



# Evaluation Summary



International  
Labour  
Office

Evaluation Unit

## Improvement of livelihood of vulnerable households in peri-urban areas of Galkayo – Final Evaluation

### Quick Facts

**Countries:** Somalia

**Final-Evaluation Date** 11<sup>th</sup> February 2015-11<sup>th</sup> March 2015

**Mode of Evaluation:** Independent,

**ILO Office:** ILO Addis Ababa

**ILO Technical Backstopping Office:**

**Evaluation Manager:** Nancy Lazaro, ILO Dar-es-salaam

**Evaluation Consultant:** Charles Munene

**Project End:** 31<sup>st</sup> December 2014

**Project Code:** FED/2011/269-177 - SOM/10/03M/EEC

**Donor & Project Budget:** EU (EUR 3,899,696)

**Keywords:** vulnerable groups, labour-intensive employment, public-private partnerships, global value chains

### Background & Context

#### Summary of the project purpose, logic and structure:

The overall objective of this project was two-fold. Firstly, the project sought to support the development and scaling-up of growth-oriented/sector-specific small and medium enterprises (SMEs) as the basis for fostering growth and employment creation and enhancing service delivery. Secondly, the project supported the establishment of institutional (PPP schemes and municipal finance), infrastructural (improved market access infrastructures) and economic conditions for the creation of short and long-term job opportunities in Galkayo. The two were to be achieved through four result areas namely; i) strengthening of private sector enterprises and enhancing employment opportunities and social protection through labour intensive infrastructural and environment works ii) establishment and support for public private partnerships (PPP) in

management of public goods and services iii) enhancement of self employment opportunities and social protection and iv) environmental awareness and protection for sustainable use of natural resources.

This project was funded through the generous contribution of the EU over an implementation period of 36 months ending 31<sup>st</sup> of July 2014. A no-cost extension of 5 month was nevertheless approved by the EU which pushed the effective project closure to December 31<sup>st</sup> 2014. It was implemented by ILO, FAO and TS. ILO was the managing partner, but was also responsible for the implementation of results 1 and 3 on labour intensive infrastructural works and skills training and formation of market forums respectively. FAO was responsible for the implementation of results 2 and 4 on designs, construction and or rehabilitation of meat markets and slaughter houses and environmental awareness and protection activities respectively. TS supported the implementation of result 2 on establishment of PPPs in management of public goods and services and adoption of better revenue collection, accounting and information management systems by local authorities. The project was implemented in Galkayo (north and south), but environmental awareness and policy development covered Puntland as a whole. The total cost of the project was EUR 3,899,696.

**End term situation of the project:** Based on the evaluation findings, all planned project activities had been completed as planned, as at the time of this evaluation. Project introduction and consultations with the local authorities commenced in August 2011, but preliminary works, such as feasibility studies and cost benefit analysis pushed the commencement of actual works to 2012. Rehabilitation of the main Galkayo tarmac road, construction of classic gravel road and construction of the market/production centres were prioritized, implemented and completed in the first half of

the project period. Others were initiated and completed within the project period. The two meat markets in the north and in the south had been completed and were already operational. Similarly, two slaughter houses had been completed. The slaughter house in the south was operational but the one for the north was yet to begin operations as at the time of this evaluation. The facility was however ready and only awaited commissioning by the mayor.

Actual roll-out of PPPs had been done and 4 PPPs had been established and were functional. However, the rolling out of the PPPs was slow given that the concept was still new especially in the livestock sector and as such, PPP committees were slowly learning their responsibilities. Both the north and the south local authorities had received support for the establishment of revenue collection and management systems. Close to 20 individuals had been trained on the system in both local authorities. In addition, the local authorities had received basic Information Technology (IT) equipments to help in running and implementing the Accounting Information Management System (AIMS) and working stations to support a Business Information Management Systems (BIMS). Market assessments aimed at identifying local resources had been done and priority sectors (light engineering and fruit processing) identified. Market forums had been formed in north and south and through them, 250 individuals; among them 80 women and 60 people from the IDP camps (half of them female) were objectively selected and trained on various vocational skills, which they were utilizing to earn a living. Ten (10) groups or cooperatives of 5 people each were issued with grants which they used to start or boost their businesses. All planned activities in relation to environmental awareness and protection had been completed.

Changes in administrations in both north and south caused significant delays in commencement and implementation of some project activities, especially in the south. Over the project period, each of the two administrations experienced three different changes in the mayors, who all had to be oriented on the project. Further, insecurity especially in the south had generally affected project operations throughout the project period.

#### **Purpose, scope and clients of the evaluation**

The final evaluation serves two main purposes. First, it gives an independent final assessment of the project in achieving project objectives and delivery of results, strategies and implementation modalities chosen, partnership arrangements, constraints and opportunities. Second, it provides recommendations for future similar projects in terms of strategies, institutional arrangements, and any other area within which the evaluation team wish to make recommendations.

The evaluation covered the forty one (41) month implementation period beginning 1<sup>st</sup> August 2011 and ending 31<sup>st</sup> December 2014. The findings are based on the following; review of project documents, inputs from project stakeholders including line ministries and municipalities and staff interviewed in Nairobi, Garowe and Galkayo, consultations with beneficiaries and other stakeholders during field visits, which also allowed the consultants to make observations on various aspects of the project. The evaluation assessed all the key outputs produced since the start of the project by all implementing partners. The primary clients of the evaluation findings are the three implementing partners, the donor as well as any other relevant stakeholders. The evaluation process was participatory which saw active participation from beneficiaries and stakeholders. Project partners were widely consulted through-out the evaluation process. Beyond giving the status of the project activities, the findings offer valuable lessons for implementing partners, beneficiaries, stakeholders and other parties involved in similar projects activities.

#### **Methodology of evaluation**

Both desk review of relevant documents<sup>1</sup> and primary data collection approaches were used in this evaluation. Overall, qualitative research methods were used. These allowed for deeper analysis and probing of issues within a relatively shorter time period. They were therefore most suited and applicable in the context of Galkayo, where insecurity limited the extent movement. Nonetheless, quantitative variables were still sought from the qualitative methods. Techniques such as focus group discussions, key informant interviews, impromptu interviews with beneficiaries and residents of the visited sites, informed judgement, scoring, and ranking or rating were used to collect information. These were complemented by actual site visits.

The field mission took place from the 22<sup>nd</sup> of February to the 1<sup>st</sup> of March 2015. Data collection was guided by a checklist of issues<sup>2</sup> that fed into the evaluation objectives. Different stakeholders were interviewed in Nairobi, Galkayo and Garowe<sup>3</sup>. Data analysis was thematically done, where findings were grouped into themes and sub-themes in line with the evaluation objectives.

The field work was smooth and all project sites in north and south Galkayo were visited. Changes in administration and the local authority staff were the most significant challenge faced by the evaluation team. Most government officials found in office during this evaluation

<sup>1</sup> List of materials reviewed is shown in the Bibliography

<sup>2</sup> A checklist of issues that guided data collection is appended to the report

<sup>3</sup> A more detailed list of all people interviewed is appended to this report

were not in office at the time of project inception. It was therefore difficult to probe on issues relating to project planning and inception. Nevertheless, all those interviewed reported that they had been adequately briefed about the project when they took over office.

## Main Findings & Conclusions

Based on a review the project document and the technical progress reports, and as noted in the mid-term evaluation report, the project design was cognisant of the underlying context in Galkayo. It accurately sought to respond to the needs and priorities of the people of Galkayo and Puntland as a whole. Reference to and synergies with other projects and partners right from the planning stage ensured that the problem was comprehensively understood. Consequently, practical, relevant and effective interventions were chosen in a participatory manner. Notably, stakeholders at the institutional and community levels were part of the planning process as evidenced by the active involvement of the respective mayors, the central government ministries and stakeholders, prior to commencement of interventions. This continued through the project implementation phases.

Partnership between ILO, FAO and TS was strategic. Each of the agencies was thoroughly experienced in their areas of focus under this project. This ensured that there was effectiveness in the execution of the interventions. Project staffs based in the field helped with technical and logistical support while those in Nairobi supported with the overall project coordination and management. All staffs improved their capacities in project management especially in insecure environments. Roles played by the various stakeholders were indeed complimentary. Finally, use of labour intensive approaches in infrastructural works resulted to immediate creation of jobs and capacity enhancements that will surpass the project period.

Activities under result one largely surpassed set targets. With respect to job creation, a total of 44,850 work days were created, 12,850 workdays (40 percent) more than what was targeted. The main reason for increased workdays was the improvement of gravel roads that were able to create more jobs through labour intensive technologies and increases in the size of roads done courtesy of contractors. Similarly, 2,350 short terms jobs were created compared to the target of 2,000 jobs, surpassing the target by 350 jobs or by 17 percent of the target. A total of 25 enterprises were targeted for support and these were achieved.

Under result 2, 4 new ventures reflecting PPP arrangements were targeted and this was achieved. A total of 207 employment opportunities were created from the PPP against a target of 200. The total shareholders

in the PPP were reported to be 67 against a target of 60, while 162 associated vendors of PPP were registered against a target of 130. It was noted that the uptake of PPP arrangements and utilisation of the facilities was resounding. The number of meat markets constructed or rehabilitated and were operational and the number of slaughter houses equipped were 2 respectively. While the slaughter house in the south was operational, the one in the north was yet to begin operations. Discussions with the mayor indicated that they were yet to develop guidelines for the slaughter house PPP arrangement and this was the reason why, though complete, it was yet to begin operations. However the mayor confirmed that it was in his plans to see through the operationalization of the facility given the project had put in place all the required prerequisites. Local authorities had been equipped and officers trained on Accounting Management Information Systems (AIMS) and Business Management Information Systems (BIMS). Local authorities had started adopting the use of the systems based on a data base of potential tax payers that was generated through a survey support by the project.

Result 3 saw the creation of 1,128 long term employment opportunities against a target of 1,000. In addition 30 small and medium sized businesses were established and or strengthened through the activities. This marched the target for the project. Further 10 associations were created or strengthened against a similar set target, while women beneficiaries of employment opportunities accounted for 30 percent of jobs created. Finally, activities under result 4 also achieved their targets. Two (2) environmental initiatives were conducted against a set target of 2. A draft policy on environment and natural resources was developed and adopted as planned and a draft customary law was also drafted and published as planned. One new innovation aimed at environmental conservation was also achieved. Officials in the Ministry of Environment observed that development of the customary laws was an eye opener on environmental needs. Following this intervention the Ministry went ahead to develop environmental policy, Act, regulations and guidelines. These tools will ultimately aid in environmental management once they get fully implemented.

Besides meeting all the set targets, this project laid the ground for more gains in job creation and income generation through opportunities that will be induced by the various projects created by this project. The people that worked in the project and those that were trained will continue utilising their gained skills. New businesses will continue to be opened due to the improved infrastructure and other opportunities created by the improved meat value chain. Beneficiaries of the market

/production centres will grow their income once the production centers finally gain their reputation as the main centres of trade. The potential of business enterprises was however largely dependent on support that the sector will continue to receive from the local administrations.

Overall, results from the project show value for money. About 65 percent of the project resources went into implementation of interventions. Partnership with local institutions and organisations resulted to economies of scale, including community buy in and good will, mobilisation and others that would be difficult to cost. Internally, delays in signing of contracts were reported during the project commencement stage. These were however resolved. The project further suffered some coordination challenges following the departure of a project officer. Another was however recruited and the project progressed uninterrupted since. The main external factors include the frequent changes in administration which delayed or interrupted the communication flow and speedy project implementation. This was aggravated by insecurity. In both north and south the project worked with three different mayors.

It is therefore the opinion of the evaluation team that the project achieved and in some cases surpassed the set objectives largely due to the strategies and approaches adopted during the project planning and implementation such as in development of more gravel roads than tarmac roads, which was cheaper and which resulted to more jobs. Most significantly the project leaves behind an improved infrastructure that will continue to attract more investments, a more organised market system that will facilitate more efficient market operations and a pool of expertise and skills that the people of Galkayo will continue to utilize to earn incomes and livelihoods. The project set the basis for normalcy in Galkayo, which was much needed to trigger action by the private sector.

## Recommendations & Lessons Learned

### Main recommendations

1. As the project comes to a close, it is important to impress upon the respective local authorities to actively take up its role ensuring the maintenance of the developed road network. Galkayo was prone to floods and lack of proper drainage system at all times will erode the gains made.
2. For the developed infrastructure (production centres, meat markets and slaughter houses) to remain useful, the respective local authorities must play its role to sensitize the people of Galkayo on the need to use the facilities and to enforce

regulations such as home/local slaughter of animals that undermines hygiene.

3. There is need for the local authorities to recognise and empower the PPP committees, which they are part of, to manage and ensure high standards of hygiene and operations within the meat value chain. They should for example be able to enforce regulations on meat handling in meat markets by meat traders and sensitize them on the risks of using cartons for meat display.
4. More support for similar initiatives in Galkayo and other towns is recommended. As noted earlier, this project immensely contributed to changes towards normalcy in Galkayo, yet, the project was only able to do so much. Sustaining similar initiatives in Galkayo and other towns in Somalia will surely change the destiny of the people as attested by those who have established businesses, those who have learnt skills and those who earned incomes from various jobs during the implementation.

## Important lessons learned

1. Implementation of PPP arrangements and development of the PPP infrastructures are better carried out by the one organisation as opposed to different organisations. This would allow the stakeholders appreciate management expectations of the facilities, which would then result to increased ownership of the process of development of facilities and the PPP framework.
2. Consultations or lack of it can make or break a project
3. Active involvement of stakeholders is key to the success of a project interventions
4. Effectiveness and sustainability of the AIMS and BIMS systems was dependent on the good will and understanding of the system by senior officers in local authority.
5. Effective coordination of projects is instrumental to the success of projects especially when they bring together different partner organizations.
6. Projects being implemented in insecure environments such as Galkayo need to have flexibility as the situation changes sporadically.
7. Labour intensive methods are effective ways of injecting cash to the community and building peoples' capacity.