and since its establishment was supported by the UNDP (first through an interim project and later through the SIP) with staff, operational funds as well as technical advice. The institutional home of the ACU has been subject to extensive debate and the ACU shifted from the Office of the Prime Minister to the Ministry of Finance to the Ministry of Planning and back to the Office of the Prime Minister where it is still located. Although this uncertainty did influence the moral of the staff, the ACU continued to function and implement its duties.

ACU and outreach

While the main function of the ACU is to organize the meeting sequences, the ACU equally implemented a series of outreach activities to raise awareness of the New Deal, Aid Effectiveness, Aid management arrangements etc. These workshops were

held in the different Federal Member States and in Mogadishu and helped FMS administrations, stakeholders and, civil society better understand the Somali Compact and improve their engagement in the national aid architecture.

The ACU was interviewed to give their perspective on the progress made. Please find the interview Abdirahman Ahmed Abdulle on You Tube here:

https://youtu.be/V_gXmvlJSgg

The secretariat functions for the three-tiered structure of the SDRF performed by the Aid Coordination Unit (ACU), include:

- Maintaining a public calendar of meetings for the Somalia Partnership Forum, the SDRF Steering Committee, the Pillar Working Groups and SWGs;
- Maintaining up-to-date mailing lists the members of these groups;
- Circulating invitations and documents in preparation for and in follow up to meetings;
- Preparing the minutes for the SDRF Steering Committee and documenting key decisions and recommendations of the Somalia Partnership Forum;
- Facilitating information sharing between members and groups (compiling and circulating documents; maintaining a public website; maintaining semi-public platforms for document sharing such as Dropbox folders for working groups);
- Facilitating engagement of FMS in the aid architecture by coordinating logistics and travel; and
- Maintaining a public website concerning the coordination arrangements and outcomes.

The ACU operates appropriately and organizes the HLPF (now SPF) and SRDF Steering Committees meetings and supports the various Working Groups. The Aid Coordination Unit plays a pivotal role in the preparation, coordination and overall organization of the events. From composing the draft minutes with the consultation of the co-chairs, record keeping on attendance, providing the logistical arrangements for delegates from the Federal Member states; flights, accommodation and travel to and from the conferences.

Within the New Deal structure till mid-2017, the ACU supported 10 High Level Partnership Forums, 28 SDRF Steering Committee and 141 PSG Working Group meetings. Since the new structure became operational mid-2017, the ACU organized 3 New Partnership Forums, 7 SDRF Steering Committee meetings and some 40 Pillar Working Group and Sub Working Group meetings. Literally hundreds of travel and accommodation arrangements were made, mainly to facilitate participation of the FMS representatives in the meetings.

Meetings organized by ACU

Type of Meeting	2014	2015	2016	2107	2018	TOTAL
HLPF	7	2	1		1	11
NPF				2	1	3
SDRF Steering Committee	6	6	9	5	4	30
PSG WG / PWG	32	35	29	25	31	152
Other	2	19	4	3	1	29
TOTAL	47	62	43	35	38	225

Next to the outreach activities, the ACU also organized workshops where SDRF core group members reflected on the quality of the functioning of the Somali aid architecture. In addition, the ACU supported

high level participation of Somalia in international events such as the Global Transformation Forum held in October 2015 in Kuala Lumpur, Malaysia, the Fragility, Conflict and Violence Forum held in Washington in March 2016 and organized by the WB, or the Lomé Conference “Protect our Oceans” on Marine Security held in October 2016.

Third Party Monitoring

In April 2016, the Centre for Consultancy Research and Development Enterprise (CCORD) reviewed the support to the ACU, concluding that the ACU provided effective technical secretariat support for the SDRF coordination bodies (the High-Level Partnership Forum, the Somalia Development and Reconstruction Facility Steering Committee, and the Peacebuilding and State-building Goals (PSG) Working Groups). The ACU provided advice to different government bodies on aid effectiveness, promoting inter-ministerial coordination and engagement in Compact implementation, strengthening dialogue between donors and government, as well as engaging regional states in the New Deal implementation process.

The ACU staffing establishment gradually evolved in line with the assignments and at the end of the project had 21 staff members, including 6 regional officers, located in the capitals of the Federal Member States.

ACU’s financial management capacity has been assessed twice during the period of implementation of the project through Harmonized Approach Micro Assessment conducted by two independent firms (Abrimo in April 2015 and BTM in July 2018). The assessment considered aspects such as funds flow management, organizational structure and staffing, accounting policies and procedures, internal and financial audits, reporting and monitoring, information systems, assets and inventory management, and procurement. During this period ACU’s risk rating has improved from significant to moderate.

The Puntland Development Forum was set up in December 2016 with 6 Sector Working Groups where different government institutions, civil society and the international donor community interact to spearhead the implementation of the Three-Year Development Plan. On 10 August 2017, the PDF’s second meeting saw the chairs and co-chairs of all the PWGs convening. The members present discussed the challenges faced by the PDF and the proposed solutions to deal with some of the identified challenges. The table shows the number of meetings held.

Pillar Working Group	Number of meetings
Security	16
Governance	14
Justice	12
Livelihoods	6
Infrastructure	12
Social	1

The **Ministry of Planning and International Cooperation** (later restructured as the Ministry of Planning, Investment and Economic Development) played a significant role in the efforts to increase the overall effectiveness of the aid coordination architecture and the approach for the new set-up was documented in the National Development Plan 2017-2019. Upon approval of the NDP, the Aid Coordination Architecture was revised in 2017, and the functions of the Ministry of Planning were clearly defined:

Coordination & Planning

- Provide leadership across Federal Government Institutions and ensures proper coordination of NDP implementation;
- Prepares a short and medium-term results-oriented comprehensive and integrated development plans for the country;
- Supports local capacity development for national planning, and in particular, provide support and guidance to the national and local bodies responsible for the decentralized planning processes;
- Liaise with the private sector and civil society to collect their views and feedback on Government performance, policies and programs;

M&E, Research and Analysis

- Harmonize and standardize M&E procedures, practices and mechanisms across the Federal Institutions;
- Provides technical support and oversight to PME Units in sectoral ministries i) the operationalization of monitoring and statistics functions, and ii) the design and implementation of evaluation plans;
- Design and implement M&E framework for the NDP;
- Study and publish independent assessments of key economic and social policy issues and options to increase public understanding and participation in the economic and social policy debate;
- Monitor the performance of the decentralized system of development planning and propose such institutional innovations that may be required for its improved operation;
- Monitor and evaluate the effectiveness and impact of development programs and the performance of the economy;
- Conduct in-depth evaluations of the impact and cost of selected development programs;

Reporting

- Report to Cabinet periodically on Government performance and results;
- Contribute to the preparation of the Government's Annual Performance Report with data and evidence on progress towards national development plan objectives;
- Maintain a public website concerning the coordination arrangements and outcomes.

MoPIED appointed Lead Focal Points to each Pillar Working Group to ensure appropriate alignment of the Pillar Working Group activities with the National Development Plan and (new) priorities of the Government.

The UN Support functions within the overall set-up were implemented by the UN Integrated Office through its New Deal Unit and Risk Management Unit, as well as the UNDP which supported the total architecture through the SIP project. A close cooperation with the World Bank was established with a specific focus on architecture design, Aid Information Management arrangements (see below) as well as the agenda for the Use of Country Systems.

The UN appointed Lead Focal Points to each Pillar Working Group to ensure appropriate coordination within the UN and work with co-chairs and secretariat to ensure meetings are well prepared – both substantively and logistically – and provide support for follow-up actions.

While the UN Integrated Office and the UNDP were cooperating well, in 2017, the decision to design a dedicated project to foster even closer alignment, better synergies and reduce costs for the support to the Aid Coordination Architecture, where UN Integrated Office and UNDP, in close cooperation with the World Bank, would provide a consolidated support in the various areas related to Aid Effectiveness.

Review of the Architecture – addressing continued concerns

Towards the end of 2017, it became clear that the new arrangements were not operating to the satisfaction of all the parties in the coordination architecture. Persistent issues concerning participation, leadership, document sharing as well as overall agenda-setting and strategic decision-making were voiced in a first meeting in February 2018, and a dedicated workshop with the aim to establish an ‘improvement agenda’ was held in June 2018. A follow meeting in August 2018 established a number of concrete commitments

and next steps which aimed at improving information sharing amongst SDRF stakeholders, logistical preparation of meetings and strategic focus of the SDRF.

Aid Mapping and Aid Information Management

The UNDP had supported the establishment of the Development Assistance Database (DAD), which was operational till 2014. The DAD, however, did not answer to the expectations and a joint UNDP – World Bank study was implemented to analyse the concerns and propose an alternative approach. The study concluded that the DAD system was overly complex, overly ambitious in the detail of information required and expensive. The software was proprietary software and managed off shore. Upon this study the DAD was terminated, and the design of a new system started.

The user requirement description for the new system – Aid Information Management System: AIMS - was completed in 2017. However, the procurement of the services to develop the system – using open source software – failed, with compliant offers more than five times the estimated budget. Subsequently, the approach was redesigned (individual consultant based instead of company based), with a larger system management role for the Ministry of Planning, Investment and Economic Development which had developed significant ICT competencies over the recent years. The design of the system started in August 2018.

In March 2018, Puntland produced its first Aid Coordination Report 2017 which presents the aid flow to Puntland through UN and INGOs and highlights the achievements made against the development plan aligned with NDP.

Since 2014, the World Bank and the UN collectively support MoPIED and ACU with an interim arrangement to collect data on the Aid Flows in Somalia through an annual mapping approach. The resulting reports provide solid information on annual basis and are sufficient for high level analysis. The system, however, has some drawbacks in that data is only updated annually, it cannot provide custom-made reporting, and the data is not publicly accessible.

Puntland Meeting with International Community

In March 2018, the Puntland MoPIED organized the first Puntland – Donor meeting in Garowe. Debating issues like alignment to the Puntland Development Plan, involvement of local stakeholders in project design, donor participation in the Puntland Development Forum meetings, use of national systems as well as compliance with state policy and regulatory instruments (including tax), the meeting was predominantly an effort by the Government to seek engagement of the international community with the Puntland development efforts and priorities. Importantly, it was not a financial or resource pledging meeting which marks a shift from expectations where donors fund projects to a situation where national and international partners engage in tackling development challenges and opportunities.

Project management and implementation arrangement.

INDICATOR	TARGET	END OF PROJECT STATUS
Number of Project Board meetings are convened as scheduled	Federal: 4	2
	Puntland: 4	5
Number of Project progress reports generated periodically or monitored, reviewed and evaluated	Combined (Federal and Puntland): 3	Quarterly
Percentage of staff in the Project teams recruited.	Combined (Federal and Puntland): 90%	100%

A dedicated project management team was established to ensure appropriate management of the project and provide direct advisory services to the partners in the different technical fields the project was supporting.

The project used a total budget of USD 22,697,650, with a small balance remaining from the total contributions of USD 22,708,876.

The project team consisted of initially 14 positions located in Nairobi, Mogadishu and Puntland. While the majority of staff was located from the beginning in Somalia, some staff (3 functions) remained in Nairobi and were transferred to Mogadishu in 2017. To reduce costs, some positions were not re-filled upon staff leaving (e.g. the project team leader in Puntland and the UNV contract manager), while other positions were shared with other projects in the Capacity Development portfolio (e.g. the accountant). The team was relatively small in view of the complexity of the programme and the size of the budget resources and witnessed some turnover; a total of 22 persons occupied the 14 project functions over the project implementation period.

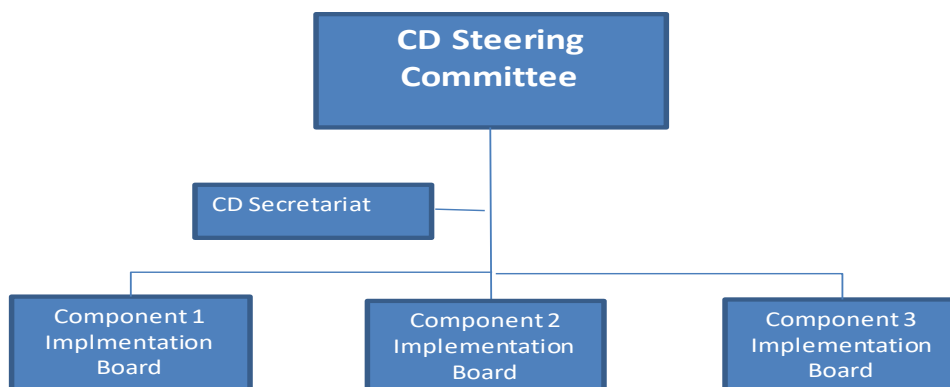
From the Evaluation Report 2017

SIP is operated by a very small team in Mogadishu. Supervised by a part-time programme manager and the part time deputy programme manager. The team consists of two full time internationals (team leader and Aid Effectiveness/Efficiency specialist), one national officer, one M&E UNV and one shared accountant. Together they have disbursed and accounted for activities amounting to over \$9 million over the past two years. Despite these staffing limitations, no government partner complained about late delivery of assistance. Logistical delivery is clearly their strong suit. One aspect of the project that illustrates cost savings, with accompanying quality management, was the shift from an international to a national component manager in Puntland. The evaluator found the Puntland activities to be well managed with all partners fully aligned with project objectives. A strong reason for this alignment is that all activities were already identified in the earlier Puntland Development Plan and all partners were required to prepare a concept note before initiating a LOA.

Project Board meetings

The Project Board meetings are intended to ensure a solid management aligned with the expectations of the stakeholders in the project. Chaired by senior government staff and attended by the national project partners, the meetings reviewed progress and made decisions concerning project adaptations, amendments of project documents and challenges in the implementation.

Within the overall coordination with the World Bank sister project – the CIP – a joint coordination / management mechanism was agreed and documented in the Capacity Development Flagship Programme Document¹³, as follows:



Unfortunately, the joint Capacity Development Secretariat and the Component Implementation Boards were never established and while the joint Capacity Development Steering Committee was established, it only could meet 2 times and has not convened since the last meeting on 21 October 2016. The SIP project team had proposed to establish a dedicated SIP Project Board to ensure appropriate oversight and strategic direction and exchange between the key partners. However, this proposal was rejected. The challenges to organize the Federal level Project Board meetings certainly influenced the engagement of the different partners with the project. The donor community regularly indicated that the lack of these meetings made it difficult for them to understand the project in its context and remain committed to the project.

In Puntland the first project board meeting was held on 28 March 2016, and subsequently regular Project Board Meetings were held, chaired by the UNDP Head of Area Office and the Minister of Planning and International Cooperation. These Project Board meetings functioned satisfactory with endorsement of the project documents, the project reports and constructive debate around successes and challenges in the project implementation.

Monitoring & Evaluation and Reporting

The project was supported by an internal M&E officer (UNV) and external Third-Party Monitoring efforts, and the project team regularly implemented spot checks. The purpose of the M&E, Third-Party Monitoring and spot checks is three-fold:

- implementation verification of reported activities;
- measure progress vis-à-vis the indicators as per logical framework
- learn lessons and feed into management decisions to adapt implementation arrangements or strategic direction

The project produced the progress reports as per contractual engagement (through the MPTF or through bilateral agreement) and all reports were accepted by the relevant parties. While no instances were

¹³ Unfortunately, upon approval of the individual World Bank and UNDP projects, the Flagship Programme Document as never formally taken further.

recorded that reported activities were not implemented, the M&E and verification exercises did lead to several recommendations:

- The absence of a solid asset management in most of the national partners leads in some cases to insufficient attention to maintenance of the provided equipment;
- The record-keeping of activities like training, meetings, workshops with attendance records, minutes, decisions and follow-up on decisions at times leads challenges in administrative management (e.g. who participated, where were decisions recorded, etc.) and to action being initiated but insufficiently followed up;
- The relatively high turn-over of staff at most of the national partners affects implementation schedules and at times leads to unclarity on strategic direction;
- The indicators recorded in the project logical framework were mostly formulated as numerical entities which in some cases were insufficiently qualified. For instance, while the support provided by the project may lead to the production of a draft law, this will have no impact on change if the law is not going through the formal approval process and starts being implemented;

While the reporting – by the national partners, by the individual consultants and by the project as a whole – was solid on activity and output level, the measurement and appreciation of outcome and impact level proved to be challenging to realise through the regular reporting cycle. To address this, the project was evaluation by an external team towards the end of 2017 and the report was shared with the partners in the project. The evaluation recognised that the support to the Puntland government and the FGS Ministry of Planning did lead to outcome level change. The challenges around the support to the Civil Service Management arrangements at the Federal level, however, meant that according to the evaluation team there was limited impact. Throughout this report, references to sections of the evaluation report have been included.

The Third-Party Monitoring of the project was carried out over the three-year period. On some occasions, the project asked the TPM companies to do a random selection of the government partners and projects to be monitored and in certain instances the selection was targeted and predetermined by the project. The findings of the are summarised in annex 5.

Audits

The project was audited in 2019 and received an unconditional approval rating.

Financial Management

The project used a total budget of USD 22,697,650, with a small balance remaining from the total contributions of USD 22,708,876. The SIP Project was designed for a financing arrangement through the MPTF, and a total of USD 12,186,259 came through the MPTF. However, on top of these resources, a total of USD 6,357,004 was made available to the project from UNDP resources and another USD 4,165,613 through dedicated bilateral arrangements, as follows: EU USD 2,950,965, SDC (Swiss) USD 251,640 and DfID USD 963,008. The UNDP TRAC funding stands at the closure of the project at USD 6,185,671. However, from this amount USD 512,416 is pre-financing of the retainer funds by the European, which are expected to be released upon approval of the present final report. Then the funds will be reversed against TRAC. The overview of the contributions received is presented below.

Source of contributions	Amount (USD)
UNMPTF	12,186,259
Bilateral Contributions	
Department for International Development	963,008
European Commission	2,950,965
Swiss Agency for Development & Co	251,640
Total Bilateral Contributions	4,165,613
UNDP Contributions	
UNDP	6,185,671
UNDP Funding Window	171,333
TOTAL UNDP Contributions	6,357,004
Total Contributions	22,708,876



UNMPTF Contributions	Amount (USD)
Italy	865,263
EU	5,737,443
DFID	3,874,187
SIDA	1,709,365
Grand Total	12,186,259

During 2016, the project suffered a cash flow problem that impacted the delivery. The shortfall was related to later than expected disbursements as well as faster than expected expenditure. Over the summer, the issues were addressed and solved.

Overview of expenditure by output	
Outputs	Amount (USD)
1 – Filling capacity gaps in priority institutions	1,368,052
2: Rationalized and updated Civil Service Management policy, framework, system, processes, and guidelines developed.	1,156,620
3: Improved training policy, facilities and plans proposed.	310,610
4: Strategic guidelines developed for internal Government coordination, good governance and strategic communication	1,218,610
5: Assessments, tools, and plans developed to mainstream gender	316,232
6: Guidance to undertake Development Planning, M&E and Aid Coordination including reporting developed.	10,261,462
Management	8,066,064
TOTAL	22,697,650

The expenditure per output and per cost category is provided in the two tables. From the output table, it clearly transpires that significant investment went into the output 6. This is logical (and in line with the budgets), as it relates to the NDP processes and the ACU operations. The overall 'management costs' reflect the UNDP internally generated expenditure at around 35%. This reflects the 7% GMS, the 1% MPTF management arrangement, the 13% Direct Costs of operating in Somalia and the actual project management. This however, also includes the content related contribution the UNDP staff produced.

The cost overview per cost categories reveals the impact of an extensive Aid Coordination system with significant participation from the Federal Member States as well as the extensive consultations for the National Development Plan (as reflected in the travel costs). The total expenditure on international

Expenditure per cost category	
Cost category	Amount (USD)
Regular staff cost	52,718
Salary and post Adjustment Cost IP Staff	3,742,054
International Consultants	2,436,085
Local Consultants	3,787,757
Contractual Services - Individual	668,045
Un Volunteers	327,411
Travel	2,242,680
Contractual Services - Companies	2,337,028
Materials and goods	654,171
Supplies	190,004
Grants to Institutions and other Beneficiaries	172,568
Rentals and Maintenance	1,775,982
Miscellaneous Expense	1,386,961
Facilities & Administration	1,083,023
Training, Workshops and Conference	1,672,475
Others	168,687
Total Expenditures per Category	22,697,650

consultancies is very modest with close to USD 2.5 Million, some 10% of overall expenditure, significantly lower than then expenditure on national expertise which with USD 3,8 Million is some 50% higher than the international consultancies.

LOA Management

The Letter of Agreement (LOA) are contractual engagements between the UNDP and the national partners concerning the implementation of the concerned project. The LoA stipulated the various actions to be implemented, the roles for each agency and the budget. Through the LoA some of funds are transferred to the accounts of the national partners and implemented with a set of regulation that are closely aligned with the national systems.

From the Evaluation Report 2017
Letters of Agreement have been well used to define the nature of assistance to be provided to each partner. All partners were very clear about the assistance they expected to receive and when it was due. It was less clear whether they sensed an obligation on their part to use that assistance generate change that is meaningful to their constituents.

LOA 2015 – 2018 expenditure

National Partner	2015	2016	2017	2018	Total
ACU	913,063.92	966,946.14	1,019,253.98	665,051.80	3,564,315.84
MOIFAR	-	1,659.39	13,758.00	-	15,417.39
MOLSA			34,510.00	10,657.50	45,167.50
MOPIED	51,169.97	700,305.51	360,937.49	298,604.09	1,411,017.06
MOWHRD	-	10,000.00	67,125.00	-	77,125.00
NCSC	-	-	118,636.84	65,763.68	184,400.52
OPM	-	-	47,125.25	58,479.41	105,604.66
OOP	215,567.00	608,721.43	-	-	824,288.43
Puntland CSC	10,099.25	10,909.11	73,356.75	63,926.23	158,291.34
Puntland GGACB	-	42,143.76	90,490.83	40,615.31	173,249.90
Puntland MOWDAFA	10,150.00	300.00	124,016.75	53,112.50	187,579.25
Puntland MOPIC	31,660.00	134,206.97	293,037.14	84,153.28	543,057.39
Grand Total	1,231,710.14	2,475,192.31	2,242,248.03	1,340,363.80	7,289,514.28

While in each LOA the total budget per partner is indicated, some of the expenditure is directly managed by UNDP, while other expenditure is managed by the partners through an advance system. In total, some USD 7.2 Million (some 30% of overall project expenditure) was managed through the advances and accounted for in an appropriate manner. This reflects the gradually improving quality of financial management in the government system.

Annex 1 – Risk Management

Description of Risk	Mitigating Measures	Risk Appreciation at the end of the project
Financial		
Limited capacity of partners to comply with appropriate finance and procurement policies and procedures in managing, tracking and reporting on expenditures.	HACT Assessments are carried out on each partner and UNDP Finance procedures are observed for all transactions. Trainings for partner staff members are implemented.	Overall the partners complied with the procedures. However, frequently reporting had to be amended and improved upon before it could be approved.
Operational		
Delay in recruitment of project management and international and national full-time technical staff	Recruitment will be planned well in advance, and engaging HR contractors will be explored to ensure timely deployment of required staff- both national and international. Staff requirements will be assessed in advance, and a special recruitment drive will be conducted to attract better and required talents. Logistic issues like visa, accommodation will be planned well in advance.	Recruitment of both national and international staff and consultants were mostly in time as per requirements. However, issues emerged concerning visa for international staff to be deployed in Somalia and often for Somali counterpart staff to visit neighbouring countries. At times, the latter led to cancelling or postponing of events. High advisory staff turnover at the partner agencies influenced e.g. the organisation of Third-Party Monitoring activities as the advisors in the Ministries had moved on.
Organizational		
Lack of agreement on coordination and cooperation arrangements	The Steering Committee and the Component Boards will address emerging issues and evolving circumstances and may proceed with amendments to project work plans or operating processes to allow an appropriate response.	The FGS Steering Committee only could be held twice during the project period.
Political		
Change of Ministers and Senior staff in the Ministries.	There is not much the project management can do to avoid change ministers and senior staff. The main mitigating action is to ensure a broad inclusion of all levels of staff in the Ministries in the activities.	While changes in 2015 were very frequent, since 2016 at the Federal level the government changes have been limited. However, the elections and change of governments during the project implementation period generally had a 5-6 months period where activity levels were slower. The situation in Puntland is more stable. Broad involvement of senior staff in the Ministries improves understanding, agreements and reduces the dependency of the project on a limited number of staff.
Regulatory		
Absence of clear regulatory frameworks	Establishment of sound networks on the different levels of implementation and oversight to ensure appropriate flows of information and review of relevance and 'best fit' of the project with on the ground realities	While government regulatory frameworks in virtually all areas are still to be (further) developed, the absence of these only marginally influenced project operations. The use of the LoA – with a solid regulatory

		framework – and the direct implementation through UNDP avoided major difficulties.
Security		
Serious deterioration of the security situation.	The situation is closely monitored, and instructions by DSS are followed.	Security incidents have had a serious influence on the project, e.g. the major attack in October 2017, which destroyed part of the MoPIED offices. The regular security advisories, and at times the closure of the MIA for visitors, led to cancelling of meetings, workshops and other events. The limited time (international) project staff can spend at the partner premises is not conducive for developing appropriate professional relations. The high costs of secure travel increase operational costs.
Strategic		
Absence of qualified consultants to implement the assignments	UNDP uses its rosters for the present assignment as well as a recruitment company. The combined resources make it unlikely that suitable consultants cannot be located. The internal UNDP recruitment mechanisms will be deployed, and external recruitment capacity will be engaged to mitigate this risk further. Close communication and involvement of the partners in the process will avoid misunderstanding and undue expectations.	The project had no significant difficulties recruiting appropriate international and national consultancy staff. Towards the end of the project, it can be noted that the national consultancy market has improved, and more qualified consultants respond to the opportunities. The project had a deliberate strategy to retain as much as possible consultants who had performed satisfactorily.
Social and Environmental Risks		
Duty-bearers do not have the capacity to meet their obligations in the Project	The partners receive hands-on support and training to implement their obligations.	Most of the partners had sufficient capacity to meet their commitments. At times, delays were occurred that generally had to do with the overall environment in which the activities were implemented, optimistic and aspirational planning and at times changing priorities.
Risk 2: Rights-holders do not have the capacity to claim their rights	While understanding that rights can be claimed, the procedural environment to do so is underdeveloped. The project supports the partners to develop that procedural environment	The rights-holders in the project engagements generally had the capacity to claim their rights and did not hesitate to do so.
Project would have adverse impacts on gender equality and/or the situation of women and girls	The project is actively promoting equal treatment of women.	The gender mainstreaming approach and the policy and procedural environment the project is promoting normally should help in this. However, active and passive resistance as well as challenges to determine the most appropriate type of action, have led to some opportunities being missed.

Annex 2 - Training Data 2015 - 2018

Period: 2015

Target Group	Date	Participants		Training Provided	Location	Provider
		Male	Female			
FEDERAL GOVERNMENT						
Ministry of Planning, Investment Promotion and Economic Development; Ministry of Women & Human Rights Development; National Civil Service Commission; Aid Coordination Unit; Office of the Prime Minister	21-23 July 2015	19	11	M&E	Mogadishu	UNDP
Ministry of Planning, Investment Promotion and Economic Development; Ministry of Women & Human Rights Development; National Civil Service Commission; Aid Coordination Unit; Office of the Prime Minister	2-3 Sept 2015	15	6	LOA management and financial management	Mogadishu	UNDP
MOPIC	Nov 2015	11	5	Strategic planning review	Mogadishu	MOPIC, Consultant
MOWHRD	Sept 2015	13	18	Gender sensitivity	Mogadishu	Consultant
Ministry of Planning, Investment Promotion and Economic Development; Ministry of Women & Human Rights Development; National Civil Service Commission; Aid Coordination Unit; Office of the Prime Minister, OPM and MOLSA	December 2015	12	5	DG workshop on planning	Mogadishu	MOPIC
Ministry of Planning, Investment Promotion and Economic Development; Ministry of Women & Human Rights Development; National Civil Service Commission; Aid Coordination Unit; Office of the Prime Minister and ministry of labor	28-30 Sept, 2015			Somali National Stakeholders' Consultation Conference	Mogadishu	Consultant
MOPIC, OOP, NGOs	23-25 Oct, 2015			PSG/CD WG Planning Workshop Conference	Nairobi	UNDP
MOPIC	7th-9th February 2015	21	9	Planning and Innovation	Mogadishu	UNDP
MOPIC	7th-9th February 2015	6	2	Monitoring and Evaluation Training Workshop	Mogadishu	UNDP consultant
Ministry of Planning & International Cooperation	20th April 2015	20	8	Strengthening Institutional Performance – with a focus on Capacity Develop and Networking & Innovation	Mogadishu	UNDP
Ministry of Planning & International Cooperation	27th April 2015	10	4	Communication	Mogadishu	UNSOM
Ministry of Planning & International Cooperation	4th May 2015	14	17	Gender equality	Mogadishu	UNDP

Ministry of Planning & International Cooperation- the Aid Coordination Unit (ACU), Government PSG Working Group Leads	7th May 2015	20	15	SDRF, with a focus on funding window and use of country system	Mogadishu	UN RCO and consultant
MOPIC, OPM, MOIFA	17 May 2015	18	7	Decentralization and Local Service Delivery	Mogadishu	Chief Technical Adviser, UNCDF
MOLSA, OPM, NCSC, Chambers of Commerce, local judicial experts & trade unions, parliamentarians	10 - 11 August 2015	26	4	Review and amendment of Civil Service Law No 11.	Mogadishu	UNDP Consultant
MOLSA, OPM, OOP, MOPIC, MOWHRD, CSC, MOLSA	Sept 2015	40	11	Result Based Management Training	Mogadishu	UNDP
Aid Coordination Unit	2 Nov 2014	11	2	New Deal	Mogadishu	UNDP
	13 April 2015	6	3	Aid Effectiveness	Mogadishu	UNDP
	13 April 2015	8	3	Communications	Mogadishu	UNSOM
	20 April 2015	11	2	Introduction to Capacity Development	Mogadishu	UNDP
	20 April 2015	11	2	Networking – Emphasizing and refining what we do naturally	Mogadishu	UNDP
	27 April 2015	8	1	Gender Equality	Mogadishu	UNDP
	4 May 2015	9	2	Use of Country Systems	Mogadishu	UNSOM
	4 May 2015			Aid Mapping	Mogadishu	UNDP/WB
11 May 2015	8	2	Local Governance & Decentralization	Mogadishu	UNDP	
PUNTLAND						
Ministry of Planning and International Cooperation; Ministry of Labor Youth and Sports, Ministry of Women Development and family Affairs; Civil Service Commission; and Good Governance and Anticorruption Bureau	15 June 2015	5	5	Management of Letters of Agreements	UNDP Garowe Offices	PPU, UNDP
Ministry of Planning and International Cooperation	25-29 June 2015			Project Cycle Management	Garowe	PL-MOPIC
Ministry of Planning and International Cooperation	02-07 July 2015	9	3	Monitoring and Evaluation	Garowe	PL-MOPIC
Ministry of Planning and International Cooperation	08-13 July 2015	7	5	Result Based Management	Garowe	PL-MOPIC
Ministry of Planning and International Cooperation	14 - 19 July 2015	6	6	Strategic Management	Garowe	PL-MOPIC
Ministry of Planning and International Cooperation	20 – 24 July 2015	8	4	Policy Development Training	Garowe	PL-MOPIC
Ministry of Planning and International Cooperation	14 Dec, 2015	29	11	Training on sector Working Groups	Garowe	PL-MOPIC

Period: 2016

Target Group	Date	Participants		Training Provided	Location	Provider
		Male	Female			
FEDERAL GOVERNMENT						
MOPIC, OPM, ACU	21 Feb 2016	11	5	2nd Monitoring Round of the Global Partnership for Effective Development Cooperation	Mogadishu	UNDP Aid Coordination Specialist
MOPIC	Mar-2016	10	3	Initial Training for national staff on National Development Planning in the FGS	Mogadishu	Dr. Hashim Al Ali (UNDP International NDP Consultant)
Ministry of Livestock; Agriculture; Fisheries Constitution; Women and human rights; Health; Post and Telecommunications; Transport; Water and Energy; Foreign Affairs; Interior; Public Works; Labor; Defense; Justice; Ports and Marine Transport; OPM, MOPIC	Feb 2016	70	40	Training for all line Ministry in the FGS staff on the NDP and other related activities such as data collection, the structure of the NDP	Mogadishu	Dr. Hashim Al Ali (UNDP International NDP Consultant)
MOPIC	21 Mar 2016	19	2	Sectoral Focal Points (MOPIC Staff) Meeting for the National Development Plan	Mogadishu	Dr Hashmi (UNDP international cons.
MOPIC (South-West; Galmudug; Puntland and Jubaland)	18 May 2016	17	3	M& E Workshop	Mogadishu	Bushra- UNDP
MOPIC		9	3	Practicing M&E activities and Monitoring MOPIC Achievements	Mogadishu	MOPIC-consultant
MOPIC		7	1	Electronic Document Management and Archiving System Training	Mogadishu	MOPIC - ICT
MOPIC, OPM, MOIFA, NCS, MOLSA, MOWHRD	May-2016	15	8	Training for Ministry staff on UNDP Finance and Administration procedures	Mogadishu	UNDP
MOPIC, MOLSA, OPM, MOIFA, Post, Fisheries, MOWHRD	Apr-May 2016	40	17	Induction training for civil servants	Mogadishu	CSC
MOWHRD	11-12 Dec 2016	28	12	Training on Work process management	Mogadishu	MOWHRD
OPM and Parliament	Oct- 2016	17	7	Internal coordination	Mogadishu	OPM
PUNTLAND						
MOPIC - PWG members Governance, Security, Justice, Social, livelihood, and Infrastructure	June,2016	15	2	Training for government officials on fundamentals of Monitoring and Evaluation	Garowe	Alan Johnston (UNDP Consultant)
GGACB	31 October,2016	2	0	THE Puntland Good Governance and Anti-Corruption Bureau (PGGACB) on Strategic Plan Development.	Nairobi	International Consultant, EACC Kenya.
CSC	27 Nov- 01Dec,2016	15	4	Civil Service Management Training	Garowe	PL-CSC (Local consultant)
MOLYS	4-18 Dec,2016	0	1	Human Recourse course	Nairobi	INFO World Training Consultancy.

Period: 2017

Target Group	Date	Participants		Training Provided	Location	Provider
		Male	Female			
FEDERAL GOVERNMENT						
MOPIED, ACU, CSC, MOWHDR, OPM, MOLSA	3-4 May 2017	32	8	RBM Training for Government Officials	Mogadishu	UNDP
MOPIED	22-Aug 2017	10	9	Monitoring and Evaluation Training	Mogadishu	UNDP
Ministry of Livestock; Agriculture; Fisheries Constitution; Women and human rights; Health; Post and Telecommunications; Transport; Water and Energy; Foreign Affairs; Interior; Public Works; Labor; Defense; Justice; Ports and Marine Transport; OPM, MOPIED	Feb-Mar 2017	50	15	NDP M&E framework- strategic planning	Mogadishu	MOPIED, UNDP consul.
ACU, MOWHDR, CSC, OPM	16 – 19 July 2017	32	9	Project Cycle Management	Mogadishu	UNDP consult.
Ministry of information, MOPIED, OPM	Aug 2017	70	21	Functional Review	Mogadishu	UNDP consul.
MOLSA, MOF, BRA and Academia	June 2017	46	13	Public admiration reform	Mogadishu	UNDP consul.
MOLSA, CSC, OPM, BRA and Academia	Dec 2017	59	12	National Training development policy	Mogadishu	UNDP consult.
FGS CSC, Galmudug, Puntland, SWS	April- July 2017	80	25	Harmonization of recruitment strategy for national civil servants	Cadado, Kismayo, Garowe and Baidoa	CSC
FGS CSC, OPM, MOIFA, MOLSA	20-23 Nov 2017	14	2	Study tour to Uganda public service commission on electronic Document Management Systems of the Education Service Commission of Uganda, the E Recruitment System of the health Service	Kampala Uganda	UG. Public service commission and health commission
Ministry of Livestock; Agriculture; Fisheries Constitution; Women and human rights; Health; Post and Telecommunications; Transport; Water and Energy; Foreign Affairs; Interior; Public Works; Labor; Defense; Justice; Ports and Marine Transport; OPM, MOPIED, INGO	May – July 2017	87	33	NDP Sectoral planning- setting strategic agenda	Mogadishu	MOPIE, UNDP consult.
PUNTLAND						
PL Civil Service Commission	30 Jan,2017	5	5	Training on Data collection for field survey	Garowe	PL-CSC (Local consultant)
PL-MOWDAFA	26 February,2017	20	10	Gender Mainstreaming for government gender focal points	Garowe	MOWDAFA
PL-MoPIC	May-July,2017	20	10	Business English Communication	Garowe	Consultant

PL: MOWDAFA, Puntland elders	6 June,2017	40	0	Gender Mainstreaming for elders (Samdoono and Nabadoono)	Garowe	MOWDAFA
PL_GGAB	July,2017	2	0	South - South meetings in Rwanda Ombudsman	Rwanda	Rwanda Ombudsman Office
PL-MOWDAFA, Civil society & Women activist	2-3 October,2017	5	30	Gender Mainstreaming for Civil society & Women activists	Garowe	MOWDAFA (Local consultant).
PL-MOPIC	9-11 September 2017	10	5	Training on how to improve organizational behavior and enhance communication and departmental collaboration	Garowe	PL-MOPIC
PL-MOPIC	12-14 September 2017	10	5	Orientation training on mandates, departmental and organizational functions	Garowe	PL-MOPIC
PL-MOPIC	16-18 September 2017	10	5	Training on how to improve individual performance and knowledge	Garowe	PL-MOPIC
PL-MOPIC	19-21 September 2017	10	5	Training on confidentiality and avoidance of workplace politics	Garowe	PL-MOPIC
PL-MOPIC	23-25 September 2017	9	6	Training on information recording, archiving and retrieval processes	Garowe	PL-MOPIC

Period: 2018

Target Group	Date	# of Participants		Training Provided	Location	Provider
		Male	Female			
FEDERAL GOVERNMENT						
MOPIED NDP sectoral pillar	JAN -Feb	34	19	NDP M&E exercise	Mogadishu	MOPIED
OPM, 16 ministries	Feb-Mar 2018	50	21	Strengthen the new Performance Management and Delivery Unit	Mogadishu	OPM
OPM, 16 ministries	13-16 Feb 2018	70	20	Somali Federalization Negotiation Technical Working Group (FNTWG)- on revenue and resource sharing	Mogadishu	OPM
PUNTLAND						
PGGACB	12/13 February,2018	30	50	Youth workshop on causes and reduction of corruption	Garowe	PGGACB
PGGACB	14 February,2018	0	45	Women training in service delivery charter and complaints mechanism	Garowe	PGGACB
PGGACB	22 February,2018	35	0	Traditional elders training on Good governance and anti-corruption	Garowe	PGGACB

PGGACB	27 February,2018	30	15	Intellectuals FGD on public attitudinal change	Garowe	PGGACB
PGGACB	25- 26 February,2018	30	15	CSOs Training on Good Governance and Anti-corruption	Garowe	PGGACB
PGGACB	1 March,2018	30	40	Dissemination workshop for Bosasso University students and lecturers	Garowe	PGGACB
PL: PCSC	11 February 2018	7	2	MS Office Training	Garowe	PL-PCSC
PL: MOWDAFA	18- 22 February 2018	25	25	Training for young female graduates on leadership and office management.	Garowe	MOWDAFA
PL: MOWDAFA	17 – 26 February 2018	9	16	Staff training on Organizational Behavior and Work Ethics	Garowe	MOWDAFA
PL__ MoPIC	20 March -4 April 2018.	20	10	Staff Training on how to formulate a government development Plan. Performance Management, and Report Writing	Garowe	PL-MOPIC
PL- PGGACB	19-23 March 2018	1	0	Good Governance and Accountability Training	London	PGGACB
PL-CSC	19-21 March, 2018	3	1	South - South meetings in Rwanda Public Service Commission	Rwanda	Rwanda Public Service Commission

Annex 3 – HACT Capacity Assessments

#	IMPLEMENTING PARTNER	TYPE	LOCATION	BY	WHEN	RISK RATING
1	MINISTRY OF PLANNING	Gov't	FEDERAL LEVEL	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
2	SOYDEN	NGO	FEDERAL LEVEL	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
3	OFFICE OF THE PRIME MINISTER	Gov't	FEDERAL LEVEL	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
4	MINISTRY OF CONSTITUTION FEDERALISM AND DEMOCRATIZATION	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
5	MINISTRY OF ENVIRONMENT WILDLIFE AND TOURISM (MEWT)	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	MODERATE
6	MINISTRY OF JUSTICE (MOJRAR)	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
7	MINISTRY OF PLANNING & INTERNATIONAL COOPERATION (MOPIC)	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	MODERATE
8	MINISTRY OF WOMEN, DEVELOPMENT AND FAMILY AFFAIRS (MOWDAFA)	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
9	PARLIAMENT (HOR)	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
10	PUNTLAND STATE UNIVERSITY	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	MODERATE
11	SUPREME COURT	Gov't	PUNTLAND	ABRIMO ROUND 1	DECEMBER 2014	SIGNIFICANT
12	AMOUD LEGAL CLINIC	Gov't	SOMALILAND	UNDP	NOVEMBER 2014	SIGNIFICANT
13	BORAMA REGIONAL HOSPITAL	Gov't	SOMALILAND	UNDP	OCTOBER 2014	MODERATE
14	HARGEISA GROUP HOSPITAL	Gov't	SOMALILAND	UNDP	NOVEMBER 2014	MODERATE
15	MOLSA	Gov't	SOMALILAND	UNDP	SEPTEMBER 2014	MODERATE
16	NAGAAD	NGO	SOMALILAND	UNDP	OCTOBER 2014	MODERATE
17	NERAD	Gov't	SOMALILAND	UNDP	SEPTEMBER 2014	HIGH
18	OCVP	NGO	SOMALILAND	UNDP	OCTOBER 2014	LOW
19	OFFICE OF THE ATTORNEY GENERAL	Gov't	SOMALILAND	UNDP	NOVEMBER 2014	SIGNIFICANT
20	BRADO	NGO	FEDERAL LEVEL	UNDP	NOVEMBER 2014	SIGNIFICANT
21	MINISTRY OF JUSTICE AND CONSTITUTIONAL AFFAIRS	Gov't	FEDERAL LEVEL	UNDP	OCTOBER 2014	SIGNIFICANT
22	SOLLA	NGO	SOMALILAND	ABRIMO ROUND 2	FEBRUARY 2015	SIGNIFICANT
23	MINISTRY OF ENVIRONMENT AND RURAL DEVELOPMENT	Gov't	SOMALILAND	ABRIMO ROUND 2	MARCH 2015	MODERATE
24	MINISTRY OF WATER	Gov't	SOMALILAND	ABRIMO ROUND 2	MARCH 2015	MODERATE
25	HAVOYOCO	NGO	SOMALILAND	ABRIMO ROUND 2	FEBRUARY 2015	MODERATE
26	PARLIAMENT (HoR)	Gov't	SOMALILAND	ABRIMO ROUND 2	MARCH 2015	MODERATE

27	MINISTRY OF JUSTICE	Gov't	SOMALILAND	ABRIMO ROUND 2	FEBRUARY 2015	MODERATE
28	MINISTRY OF PLANNING	Gov't	SOMALILAND	ABRIMO ROUND 2	MARCH 2015	MODERATE
29	MINISTRY OF INTERIOR	Gov't	SOMALILAND	ABRIMO ROUND 2	MARCH 2015	MODERATE
30	CIVIL SERVICE COMMISSION	Gov't	SOMALILAND	ABRIMO ROUND 2	MARCH 2015	MODERATE
31	MINISTRY OF INTERIOR	Gov't	PUNTLAND	ABRIMO ROUND 2	MARCH 2015	SIGNIFICANT
32	FEDERATION OF AFRICAN WOMEN EDUCATIONISTS, SOMALIA CHAPTER (FAWESOM)	NGO	PUNTLAND	ABRIMO ROUND 2	MARCH 2015	MODERATE
33	MINISTRY OF SECURITY	Gov't	PUNTLAND	ABRIMO ROUND 2	MARCH 2015	SIGNIFICANT
34	MINISTRY OF INTERIOR AND FEDERAL AFFAIRS	Gov't	FEDERAL LEVEL	ABRIMO ROUND 2	FEBRUARY 2015	SIGNIFICANT
35	PARLIAMENT (HoR)	Gov't	FEDERAL LEVEL	ABRIMO ROUND 2	FEBRUARY 2015	SIGNIFICANT
36	CERID – CENTRE FOR RESEARCH AND INTEGRATED DEVELOPMENT	NGO	FEDERAL LEVEL	ABRIMO ROUND 2	MARCH 2015	SIGNIFICANT
37	SOMALI WOMEN DEVELOPMENT CENTRE	NGO	FEDERAL LEVEL	ABRIMO ROUND 2	MARCH 2015	SIGNIFICANT
38	MINISTRY OF NATIONAL SECURITY	Gov't	FEDERAL LEVEL	ABRIMO ROUND 2	MARCH 2015	SIGNIFICANT
39	ACU	Gov't	FEDERAL LEVEL	BTM	JULY 2018	MODERATE
40	YOVENCO	NGO	SOMALILAND	UNICEF	JANUARY 2012	MODERATE
41	MINISTRY OF EDUCATION	Gov't	FEDERAL LEVEL	UNICEF	NOVEMBER 2015	MODERATE
42	MINISTRY OF FINANCE	Gov't	FEDERAL LEVEL	PKF	DECEMBER 2015	MODERATE
43	MINISTRY OF YOUTH AND SPORTS	Gov't	FEDERAL LEVEL	PKF	DECEMBER 2015	SIGNIFICANT
44	MOGADISHU UNIVERSITY	PRIVATE	FEDERAL LEVEL	PKF	DECEMBER 2015	MODERATE
45	MINISTRY OF LABOR	Gov't	FEDERAL LEVEL	PKF	JANUARY 2016	SIGNIFICANT
46	MUNICIPALITY OF MOGADISHU	Gov't	FEDERAL LEVEL	PKF	JANUARY 2016	MODERATE
47	ATTORNEY GENERAL OFFICE	Gov't	FEDERAL LEVEL	BTM	JULY 2018	MODERATE
48	SUPREME COURT	Gov't	FEDERAL LEVEL	BTM	JULY 2018	MODERATE
49	NATIONAL CIVIL SERVICE COMMISSION	Gov't	FEDERAL LEVEL	BTM	JULY 2018	MODERATE
50	HORN OF AFRICA ORGANIZATION FOR ENVIRONMENT AND IMPROVING OF LIVELIHOODS (HOPEL)	NGO	FEDERAL LEVEL	PKF	JANUARY 2016	MODERATE
51	OFFICE OF VICE PRESIDENT-MOGADISHU (OOP)	Gov't	FEDERAL LEVEL	PKF	JANUARY 2016	HIGH
52	MINISTRY FOR WOMEN AND HUMAN RIGHTS DEVELOPMENT	Gov't	FEDERAL LEVEL	PKF	DECEMBER 2015	SIGNIFICANT
53	HUMAN DEVELOPMENT CENTRE	NGO	FEDERAL LEVEL	PKF	JANUARY 2016	LOW

54	SAMOFAL RELIEF AND DEVELOPMENT ORGANIZATION	NGO	PUNTLAND	PKF	JANUARY 2016	MODERATE
55	OFFICE OF VICE PRESIDENT	Gov'T	PUNTLAND	PKF	JANUARY 2016	SIGNIFICANT
56	HIGH JUDICIAL COMMISSION PUNTLAND	Gov'T	PUNTLAND	PKF	DECEMBER 2015	SIGNIFICANT
57	PUNTLAND LEGAL AID CENTRE PLAC	NGO	PUNTLAND	PKF	DECEMBER 2015	SIGNIFICANT
58	HADMA	Gov'T	PUNTLAND	PKF	DECEMBER 2015	SIGNIFICANT
59	Y-PEER BOSSASO	NGO	PUNTLAND	PKF	JANUARY 2016	LOW
60	MINISTRY OF LABOR, YOUTH AND SPORTT	Gov'T	PUNTLAND	PKF	DECEMBER 2015	SIGNIFICANT
61	CIVIL SERVICE COMMISSION	Gov'T	PUNTLAND	PKF	JANUARY 2016	SIGNIFICANT
62	VICE PRESIDENT'S OFFICE FOR SOMALILAND	Gov'T	SOMALILAND	PKF	DECEMBER 2015	SIGNIFICANT
63	MINISTRY OF ENERGY AND MINERALS	Gov'T	SOMALILAND	PKF	JANUARY 2016	MODERATE
64	HARGEISA UNIVERSITY	Gov'T	SOMALILAND	PKF	DECEMBER 2015	MODERATE
65	NETWORK AGAINST FGM/C IN SOMALILAND (NAFIS)	NGO	SOMALILAND	PKF	DECEMBER 2015	MODERATE
66	HIGH JUDICIAL COMMISSION	Gov'T	SOMALILAND	PKF	DECEMBER 2015	MODERATE
67	UPPER HOUSE- NATIONAL FEDERAL PARLIAMENT	Gov'T	FEDERAL LEVEL	BTM	JULY 2018	SIGNIFICANT
68	NATIONAL INDEPENDENT ELECTORAL COMMISSION (NIEC)	Gov'T	FEDERAL LEVEL	BTM	AUGUST 2018	MODERATE

Annex 4 - FGS and Puntland National & International Consultants

Name	Start date	End date	No Working Days	Partner	Main deliverables
FEDERAL GOVERNMENT OF SOMALIA					
National Consultants					
Saadam Hussein Hassan	2016	2018	18 months	MOPIED	intern
Abdullahi Abdi Nur	2016	2018	18 months	MOPIED	intern
Habiibo Sheikh Adan	2016	2018	18 months	MOPIED	intern
Aamina Hassan Abd	2016	2018	18 months	MOPIED	intern
Hassan Abdi Ahmed	2016	2018	18 months	MOPIED	intern
Khadra Ahmed Duale	2015	2016	11 months	MOPIED	Advisor/DG - International Cooperation
Mohamed Dahir Farah	2015	2016	11 months	MOPIED	Advisor- Finance Expert
Dahir Salad Hassan	2015	2016	11 months	MOPIED	Advisor- International Cooperation
Abdiaziz Ahmed Said	2015	2016	11 months	MOPIED	Advisor- Data Management Expert
Abdullahi Alas	2015	2016	11 months	MOPIED	Advisor-ICT Expert
Mohamud Mohamed	2015	2016	11 months	MOPIED	Civil servant
Zakaria Abdillahi Hassan	2015	2016	11 months	MOPIED	Civil servant
Maslah Wehlie	2015	2016	11 months	MOPIED	Civil servant
Mohamed Ahmed Noor	2015	2016	11 months	MOPIED	Advisor- Statistician Expert
Iman Ahmed	2015	2016	11 months	MOPIED	Intern
Naima	2015	2016	11 months	MOPIED	Intern
Said Yasin Dirie	2016	2018	18 months	MOPIED	Intern
Ayan Nur Ali	2016	2018	18 months	MOPIED	Intern
Iqara Abdi Hashi	2016	2018	18 months	MOPIED	Intern
Abshir Ibrahim Mohamed	2016	2018	18 months	MOPIED	Statistic
Ali Mohamed Bashir	2016	2018	18 months	MOPIED	HR-intern
Saeed Yasin Dirie	2016	2018	18 months	MOPIED	M&E-intern
Ubah Hamud	2016	2018	18 months	MOPIED	Planning-intern
Africa Nasir	2016	2018	18 months	MOPIED	Planning
Mohamed Nur	2016	2018	18 months	MOPIED	Investment Advisor
Jama Hassan Salad	2016	2018	18 months	MOPIED	Economic Advisor
Adam Mohamed Abyan	2016	2018	18 months	MOPIED	Statistics Advisor
Saeed Mohamed Ahmed	2016	2018	18 months	MOPIED	NDP Assistant coordinator
Fartun Ali Fara	2016	2018	18 months	MOPIED	Project Dev Officer
Mahamud Mohamed Issak	2016	2018	18 months	MOPIED	Senior Dev Officer
Dr Osman Barre	Dec 2017	JAN 2018	2 Months	MOPIED	DINA National expert
Dr .Mahamed Hassan Ali	Dec 2017	JAN 2018	2 Months	MOPIED	DINA National expert

Abdiaziz Sh.Hussein Dayib	Dec 2017	JAN 2018	2 Months	MOPIED	DINA National expert
Abdinasir Mohamed Ali	Dec 2017	JAN 2018	2 Months	MOPIED	DINA National expert
Abdikadir Abdisalan Abdalla	Dec 2017	JAN 2018	2 Months	MOPIED	DINA National expert
Ahmed Hassan Ismail	June 2017	Mar 2018	10 months	MOPIED	M&E consultant
Ahmed Muse Gure	June 2017	Mar 2018	10 months	MOPIED	M&E Reporting
Abdikadir Moh. Arabow	June 2017	Mar 2018	10 months	MOPIED	Social Statistics Consultant
Ayan Abdukadir Isse	June 2017	Mar 2018	10 months		MIS consultant
Hashim Abdi Nor	June 2017	Mar 2018	10 months	MOPIED	Capacity building & Training consultant
Hussien Ismail Mohumed	June 2017	Mar 2018	10 months	MOPIED	NDP coordinator
Mahdi Abdikarim Daud	June 2017	Mar 2018	10 months	MOPIED	Economic Statistics consultant
Mohamed Abubakar Ismail	June 2017	Mar 2018	10 months	MOPIED	Sectoral Development Consultant
Muna Osman Dinle	June 2017	Mar 2018	10 months	MOPIED	Strategic Planning Advisor
Muse Mohamed Osman	June 2017	Mar 2018	10 months	MOPIED	MIS officer
Nimo Mohamoud	June 2017	Mar 2018	10 months	MOPIED	M&E officer
Sagal Omar	June 2017	Mar 2018	10 months	MOPIED	Project Development
Mohamed Farah Isse	Mar 2017	Mar 2018	11 months	NCSC	Chairman interns program
Qalid Mohamud Hassan	Mar 2017	Mar 2018	11 months	NCSC	Intern
Safia Adan Abdiaziz	Mar 2017	Mar 2018	12 months	NCSC	Intern
Siham Abdullahi Kassim	Mar 2017	Dec 2017	9 months	NCSC	Intern
Rahma Nor Mohamed	Mar 2017	Dec 2017	9 months	NCSC	Intern
Farah Saed mohamud	Mar 2017	Dec 2017	9 months	NCSC	Intern
Abukar Gacal Alasow	Mar 2017	Dec 2017	9 months	NCSC	Intern
Ifrah Aden Abdi	Feb 2018	Mar 2018	2 Months	OPM	Admin, finance assist
Abdirizak Adem Gedi	Jan 2018	Mar 2018	3 months	OPM	Strategic communication
Nor Ali Mohamed	Jan 2018	Mar 2018	3 months	OPM	Performance management
Sadia Mohamed Elmi	Jan 2018	Mar 2018	3 months	OPM	Performance management
Saed Abukar Jama	Jan 2018	Mar 2018	3 months	OPM	Federalization expert
Omar K Yussuf	Sept 2016	Dec 2016	4 months	OPM	Senior policy technical advisor
Miski Kulan	Nov 2017	Jan 2018	3 months	OPM	Performance management
Suleiman Mohamed Ahmed	31 dec 2017	31 Mar 2018	90 days	OPM	Performance management
Hassan Sh Noor	Jan 2018	Mar 2018	3 months	OPM	Federalism expert
Miraj Mohamoud Yussuf	31 dec 2017	Mar 2018	90 days		International Strategic communication expert
Omar Qolombi	Nov 2017	Mar 2018	150 days	MOLSA	Civil service law and regulation expert
Mohamed Addow	Nov 2017	Mar 2018	150 days	MOLSA	Civil service law and regulation expert
Fardowsa Ahmed Abdullahi	Sept 2017	Mar 2018	7 months	MOLSA	Social affairs expert
Awes Haj Yusuf Ahmed	June 2016	Dec 2016	6 Months	OOP	Policy Unit Chief

Nurta Mohamed Abdulle	Jun 2016	Dec 2016	6 Months	OOP	Administration and Financial Adviser
Omar Abdulle Mohamed	Jun 2016	Dec 2016	6 Months	OOP	Legal Advisor
Abdirahman Mohamed	Jun 2016	Dec 2016	6 Months	OOP	National Security Adviser
Hassan Sheikh Ali Nur	Jun 2016	Dec 2016	6 Months	OOP	National Security Adviser
Ahmed Abdi Hashi	Jun 2016	Dec 2016	6 Months	OOP	Policy and Priority Programs Adviser
Mohamed Ahmed Ali	Jun 2016	Dec 2016	6 Months	OOP	Strategic Planning Review Adviser
Mohamed Omar Ibrahim	Jun 2016	Dec 2016	6 Months	OOP	Maritime Security Adviser
Abadir Mohamud Ahmed	Jun 2016	Dec 2016	6 Months	OOP	Administrative Support
Abdulkadir Mohamed Omar	Jun 2016	Dec 2016	6 Months	OOP	Administrative Support
Dr Abdirisak Hassan	Sept 2016	Dec 2016	4 Months	MOIFA	Senior strategic management advisor
Mustakim Walid	Jun 2016	June 2016	1 months	MOIFA	Strategic management advisor
International Consultants					
Dr Gilulio	Feb 2016	Dec 2018	180 days	MOLSA	Civil service law and regulation expert
Leila	Nov 2017	Dec 2018	70 days	OPM	Communication strategic expert
Dr Greg Wilson				MOPIED	Public administration
Rommert Folkertsma	March 2017	April 2017	50 days	MOPIC	Planning and SDG expert
Gilbert Namwonja	July 2017	Dec 2017	160 days	MOPIED	M&E expert
Melrose	April 2017	Sept 2017	50 days	MOWHRD	Gender Expert
Dr Hashim Al Ali	Jan 2017	Dec 2017	180	MOPIC	NDP expert
Dr Hodan osman	Feb 2015	Dec 2015	250	MOF	Senior Strategic advisor
Muhammad Shemsudin	Nov 2017	Dec 2017	45 days	OPM	Performance management expert
Dr Nerys	Sept 2017	Dec 2017	67 days	MOLSA	Training development expert
PUNTLAND STATE					
National Consultants					
Mohamed A. Ali	13 June,2015	6th August,2015	60 Working days	MOPIC	Aid Coordination
Abdisamad A. Ghelle	6th June,2015	23 July,2015	61 Working days	MOPIC	Development Planning Coordination
Said Mohamoud Hirsi	27 June,2015	24 August,2015	62 Working days	MOPIC	Human Resource Management
Siyad Ali Yusuf	24 June,2015	06 August,2015	40 Working days	MOPIC	ICT
Ifrah Abdullahi Farah	10 June,2015	31 August,2015	64 Working days	MOPIC	Intern
Rashid Gureye Karshe	02 July,2015	27 August,2015	40 working days	MOPIC	Monitoring and Evaluation
Mohamed Said Samantar	24 June,2015	06 August,2015	35 working days	MOPIC	National Translation
Abdi M. Ali	13 June,2015	27 July,2015	35 working days	MOPIC	National Translation Expert
Mohamud Said Nur	29 June,2015	Declined	43 working days	MOPIC	Proposal/Report Writer
Mohamed Abshir Mohamed	13 June,2015	6th August,2015	60 Working days	MOLYS/CSC	Civil Service management
Rukia Abdi asis Mohamed	11 November,2015	11 February,2016	3 months	MOPIC	Aid Coordination Expert /PSGS
Siyad Ali Yusuf	11 November,2015	11 December,2016	1 month	MOPIC	ICT40 Specialist

Suad Salah Nour	11 November,2015	11 February,2016	3 months	MOPIC	Communication Expert
Ifrah Abdullahi Farah	11 November,2015	11 February,2016	4 months	MOPIC	Intern
Hassan Musa Osman	11 November,2015	11 February,2016	3 months	MOPIC	Aid Coordination Expert /Aid effectiveness
Fartun Ali Farah	11 November,2015	11 February,2016	3 months	MOPIC	Finance/Procurement
Abdisamad Ali Hashi Ghele	11 November,2015	11 February,2016	3 months	MOPIC	Strategic planning expert
Siyad Ali Yusuf	25 Sep,2016	25 Jan,2017	4 months	MOPIC	Database Developer
Abdisamad Ali Hashi Gelle	25 Sep,2016	14 February,2017	6 months	MOPIC	Strategic Planning Expert
Mohamed Ibrahim Ahmed	15 August,2016	27 February,2017	3 months	MOPIC	M\$E
Fartun Ali Farah	27 Novemver,2016	14 February,2017	6 months	MOPIC	Finance/Procurement
Mohamed Ahmed Ali	15 August,2016	3/31/2017	4 months	MOPIC	Aid Effectiveness Specialist
Suad Salah Nour	21 December,2016	14 February,2017	6 months	MOPIC	Development Communication Specialist
Isra Ali Mohamed	15 August,2016	31 March,2017	6 months	MOPIC	Administrative Assistant
Mohamed Abdulmajid Abdi-nour	01October,2016	27 March,2017	6 months	MOPIC	Aid coordination Expert
Abdulahi Salad Dahir	21 February,2016	20 May,2016	3 months	MOLYS	Finance and procurement specialist
Burhan Aden Omar	21 February,2016	20 May,2016	3 months	MOLYS	National Legal Expert
Samia Abas Ali	01 January,2016	31 March,2016	3 months	MOLYS	Women intern
Ahmed Abdulkadir Omar	21 February,2016	20 May,2016	3 months	MOLYS	Civil Service Training Specialist
Suleiman Mohamed Hassan	21 February,2016	20 May,2016	3 months	MOLYS	National Research Specilst
Nimo Mohamud Ahmed	01 February,2016	20 May,2016	3 months	MOLYS	Civil Service Reform Specialist
Ismail Mohamed Warsame	11 October,2016	31 Dec,2016	2 months	MOLYS	Labour Law Expert
Ahmed Mohamed Yusuf	02 May,2017	31 March,2017	6 months	MOWDAFA	National Gender mainstreaming expert
Abdirisak Mohamed Ali	01 November,2016	15 March, 2017	4.5 months	MOWDAFA	Gender Policy Specialist
Maryam Ahmed Hassan	25 Sep,2016	25 Dec,2016	3 months	GGACB	Intern Women
Dahir Mohamed Ismail	25 Sep,2016	25 Nov,2016	40 days	GGACB	Public Administration Expert
Suhan Jama Mohamed	25 Dec,2016	25 April,2017	4 months	CSC	Women Intern
Mohamed Said Samantar	22 Dec,2016	22 March,2017	3 months	CSC	Survey coordinator
Ifrah Nur Hassan	25 December, 2016	25 February, 2017	2 months	CSC	Data base manager
Ahmed Abshir Said	15 Janaury,2017	15 March,2017	2 months	CSC	IT Training consultant
Ahmed Abshir Said	01 June,2017	31 September,2017	4 months	CSC	IT consultant
Suhan Jama Mohamed	01 June,2017	31 December,2017	6 months	CSC	Women Intern
Maryam Ahmed Hassan	01 May,2017	31- Dec-17	8 months	PGGAB	Women intern
Dahir Mohamed Ismail	01 May,2017	31- Dec-17	8 months	PGGAB	Public Administration Expert
Mohamed Abdulahi Ali	01 Dec,2017	31- Dec-17	1 month	PGGAB	Communication Expert
Mohamed Ibrahim Ahmed	01 Nov,2017	31- Dec-17	2 months	MoWDAFA	Communication Expert

Abdisamad Ali Hashi Gelle	01 May,2017	31 July ,2017	3 months	MoPIC	Strategic Planning Expert
Mohamed Abdul Abdinor	01 May,2017	31- Dec-17	8 months	MoPIC	Report writer
Mohamed Ahmed Ali	01 May,2017	31- Dec-17	8 months	MoPIC	Aid Coordination Specialist
Fartun Ali Farah	01 May,2017	31- July-17	3 months	MoPIC	Development Fund Management
Suad Salah Nour	01 May,2017	31- July 17	3 Months	MoPIC	Development Communication Specialist
Lawrence Quintin Kalinaki	01 May,2017	31- July-17	3 months	MoPIC	English Business Communication Instructor
Israa Ali Mohamed	01 April,2017	31- Dec-17	9 months	MoPIC	Admin Assistant
Mohamed Jelle Dubow	01 Oct,2017	31- Dec-17	3 months	MoPIC	Communication Specialist
Abdirahman Sheikh Ali	01 Oct,2017	31- Dec-17	3 months	MoPIC	Aid Coordination Specialist
Warsame Moh. Hassan	05 October,2017	31- Dec-17	2 months	MOLYS	Civil service training policy consultant
Saynab Ali Said	05 October,2017	31- Dec-17	2 months	MOLYS	Women Intern
Fadumo Ahmed Mohamud	05 October,2017	31- Dec-17	2 months	MOLYS	Women Intern
Abdisamad Ali Hashi Gelle	01 January,2018	31 March,2018	3months	MoPIC	Strategic Planning Expert
Mohamed Abdul Abdinor	01 January,2018	31 March,2018	3months	MoPIC	Report writer
Fartun Ali Farah	01 January,2018	31 March,2018	3months	MoPIC	Development Fund Management
Israa Ali Mohamed	01 January,2018	31 March,2018	3months	MoPIC	Admin Assistant
Mohamed Jelle Dubow	01 January,2018	31 March,2018	3months	MoPIC	Aid Coordination Specialist
Abdirahman Sheikh Ali	01 January,2018	31 March,2018	3months	MoPIC	Aid Coordination Specialist
Ahmed Mohamed Yusuf	01 January,2018	31 March,2018	3months	MoWDAFA	Gender Mainstreaming Expert
Mohamed Ibrahim Ahmed	01 January,2018	31 March,2018	3months	MoWDAFA	Communication Specialist
Maryam Ahmed Hassan	01 January,2018	31 March,2018	3months	GGACB	Women intern
Dahir Mohamed Ismail	01 January,2018	31 March,2018	3months	GGACB	Public Administration Expert
Mohamed Abdulahi Ali	01 January,2018	31 March,2018	3months	GGACB	Communication Expert
Ahmed Abshir Said	01 January,2018	31 March,2018	3months	CSC	IT consultant
Suhan Jama Mohamed	01 January,2018	31 March,2018	3months	CSC	Women Intern
Siyad Ali Yusuf	01 January,2018	31 March,2018	3months	CSC	IT
Hassan Yusuf Nor	01 January,2018	31 March,2018	3months	CSC	Legal Advisor
International Consultants-Puntland					
Alan Ross Johnston	6 June,2015	23 July,2015	40 working days	MOLYS/CSC	Civil Service Management Specialist
Alan Ross Johnston	15 June,2016	31 August,2016	40 working days	MOPIC	Strategic planning Specialist
Jens Rubner	01 January ,2016	31 March,2016	86 working days	MOWDAFA/MOF/MOLYS	Functional Review Expert
Ignatius Takawira	21 February,2016	30 March,2016	25 working days	MOLYS	International Civil Service Training Expert
Joseph Deaunay	21 February,2016	30 March,2016	25 working days	MOLYS	International Legal Expert
Luta Shaba	21 Nov,2016	31 Dec,2016	30 working days	MOWDAFA	International Gender Mainstreaming Expert
Rommert Folkertsma	05 Nov,2016	06 Dec,2016	15 working days	GGACB	International Public Admin Expert

Annex 5 – findings of Third Party Monitoring:

January 2016	An evaluation exercise was carried out by a private company contracted by UNDP to verify activities supported by the project in late December 2015. The company IBTCI conducted a verification on the FGS Ministry of Planning and International Cooperation local Technical Advisor on Statistics.	<p>FGS: The findings are:</p> <ul style="list-style-type: none"> ✓ The scope of work for the Statistician was clear and the expertise was noted as welcome by MOPIC staff members who work in the Statistics Unit. ✓ The Statistician was judged as knowledgeable and well experienced by his peers and he provided useful trainings for their work. Notable achievements were noted in areas of data collection and data analysis in the Unit
January 2016	An evaluation exercise was carried out by a private company IBTCI contracted by DfID to verify activities supported by the project in Puntland for the Civil Service Institute. The CSI conducted a two-day Merit based Civil Service Recruitment and Asset Management training for its members in Garowe.	<p>Puntland:</p> <p>The evaluation noted that:</p> <ul style="list-style-type: none"> ✓ The venue the (Civil Service Institute Headquarters) selected for the training in Garowe had been appropriate for the participants. ✓ The participants found that the training had been relevant to their need as government employees. ✓ The interviewees also noted that the foreign facilitator was knowledgeable but expressed views that a Somali speaking facilitator would have been more preferable. ✓ Overall the participants were satisfied by the interactive engagements in the training.
09 – 15 April 2016	An evaluation exercise was carried out by TPM company CCORD on the activities implemented by the FGS MOPIC.	<p>FGS:</p> <ul style="list-style-type: none"> ✓ The Third-Party Monitoring (TPM) report refers to the fact that UNDP support to the MOPIC ICT Unit as well as the local advisor has produced remarkable results which include: ✓ The creation of an e platform which is reaching out to more citizens and updating them on national development programs ✓ Provision of ICT training to MOPIC staff ✓ The establishment of a new ICT policy developed which has enhanced the availability and accessibility of information ✓ The Monitoring and Evaluation Advisor for MOPIC reported that among other achievements and as a result of UNDP support he had “built Project Information System in VBA on an Access Database to store all necessary information needed through different forms which later on can be generated reports bases on any possible criteria e.g. by sector, by date, by project, by region”. ✓ The Statistics Advisor reported that among other achievements in the reporting period he had “Organized and compiled Jan - April 2016 CPI data and reviewed the Statistical Act”. The Advisor noted in his report that in their plans for the third quarter the Statistics department was looking forward to – “Setting up a CPI data collection system, Data collection training and Preparing draft Sustainable Development Goals implementation and localization process”.
19 April 2016	An evaluation exercise was carried out by TPM company CCORD on the activities implemented by the FGS Aid Coordination Unit.	<p>FGS: The findings are:</p> <ul style="list-style-type: none"> ✓ The TPM exercise verified if all the meetings scheduled by the ACU had been conducted. The report established that all the meetings except for one had been conducted. From the report it is made clear that the ACU has a good mechanism of keeping records of meetings, attendance sheets for all meetings etc. which makes it an institution with good knowledge management systems.

		<p>Recommendations:</p> <ul style="list-style-type: none"> ✓ The budget allocations within the CD-SIP project are insufficient to continue financing the ACU in its present form. While some reallocation and reconfiguring of duties within ACU and the MOPIC may help to reduce costs, additional resource mobilization will be required to ensure full functionality of the Aid Coordination Unit.
July 2016	TPM Report by CCORD	<ul style="list-style-type: none"> ✓ The report notes that 29 local advisors were interviewed for the SIP project covering the Federal Government of Somalia MOPIC, ACU, OPM offices. It was noted that generally the supervisors were satisfied with the work carried out by the consultants. It is only in MOIFA where the report notes discrepancies and recommended that the consultant tries to speed up the process of carrying out their required tasks.
23 – 31 May 2017	TPM carried out by the IDC on aid effectiveness in Puntland verification of establishment of sector working groups; verification of the development of the Puntland Development Forum; verification of the recruitment of the Aid Effectiveness Consultant;	<ul style="list-style-type: none"> ✓ A concern was raised about the qualifications and performance of the current Aid Effectiveness Consultant, and the DG recommended that clear ToRs should be developed, and it should be ensured that future staff have the required competencies. The TPM report suggested that there should be a further review of the consultant’s achievements before his contract expires.
02 - 09 March 2017	DfID has contracted a Third-Party Monitor known as LAMPS to evaluate the outputs of the local advisors supported in the SIP project at both the FGS and Puntland levels.	<ul style="list-style-type: none"> ✓ The Report noted though that it was easier to get hold of staff members in Puntland. However, in the FGS it was quite challenging to set up meetings as the exercise coincided with the setting up of the new government the FGS. The results from Puntland showed that the supervisors were satisfied with the work of the local advisors working in the Ministry of Planning and International Cooperation.
01 – 30 September 2017	Reports for the Verification exercises carried out by the DFID sanctioned LAMPS project on the MOIFA, MOPIED, MOWDHR and Puntland MOPIC.	<ul style="list-style-type: none"> ✓ The exercise sought to verify and evaluate the contribution made by the local advisors supported by the project. The reports for the respective Ministries noted that the local advisors had been effective and efficient in their work. In all the partners, it was observed that the technical advisory services had been relevant to the needs of the government institutions’ needs. However, it was only with the MOIFA where a flag was raised on the delay in implementing one activity. It was noted however that the activity had been implemented on time but the advisor had moved on to another job before he had completed his tasks. ✓ The issue of sustainability with the Technical Advisors positions was raised in all the ministries. The issue is contentious. The technical advisors advocate for longer contracts yet the project document and the project donors are of the view that the TAs should be short and to the point. The project is aware of these differences and will stick to the original concept that the TAs will be short term missions to help government institutions fill capacity gaps. ✓ Updated versions of the verification exercises were concluded and shared with the project team. The project team has taken note of the issues raised around late contracting, delayed reports by Local advisors and the need to have deliverables issued on time.