



ILO EVALUATION

- Evaluation Title: **IMPROVEMENT OF LIVELIHOOD OF VULNERABLE HOUSEHOLDS IN URBAN AND PERI-URBAN AREAS OF GALKAYO**
- ILO TC/SYMBOL: **SOM/10/03M/EEC**
- Type of Evaluation : **Final**
- Country(ies) : **Somalia**
- Date of the evaluation: **March 2015**
- Name of consultant(s): **Charles Munene- ESMARCH Company Ltd**
- ILO Administrative Office: **CO Addis**
- ILO Technical Backstopping Office: **EMP/INVEST**
- Date project ends: **December 31, 2014**
- Donor: country and budget US\$ **EURO 3,899,696**
- For Joint Evaluations: Lead Organization: **ILO**
- Participating organizations: **FAO, Terre Solidali**
- Evaluation Manager: **Nancy Lazaro**

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.



ILO EVALUATION

Joint evaluation with EEC, FAO, ILO

IMPROVEMENT OF LIVELIHOOD OF VULNERABLE HOUSEHOLDS IN URBAN AND PERI-URBAN AREAS OF GALKAYO

INDEPENDENT FINAL EVALUATION REPORT

Contract Number:	FED/2011/269-177 - SOM/10/03M/EEC
Period Covered:	August 1 st 2011– December 31 st 2014
Total Project Budget	EURO 3,899,696
Donor:	European Union
ILO administrative unit	ILO Addis Ababa, Ethiopia
Project start date:	August 1 st 2011
Project end date:	December 31 st 2014.
Evaluator:	Charles Munene- ESMARCH Company Ltd
Evaluation Start Date:	11 th February 2015

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.



Terre Solidaire

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

TABLE OF CONTENTS

TABLE OF CONTENTS.....	II
LIST OF PHOTOS	III
LIST OF ACRONYMS AND ABBREVIATIONS	IV
ACKNOWLEDGEMENT AND DISCLAIMER.....	V
EXECUTIVE SUMMARY	VI
1.0 INTRODUCTION	1
1.1 PROJECT BACKGROUND AND CONTEXT.....	1
1.2 PROJECT RATIONALE	2
1.3 PROJECT OBJECTIVES AND ACTIVITIES	3
1.4 PURPOSE AND SCOPE OF THE EVALUATION	3
1.5 EVALUATION CRITERIA AND QUESTIONS.....	4
2.0 EVALUATION METHODOLOGY AND APPROACH	6
3.0: EVALUATION FINDINGS	7
3.1 RELEVANCE AND STRATEGIC FIT OF THE PROJECT	7
3.1.1 <i>Relevance to the needs of target groups</i>	7
3.1.2 <i>Relevance to the needs of the country</i>	9
3.2 VALIDITY OF PROJECT INTERVENTIONS AND DESIGN	10
3.2.1 <i>Adequacy of project design process</i>	10
3.2.2 <i>Appropriateness of project design process</i>	10
3.2.3 <i>Project partners roles and performance</i>	11
3.2.4 <i>Internal and external influences</i>	12
3.2.5 <i>Linkage between outputs and outcomes</i>	12
3.2.6 <i>Project objectives, results and appropriateness of indicators</i>	13

3.3 PROJECT EFFECTIVENESS BY RESULT AREAS.....	14
3.3.1 Result 1: Private sector construction enterprises strengthened	14
3.3.2 Result 2: Public Private Partnership in management, public goods and services established	20
3.3.3 Result 3: Self employment opportunities and social protection created and enhanced.....	28
3.3.4 Result 4: Environmental awareness and protection enhanced for sustainable use of natural resources	33
3.4 EFFICIENCY OF RESOURCE USE	34
3.5 PROJECT MANAGEMENT, MONITORING AND GOVERNANCE	35
3.6 IMPACT ORIENTATION AND PROJECT SUSTAINABILITY.....	36
4.0: MAIN CONCLUSION	41
5.0. EMERGING GOOD PRACTICES AND LESSONS LEARNED	42
6. LIST OF PEOPLE INTERVIEWED	44
7. BIBLIOGRAPHY	46

LIST OF PHOTOS

Photo set 1: Empty site where Xera Dayax is, completed centre, before and after partitions	15
Photo set 2: Photos of various roads before and after completion.....	16
Photo set 3: Equipments handed over to the local authorities	19
Photo set 4: Galkayo north meat market before and after construction	21
Photo set 5: Handing over of meat equipments and freezers and the equipments in use	21
Photo set 6: Worn-out services, use of cartons and loose drainage cover that poses risks of injury	22
Photo set 7: Galkayo south slaughter house	24
Photo set 8: Galkayo north slaughter house.....	25
Photo set 9: Equipments and furniture donated to Galkayo north market forum.....	30
Photo set 10: Products done by skills training beneficiaries	32

LIST OF ACRONYMS AND ABBREVIATIONS

AIMS	Accounting Management Information Systems
ATTI	Appropriate Technology Training Institute
BIMS	Business Information Management Systems
BoQ	Bill of Quantities
DDF	District Development Framework
EIIP	Employment Intensive Infrastructure Projects
ESIA	Environmental and Social Impact Assessment
EU	European Union
FAO	Food and Agricultural Organization
IDPs	Internally displaced Persons
ILO	International Labour Organization
JPLG	Joint Programme Local Governance and Decentralized Service Delivery
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MSME	Micro, Small and Medium Enterprises
PMSD	Participatory Market System Development
PPP	Public Private Partnership
SIYB	Start and Improve your Business
SMART	Specific, Measurable, Accurate, Realistic, Time bound
SME	Small and Medium Enterprises
TS	Terre Solidali
ToT	Training of Trainers
TV	Television
UN	United Nations
USD	United States Dollar

ACKNOWLEDGEMENT AND DISCLAIMER

This is a report of the independent final evaluation of the European Union (EU) funded project on 'Improvement of livelihoods of vulnerable households in urban and peri-urban areas of Galkayo'. The report was researched and written by Munene Charles assisted by Mohammed Ali both of Esmarch Company Limited

The evaluation team remains unreservedly thankful to International Labour Organization (ILO)-Somalia office in Kenya and the regional office in Addis-Ababa Ethiopia for their technical inputs in the preparation of this final evaluation and secondly for their undivided support during preparation and execution of the evaluation. The assignment was challenging, but you remained on top of all field logistics, which made the work interesting and do-able.

We met and spoke to many people in Kenya and Somalia including representatives from the EU, ILO, Food and Agricultural organization (FAO), Terre Solidali (TS), Mayors of local authorities, officers from the central government, businessmen, contractors, and community members, who shared with us invaluable information, upon which the synthesis, conclusions and recommendations of this report are drawn. These are the true owners of the information used in preparation the final evaluation report. They all allocated our presence into their daily schedules to give us unlimited attention. Without their inputs, this assignment would not have been completed.

We have tried to observe objectivity in writing this report. However, shortcomings, and errors in interpretations are inevitable. They, however, do not necessarily reflect the views of the EU, ILO, FAO, TS, local authorities and all other stakeholders and respondents that were interviewed, as the author takes responsibility for them all.

Esmarch Company Limited
Nairobi

EXECUTIVE SUMMARY

This is a report of the final independent evaluation of the project on *'improvement of livelihood of vulnerable households in urban and peri-urban areas of Galkayo'*. The evaluation focused on the full project implementation period and it assessed all key outputs that have been produced since the start of the project by all implementing partners. Targets achieved were compared with set targets and any discrepancies were explained. The evaluation was carried out in the months of February and March 2015.

Background and context: Summary of 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 31st of July 2014. A no-cost extension of 5 month was nevertheless approved by the EU which pushed the effective project closure to December 31st 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.

Project rationale

It is observed and well documented in the project document that a vibrant and viable private sector in Somalia, characterized by improved entrepreneurship and developed Small and Medium Enterprises (SMEs) sector is key to the socio-economic recovery of the country. During the project inception in 2011, the SME sector in Galkayo was weak, receiving little support from the government and was therefore not able to attract investors. Businesses had little or no access to financial capital, available market infrastructure was poor and disorganized. Private sector participation in

economic development was low, largely unfelt and grossly underutilized. The market system was generally inept and lacking in capacity to create employment and wealth. This resulted in increased unemployment, lack of stable livelihoods and therefore increased poverty and vulnerability among the population. These factors motivated the actions implemented through this project.

Project situation at end-line

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, constrains 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 1st August 2011 and ending 31st 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 the evaluation

Both desk review of relevant documents¹ and primary data collection approaches were used in this evaluation. Overall, qualitative research methods were used. These gave room 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 22nd of February to the 1st of March 2015. Data collection was guided by a checklist of issues² that fed into the evaluation objectives. Different stakeholders were interviewed in Nairobi, Galkayo and Garowe³. 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 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.

¹ List of materials reviewed is shown in the Bibliography

² A checklist of issues that guided data collection is appended to the report

³A more detailed list of all people interviewed is appended to this report

Main findings and 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 canters finally gain their repute 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 reporting 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. Based on the findings of this final evaluation, it is recommended that,

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.

Good practices and lessons learnt

In any project there are strategies, activities, and processes or part of them that really worked well in contributing to the overall project objectives. Their identification does not require the project objectives to have been fully achieved. Rather, they only need to have been tried and seen to have worked well. This section highlights some of the proposed good practices, several of which had been proposed in the midterm review as emerging good practices from the project;

1. Use of employment intensive approaches in infrastructural development in Galkayo. Contractors could have easily adopted equipment intensive approaches to implement the infrastructure works. The employment intensive approaches conformed set regulations and standards in infrastructural development, and they were cost effective.
2. Consistent involvement and consultation of the primary stakeholders. It is possibly convenient and time saving to overlook the capacity of stakeholders in a situation like Galkayo and treat them as passive partners. This was not the case in this project. Their involvement forged a sense of ownership, improved accuracy in planning and made the implementation more efficient.

Further, various stakeholders had different lessons they learnt from the project. These include;

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

1.0 INTRODUCTION

1.1 Project background and context

Somalia has been at war for decades. This has had a huge toll on the lives of millions of people, including internal and external displacement, physical and emotional injuries as well as death. Women and youth have borne the brunt of this conflict, yet they represent the majority of people. A majority of them neither have a source of income nor skills that can propel them into the job market. This is exacerbated by persist draughts and harsh environmental conditions especially in the rural pastoral areas, which force people to migrate to towns in search of more stable livelihoods. The town of Galkayo is, for example, home to a large number of internally displaced persons (IDPs) and many more continue to flock the town.

In the meantime, the rural-urban migration and the influx of IDPs have increased the rates of unemployment especially in Galkayo. Service provision has also been strained, amid a general lack of capacity by local authorities to deliver basic services such as safe water and waste disposal management, better road infrastructure and so on. Local authorities further lacked financial, technical and human resources to support growth in the local economy. Market systems had deteriorated over the years, and were no longer able to attract new investors. The market produces low value products and services with very minimal value addition, and more of primary production. Most people in the job market in Galkayo lacked skills that could enable them find or create jobs. Yet a vibrant local economy was dependent on availability of skilled labour. The rate of population growth had surpassed that of job creation. The youth, who form the majority of the labour-force, were therefore idling, desperate and impatient and most at risk of being lured to antisocial activities such as membership to militia groups, criminal gangs and piracy. These were challenges that the people of Galkayo know too well but lacked the means to change. These to a large extent motivated this project.

As one of the measures towards lasting peace in Somalia, ILO advocates for decent work and livelihoods, given that jobs and livelihood opportunities help to re-orient people's minds from conflict and destruction. In addition, Public-Private Partnerships (PPPs) were seen as vehicles to remedy the weaknesses in the market systems. But their uptake has been a challenge due to lack of understanding by stakeholders of the PPP concept, low capacity levels in local authorities and general lack an enabling policy environment. It is against this background that this project on 'improvement of livelihoods of vulnerable households in urban and peri-urban areas of Galkayo was conceived. The project's objective was 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. A key strategy towards this objective was the support to the establishment of the institutional public private partnership (PPP) schemes and municipal finance management system, improvement of infrastructural (improved market access infrastructures) and economic conditions for the creation of short and long-term job opportunities in Galkayo.

This project was funded by the European Union over an implementation period of 36 months, but it received a 5 months no-cost extension which pushed the project end date to 31st of December 2014. It was implemented by International Labour Organization (ILO) in partnership with Food and Agricultural Organization (FAO) and Terre Solidali (TS). ILO

was the managing partner, in addition to supporting delivery of results 1 and 3 on labour intensive infrastructural and support for self –employment and income generating activities. FAO supported delivery of result 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 delivery 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 production interventions covered Puntland as a whole. The total cost of the project was EUR 3,899,696

1.2 Project rationale

Socio-economic recovery in Somalia would not suffice without a viable and vibrant private sector. Lessons learned by ILO show that such a sector should ideally be characterised by an enhanced entrepreneurship and developed Small and Micro Enterprises (SME) sector. This is based on the understanding that improvements in business environment and competitiveness of the private sector especially the SME sector are likely to improve the welfare of people trapped in the production of low skilled and low value products and services. These will, in-turn, un-lock the potential for a broad based economic development capable of yielding employment particularly to youth and women. It will further contribute to peace, security and development in Somalia.

This project was designed to deliver short-term employment opportunities through Employment Intensive Infrastructure Projects (EIIP) and long term employment opportunities induced by development of the infrastructural projects and skills development. The strategy used was to inject cash into communities through the short-term employments in road constructions and rehabilitations, market renovations and constructions and other infrastructural works. The expected results of these labour intensive works was three fold. Firstly, money earned from the works was expected to be invested in small businesses which ultimately have potential to create more long-term jobs. Secondly, skills gained by the workers were expected to enable them access other employment opportunities and thirdly, the improved infrastructures were expected to directly employ more people, encourage existing businesses to expand and attract new investors. This was expected to generally increase commercial activities, job opportunities, which would then trigger growth and development in Galkayo.

In addition, women and the youth were at the centre of the broader objectives of this project. Most youth in Galkayo did not benefited from formal education. They therefore lack basic numeracy and literacy skills as well as vocational skills that can enable them seek employment or create employment opportunities. As relative peace prevails in Puntland, more and more people are enrolling to schools. Others are enrolling for vocational skills training. These were however graduating to find a weak labour market not able to absorb them. This, therefore, calls for stable opportunities for employment and income generation, to readily absorb the skilled youth graduating from the various trainings. Despite that women have for long been active players in the labour market, they had remained marginalized in the labour market in Somalia owing to social, cultural and religious reasons. A 2009 study by ILO on businesses in Galkayo, for example, showed that a large number of petty/small trade businesses were managed by women. Indeed, women work more,

head households and take up core household responsibilities. Women therefore cannot be ignored in all efforts towards employment promotion.

1.3 Project objectives and activities

The overall objective was to provide an enabling environment for investment, public private partnership and for improving livelihoods in Galkayo. More specifically the project aimed at improving the livelihoods of vulnerable households in urban areas of Galkayo through employment creation. To achieve this objective, four (4) results, which were also the main activities in this project, were expected. These are;

Result 1: Private sector construction enterprises strengthened, employment opportunities and social protection enhanced through labour intensive urban infrastructure and environmental works

Result 2: PPP in management of public good and services established and employment opportunities enhanced

Result 3: Self-employment opportunities and social protection created and enhanced

Result 4: Environmental awareness and protection enhanced for sustainable use of natural resources.

The strategy adopted in the project was to support development and scaling up of growth oriented/sector-specific SMEs, as the basis for fostering growth and employment creation and enhancing service delivery. This was to be achieved through a number of inter-related activities as shown i) Cash injection to the public through intensive labour on specific public works and environmental projects, ii) market access upgrading in key economic sectors and PPP development in Galkayo to create increased long-term pro-poor employment iii) development of technical and entrepreneurial skills training packages delivering employable people into a defined and expanded labour market and iv) improving capacity on the part of local authorities to manage PPPs and provide necessary services to the community.

1.4 Purpose and scope of the evaluation

This evaluation assessed all the key outputs that have been produced since the start of the project by all the implementing partners. It serves two main purposes;

- i. To give 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.
- ii. To provide 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 eighteen (18) month implementation period beginning 1st August 2011 and ending 31st December 2014. The findings of this evaluation are based on the following; review of project documents, inputs from project stakeholders and staff in Nairobi, Garowe and Galkayo, consultations with beneficiaries and other stakeholders as well as field visits field observations by the consultants. The evaluation assessed all the key outputs produced since the start of the project by all implementing partners. The primary clients of the evaluation are the three implementing partners, the donor as well as other relevant stakeholders. The evaluation process was participatory. These findings,

besides giving the status of the project activities also offer valuable lessons for implementing partners, beneficiaries, stakeholders and other parties involved in similar projects activities.

The evaluation was carried out by Esmarch Company Limited. It immensely benefited from the technical guidance of the ILO appointed evaluation Manager.

1.5 Evaluation criteria and questions

The evaluation was conducted following UN evaluation standards and norms⁴ and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation focused on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators. Overall the evaluation addressed the ILO evaluation concerns as defined in ILO policy guidelines for results-based evaluation⁵. These include relevance and strategic fit, validity of design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangements and impact orientation and sustainability. Gender concerns were taken into consideration as the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation was guided by the following evaluation criteria and questions;

Relevance and strategic fit

- To what extent have project results been useful in meeting the needs of the target groups and addressing the identified problems? Do the initial needs and problems still exist and have new needs emerged?
- Is the project relevant to the achievements of the outcomes in national plan and the country programme of implementing partners?
- What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?

Validity of the design

- The adequacy of the design process (Is the project design logical and coherent?) What internal and external factors have influenced the ability of the implementing partners to meet projected targets?
- Do outputs causally link to the intended outcomes that in turn link to the broader development objective?

Effectiveness

- To what extents are the objectives achieved or likely to be achieved? What were the major influencing factors

⁴ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

⁵ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

- Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- How effective were the backstopping support provided so far by ILO/FAO/TS (regional or sub-regional offices) to the programme?
- Are the assumptions and risk assessments adequate/valid? How have unforeseen external forces been managed?

Efficient of resource use

- Are the available technical and financial resources adequate to fulfil the project plans?
- Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?
- Are the project's activities/operations in line with the schedule of activities as defined by the work plans?
- Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?

Effectiveness of management arrangements

- Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Has cooperation among programme partners (ILO, FAO, Terre Solidali) been efficient? What is the value addition of the cooperation/ collaboration of the project? Was there a mechanism to facilitate coherence and synergy by the partners? How effective was it?

Impact orientation

- For the economic infrastructure projects, what is the economic/social benefit?

Sustainability

- Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?
- Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives
- What were the major factors which have/will influence the achievement or non-achievement of sustainability of the project?

Lessons Learned

- What good practices can be learned from the project that can be applied in the next phase and to similar future projects?
- What should have been different, and should be avoided in the next phase of the projects

2.0 EVALUATION METHODOLOGY AND APPROACH

Both desk review of documents⁶ and primary data collection approaches were used in this evaluation. Overall, qualitative research methods were used. These allow 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 is real and movement quite limited. 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. Further, the evaluation made significant reference to the mid-term evaluation report especially on the issues of project relevance, rationale design. This was based on the understanding that most stakeholders especially in the central and local governments who served during the project start-up days were no longer in office. The evaluation team actually met the third generation of leaders since the project inception.

The field mission took place from the 22nd of February to the 1st of March 2015. Data collection was guided by a checklist of issues⁷ that fed into the evaluation objectives. Interviews were carried out using key informant interviews and focus group discussion techniques and further complimented by actual site visits and informal discussions with beneficiaries and other stakeholders met on site. Different stakeholders were interviewed in Nairobi, Galkayo and Garowe⁸. Data analysis was thematically done, where findings were grouped into themes and sub-themes in line with the evaluation objectives.

The methods chosen were in our considered opinion valid in generating the desired results, under the circumstances. First, the evaluation was carried out by people independent of the project and the implementing organisations. Second, data collection tools were well designed to respond to the objectives of the evaluation criteria. More significantly, tools were designed to elicit elaborate discussions on the issues under focus and respond to the evaluation objectives. Third, data triangulation was used to boost validity through seeking consultations from different project stakeholders. Investigator triangulation was also used especially in analysing information from the literature reviewed. To avoid bias, objectivity was maintained in carrying out all interviews.

The field work was smooth and most project sites in both the North and South Galkayo were visited. Change in administration was the most significant challenge faced by the evaluation team. Most of the government officials at the time of the evaluation were not in office at the time of project inception. Mayors that were interviewed during this evaluation were for example the third generation of mayors since the project inception. It was therefore difficult to probe on issues rating to project planning. Nevertheless, all those interviewed reported that they had been adequately briefed about the project when they took over office.

⁶ List of materials reviewed is shown in the Bibliography

⁷ A checklist of issues that guided data collection is appended to the report

⁸A more detailed list of all people interviewed is appended to this report

3.0: EVALUATION FINDINGS

This section presents the analysis of the main findings from final evaluation. The analysis is based on views and opinions of different project stakeholders interviewed in the course of the evaluation, materials reviewed and consultant's impressions from the consultant.

3.1 Relevance and strategic fit of the project

As noted above, Galkayo faced a number of challenges among them weaknesses in the market systems which resulted in low employment rates. These challenges were comprehensively brought out in the context analysis on Galkayo as discussed in the project document. The project document for example critically discusses how conflict led to displacement and people were left without sources of income. Further, it discusses the effects of environmental degradation which results to drought and limited opportunities for diversification which pushes people from the rural to the urban areas. This eventually leads to increases in urban unemployment, which was one of the goals that this project sought to address. This attests to the fact that the project objectives were closely linked to addressing the identified challenges. Consultations with local authorities and other stakeholders prior to commencement of the project complimented the project document in further linking the project objectives to the needs of Galkayo and the state of Puntland.

The choice of Galkayo was also relevant to the identified needs. Galkayo is a strategic trade centre not only in Puntland but in Somalia as a whole. It is a strategic transit town from Mogadishu to Garowe meaning the towns growth would impact on Somalia as a whole. Further, from the project problem analysis, it is clear how under-developed market systems and poor infrastructure can lead to reduced investments and increased unemployment, challenges which the project sought to address through the creation of short and long term jobs mainly from labour intensive works and jobs induced from among others, skills training, developed infrastructure, PPP arrangements respectively.

The project further sought to create long term impacts as seen in the capacity building interventions. The close partnership with the local institutions and employment of local people in the various jobs was an investment into the future of Galkayo. Local institutions not only hold the mandate for service delivery but they outlive individuals. Local people recruited or trained would also continue utilising the skills and experience gained in developing Galkayo. This approach led to sustainable gains in improved capacity by both the local institutions and individuals, which is an ingredient for improved service delivery by the institutions and for more active participation in the market systems by the local people. This approach directly sought to address the needs of Galkayo.

3.1.1 Relevance to the needs of target groups

Youth: These were reported in the project documents as forming the majority of the labour force. However, a majority of them lack any formal education. In addition to absence of the basic numeracy and literacy skills, youth lack skills that can propel them to the labour market. This situation is exacerbated by limited capacity of the market to absorb even

those people that are continuing to graduate from secondary schools after the gradual restoration of relative stability in Puntland. The project sought to address this challenge through a number of measures. First was the use of employment intensive approaches, which according to the project reports benefited youth. Preliminary impact assessment for this project showed that more than half of the people employed in the employment intensive projects were youth. Through the employment, money was earned and experience gained. Part of this money was invested in businesses while the experience was enabling them access other jobs. A number of youth also benefited from the vocational skills training where they gained vocational skills that they now used to earn incomes. The intervention was therefore responsive to the immediate, short term and long terms needs of youth.

Women: The project sought to recognise the role of women amidst an emerging willingness among the men to allow women to work. Reports on Galkayo also show that women have been pushed by circumstances to work. Women headed households were on the increase. These have been rated to be among the poorest given the historical marginalisation that women in Somalia have faced in the labour market. This notwithstanding, a baseline study report on urban Galkayo done by ILO in 2009 revealed that more than 85 percent of small business enterprises in Galkayo were managed by women. These include, milk sellers, khat sellers, meat sellers and fruit and vegetable sellers. In addition the project documents also notes that women manage household expenditures for essential and non-essential items.

Besides, advocating for job creation for women, the action sought to improve the value chain and therefore diversify opportunities for income generation for women. Women directly benefited from the improved meat markets and production centres. In the meat markets, for example, improved storage reduced wastage of meat and therefore losses for the small business women. Training on processing of *nyir nyir* also added the meat products that women sold. A total of 80 women were also trained in vocational skills such as tailoring. Notably while women may not have benefited much from the short term jobs, they were the biggest beneficiaries of jobs created or improved from the improvement of infrastructures especially meat markets and production centres.

IDPS and returnees: IDPs and returning refugees are a result of the war in Somalia, as well as persistent droughts experienced which have equally displaced many. Most of those displaced ended up in urban areas in search of jobs. This action was sensitive to the plight of the internally displaced and through affirmative action; 60 internally displaced people, among them 30 women were beneficiaries of the vocational skills training. Without this intervention, beneficiaries from the IDP camps would still be facing the same vulnerabilities they faced. The action laid a foundation for more active role of the vulnerable and unstable populations in the labour market.

Local Authorities: Local authorities were generally weak at the inception of the project. They were seldom able to offer any meaningful services to their citizens, given the low resource base, inefficiencies in tax collection, and limited human and technical capacities. The project systematically worked to improve the capacity of the local authorities, through their active involvement in decision making, support towards identification of the tax base, support with the resource management systems, trainings on the management systems, training on road maintenance and eventual transfer of

road maintenance roles to the local authority and support for establishment of PPPs for the management of various infrastructures. The integrated support for local authorities was strategic and a deliberate effort to build their capacities and claim back their mandated role of service delivery to the public. Specifically, PPPs will strengthen service delivery through private investments in service provision for services that would hitherto not be financed through user charges.

Private sector/SMEs: In the context such as Somalia's where market systems and institutions are weak and the government lacks requisite capacity, a vibrant private sector plays a pivotal role in the socio-economic recovery. The sector ideally should be characterised by improved entrepreneurship, and developed small and medium enterprise sector. The project directly targeted SMEs through training on skills and provision of grants. Through market forums, the SME sector was being organised so that it could better advocate for the sector's interests. Development of key infrastructural works would boost the private sector through improved business environment. Finally, the private sector, through PPP arrangements, had started injecting the much needed financial capital into the market system and to consolidate growth in the economy through inclusive and efficient management of public goods and services.

3.1.2 Relevance to the needs of the country

As mentioned earlier, Galkayo is a strategic town connecting south central Somalia to the north, the coastal town of Puntland. It is characterised by poor infrastructure development, poorly developed market and production systems and dilapidated road network. This situation is made worse by the fragile environment characterised by droughts. Human settlement continues to surge given that the town has a shallow water table which makes it ideal and strategic for settlement. More settlement implies increased water consumption which then calls for sound land and resource management practices if the resource was to remain available to the population. Actions towards better resource management in Galkayo and the rest of Puntland were partly addressed through result 4.

Galkayo and Puntland in general face high levels of unemployment, a situation that perpetuates the high levels of poverty. This project was however in conformity with and contributed to the attainment of the overall objective of the 10th EDF Joint Strategy Paper for Somali, Pillar III '*poverty reduction and consolidation of peace through sustainable and equitable economic growth.*' It was also contributing to fostering sustainable and social development, and the campaign on poverty in line with two of the three broad areas set out for Community Development Cooperation in article 177 of the EU treaty. The project was finally also designed to contribute to the attainment of Poverty MDG goals for Somalia. Being a key transit town connecting the south of Somalia to the north, Galkayo's growth and development, triggered by activities under results 1, 2 and 3, would impact on the Somalia in general.

To ensure efficiency and learning, the project design set to seek synergies with other interventions that were taking place in Somalia. Specifically, the design singled out the Joint Programme Local Governance and Decentralised Service Delivery (JPLG), District Development Framework (DDF), Youth at Risk project and Urban Development Plan. The activities prioritised by the local authorities for example were closely linked to the District Development Framework (DDF). This not only encouraged collaboration but it also led to more efficiency in allocation of resources.

3.2 Validity of project interventions and design

Validity of the project interventions and design typically looks at the extent to which project interventions and the design were consistent and compelling. The key question in relation to validity is; how did the interventions link with the project design in-order to produce the desired goal. This section therefore looks at several aspects that build onto the discussion on validity of the project interventions and design. These include 'adequacy, appropriateness, partners' roles and performance and linkages between inputs and outcomes among others.

3.2.1 Adequacy of project design process

The project design was logical and coherent. This was informed by a comprehensive problem analysis. Challenges facing Galkayo were adequately discussed and interventions aimed at addressing these challenges properly formulated. These were then shared and discussed with stakeholders and a mutual agreement on what was to be done reached. For example, livestock markets that had previously been proposed in the design were replaced with meat markets, which were identified as the most pressing need by the stakeholders this change was shared and approved by the EU. Similarly other proposals by local authorities such as construction of police stations were dropped and reasons explained to local leaders. In general, the needs of the target beneficiaries were taken into consideration at the time of project planning. The problem analysis has consequently been logically linked to the needs of the beneficiaries and further to the project interventions. This is the case, for example, in the problem of unemployment. The problem analysis lays down the context under which unemployment emanates the factors contributing to the problem and practical interventions to address unemployment.

3.2.2 Appropriateness of project design process

The project design process lacked the participatory aspect in the sense that stakeholders, especially at the local level were not involved at early stage of the project. The project was designed by the implementing partners with minimum input from local stakeholders. However, as noted earlier, prior to the commencement of the project interventions, all stakeholders at the national and local levels were introduced and sensitized on the project objectives and expected interventions. This, for example, started with the introduction of the project to the local administrators in August 2011. It was followed by a project launch meeting that brought together Galkayo Municipal Authorities, Puntland Ministry of Planning and International Cooperation, Ministries of Labour and Environment, ministry of public works, ministry of interior and the three implementing partners, where the project was discussed in detail and clarifications sought. This meeting and other subsequent ones offered opportunities to the local level stakeholders to input into the project design.

Besides project activities, especially the infrastructural projects were preceded by preparatory studies such as baseline surveys and feasibility studies, which further informed the design and eventual implementation modalities.

3.2.3 Project partners roles and performance

This project was implemented by ILO in partnership with FAO and TS. ILO is the managing partner responsible for project coordination and reporting. ILO was also responsible for the delivery of labour intensive infrastructural and environmental works and development of technical and entrepreneurial skills training packages to deliver employable people into a defined and expanded labour market under results 1 and 3. ILO did well in managing the project which saw the timely completion of most activities, under a strenuous environment. Further, there was evidence from interactions with stakeholders that ILO was able to offer consistent technical support to activities under the two result areas through the local office based in Garowe, and from Nairobi. Interviews with stakeholders and beneficiaries reported that ILO was consistently in touch with actors on the ground. It was no wonder that all activities in the north were completed within the initial 36 months, except where there were slight variations in what was planned, for example where a contractor offered to widen a road beyond what was planned for as part of their contribution to the community. Sustained short term jobs for women however remained a challenge for ILO. This was mainly attributed to the nature of jobs that were culturally viewed as being more masculine.

FAO took responsibility for the delivery of designs, construction and or rehabilitation of meat markets and slaughter houses. It was also supporting the Ministry of Labour and Environmental to develop customary law on environmental management and protection. Interviews with FAO and stakeholders noted that FAO supported the project interventions through its office in Garowe. FAO however did not have an office in Galkayo, nor a resident technical officer based in Galkayo to support the implementation. They however worked with an Institutional Development Officer who acted as a link between the project, Local administrations and the Ministry of Livestock and Animal Husbandry. Much of the project technical support from ILO was sought from their Nairobi office, backed up with travels by technical officers to project sites. As such, FAO, or their representative were not adequately visible to most stakeholders. This finding was also reported in the midterm report. This gap was reported to have led to delays in execution of interventions under result 2, which also led to delays in establishment of PPP arrangements. All activities had however been complete as at the time of the final evaluation.

TS took responsibility for the delivery of activities under result 2. Specifically, it was supporting the establishment of PPPs in management of public goods and services and adoption of better revenue collection, accounting and information management systems by local authorities. TS had officers on the ground and working stations in each of the local authorities. This improved their effectiveness and efficiency. As at the time of this evaluation, all the 4 targeted PPPs had been established and management agreements signed between them and the local authorities and road maps developed. Three PPP committees had commenced activities on the facilities they managed. One committee, responsible for the management of the slaughter house in North Galkayo, was yet to commence activities. Both local authorities had been trained on the AIMS and BIMS, equipments for operating the systems bought and a total of 18 employees of both local authorities fully trained on the systems. Owing to inefficiencies within the local authority, the system was not fully operational to the level where, for example bill and invoices are printed. The local authorities also

faced the posed by high attrition by staff and the fact that the senior officials were not trained on the system and may therefore not appreciate its use⁹.

3.2.4 Internal and external influences

As noted during the mid-term evaluation, there were delays in signing the agreements between partners due to administrative matters within the organisations. All eventually signed and project was launched. Almost one year after, the project suffered another setback following the exit of ILO project manager which led to a gap in the project coordination. This was resolved towards the end of 2012 when another project officer was recruited. According to partners and other stakeholders interviewed, project coordination has been smooth and effective since.

Externally, Galkayo town is prone to attacks by militia groups and conflicts between rival ethnic groups. The town is divided into two administrations, a situation that complicated project coordination and implementation. While the North is relatively stable with more stable structures, the South is volatile, with weak structures and suffers more insecurity incidences. During year 1 of the project for example, there were numerous occasions when project staff were denied clearance to travel to Galkayo. This resulted in delays in some activities. The project further suffered changes in municipal administrators in both North and South. During 41 months that the project was implemented, there have been three mayors. With every change a meeting was convened to bring the new administrators to speed. Sometimes this delayed activities.

3.2.5 Linkage between outputs and outcomes

The project had one overall objective and one specific objective which led to four results. The overall objective was to provide an enabling environment for investment and public private partnership and for improving livelihoods. More specifically the project aimed at improving the livelihoods of vulnerable households in urban areas through employment creation. These objectives would then lead to the following four (4) results;

- i. Private sector construction enterprises strengthened, employment opportunities and social protection enhanced through labour-intensive urban infrastructural and environmental works
- ii. Private Public Partnership in management of public goods and services established and employment opportunities enhanced
- iii. Self-employment opportunities and social protection created and enhanced
- iv. Environmental awareness and protection enhanced for sustainable use of natural resources

These results emerged from various interventions. For example in result 1, use of private construction enterprises in road rehabilitation and construction of other infrastructures strengthened their capacities. These construction enterprises employed people in short terms jobs during the construction. Using the money paid to them, some of the employees

⁹ Local authorities are heavily reliant on senior officials such as mayors who more or less drive the agenda.

started small businesses. Others use the gained construction skills to seek employment with other contractors. Businesses operating around the areas where roads, for example, were constructed or rehabilitated, started receiving more customers due to improved movement. This increased their incomes, and some employed more workers.

Similarly, result 2 was as a result of more inclusive management arrangements of public goods and services between the public and private sectors, which will lead to additional long term job opportunities for people working in the establishments, and improved businesses thus incomes. Result 3 was realised from support to the private sector and SMEs to forge a demand driven local economic development, which will, for example, impart skills that respond to local needs. This will create a pool of skilled people ready to offer their services in the market. Finally, result 4 resulted from interventions aimed at raising awareness across Puntland on the need for better environmental management and development of laws and policies on environmental management.

Clearly, direct linkages were seen between the project results, project outputs, outcomes and the overall objective, which was to provide an enabling environment for investment and public private partnership and for improving livelihoods. This was then expected to create direct and indirect jobs and eventually lead to improvements in livelihoods. Result 4 was also indirectly linked to the overall objective. The result was also directly linked to result 2 in the sense that the Ministry of Environment with support from the project was able to carry out environmental impact assessments on areas where slaughter houses were constructed and essentially creating both long and short term jobs.

Further, causal linkages between interventions under result 4 and the challenges faced in Galkayo and Puntland are traceable. For example, environment degradation depletes vital resources which results to hunger, drought and general poverty. It was therefore in the interest of market systems in Galkayo that the environment was protected from destruction so as to support a population that can actively engage in the market. A good environment would also feed the market with raw materials. Secondly, the harsh environment was blamed for the influx of migrants to the urban areas like Galkayo. This strained service delivery in Galkayo, and resulted to high incidences of unemployment. Therefore, interventions under result 4 remained relevant to the needs of the people and Puntland at large.

3.2.6 Project objectives, results and appropriateness of indicators

Project indicators were clearly spelt out in the logical framework (LOGFRAME) matrix. This evaluation notes that the indicators were Specific, Measurable, Accurate, Realistic and Time Bound (SMART). The log frame is further elaborated in the performance plan which systematically shows the milestones and specific dates when the targets outlined in the log-frame were to be met. Similarly, the performance plan is clear and logical, the indicators, situation at baseline, end target and most milestones towards the achievement of the end target were all well stated and realistic.

Overall, it is the view of this evaluation that the project design relevant, contextual and strategic to the achievement of the project objectives. The inputs, activities and expected results were logically linked to each other. The set targets

were realistic and no wonder all were achieved. However, monitoring and evaluation plan could have been strengthened to make it more clear and useful to the project in improving the implementation effectiveness.

3.3 Project effectiveness by result areas

The following section presents a detailed analysis of the effectiveness of interventions implemented in each of the result areas. These result areas directly fed into one specific objective which is '*Livelihood of vulnerable households in urban areas improved through employment creation*'. This specific objective further fed to the overall objective which was to '*Provide an enabling environment for investments and public-private-partnership and for improving livelihoods*'

3.3.1 Result 1: Private sector construction enterprises strengthened

Intense discussions and consultations with the local authorities led to the identification of the infrastructural works that were supported by the project. The local authorities identified the roads and drainage sector and small scale industry and manufacturing sector and the priority sectors for support. Prior to this, the local authorities had provided a list of projects drawn from the District Development Framework (DDF). But a number of the proposed projects were eliminated for not fully meeting the objective of livelihood improvement and employment creation. Others were already receiving attention from other projects. Ultimately, roads and production centres were prioritised for support. Three production centres were constructed, 2 in the south and another in the North. Two meat markets and two slaughter houses were also done in north and south respectively. In total 4 tarmac roads and 3 gravel roads were done.

Infrastructure feasibility studies,

Prior to commencement of projects, feasibility studies and cost benefit analysis were carried out on proposed projects to establish the net user benefit which was used to rank the most viable projects. Projects with highest net use benefit were selected. Feasibility studies were carried out by local enumerators trained by ILO technical staff, using tools developed by ILO staff. This approach worked well not only in conforming with the good practices in development works, but the fact that they were carried out by local enumerators worked well in building the capacity of local people.

Training and capacity building for implementing partners and local authorities

The project supported a number of trainings in efforts to build the capacity of partners local authorities. In December 2011a training on and capacity building on labour standards , tender procedures, supervision of labour intensive projects, monitoring and reporting was carried out for the private sector and municipality staff from Galkayo North. A similar training for Galkayo South was done in the first half of 2013. The training provided the basics for work created to meet international standards and facilitate longer term employment. It targeted district engineers, mayors, procurement officers and contractors. In addition the project also support engineers who provided technical backstopping to both municipalities, at the JICA centre in Mbeya, Tanzania. The training focused on planning, designing managing, implementing and maintaining roads through labour-based technology (LBT) approaches.

Infrastructure development

Market/production centres: Three production centres were constructed with funding from this project. These are the Xera Dayax production centre in the north and Horumar production centre and Wadajir production centre in the south. All had been completed and were operational at the time of the final evaluation. Xera Dayax production centre in the north was completed in December 2012, while Horumar and Wadajir in the south were completed in February 2014 and December 2014 respectively. Later, modifications were done to the Xera Dayax production centre whereby subdivisions into cubicles were done on the previously open hall an extra shed was also constructed . This was welcomed by the people operating from the market. Horumar and Wadajir were not subdivided. All production centres were being used by traders involved in shoe repairs, tailors, and traders selling electronic equipments and mobile phone accessories. Xera Dayax in the North had space on the outside for blacksmiths.

Findings from field visits showed that while Horumar production centre in the south was fully occupied, Xera Dayax in the north was not, a contrast to the situation during the mid-term evaluation when it was fully occupied. It was explained that traders previously operating from the centre had acquired temporary trading sites on the streets when the market was under renovation. They therefore operated part time from the centre and from the streets. However, interviews with traders at the centre echoed the need to market the facility which is located at the hub of Galkayo town, a role that could very effectively be carried out by the market forum in collaboration with the municipality. Traders operating from the centres were nominated by the market forums. They represented general traders in Galkayo including minority groups such as people with disability. In Xera Dayax production centre, it was observed that in efforts to manage business overheads, traders shared spaces on alternate days. This allowed them to share the fees paid to the local authority and effectively cut on their business costs. The photos below show the situation before and after construction.

Photo set 1: Empty site where Xera Dayax is, completed center, before and after partitions



Source; technical progress reports and photos taken during evaluation mission

The evaluation noted that the production centres were properly designed and strategically located, with the occupants generally satisfied with the facilities. Those in Xera Dayax in the north would however want more to be done to market the facility and pull customers to the market. Traders paid an estimated 0.2 dollars each day to the local authority. This amount was low, considering that the environment was more conducive.

Road rehabilitation and construction works: Roads were priority projects in Galkayo due to the deplorable state of all the roads in the town then. There was for example no tarmac road in the town prior to this project. Only the main Galkayo road had tarmac, which had worn out making it difficult for vehicles to navigate the road. Further, Galkayo town

is prone to floods which damage roads and impact negatively on the business community and the general livelihoods of the people. Selection of roads to be supported by the project was a trade-off. It was preceded by feasibility studies to establish the roads with the highest net use benefit. Discussion with the local authorities also came in handy to identify the viable roads. Generally all roads selected for improvement were strategic to Galkayo and their improvement was reported to have immensely improved business prospects.

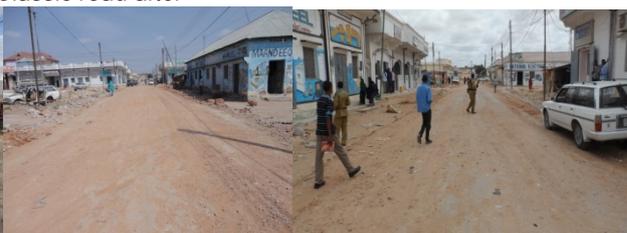
A total of 7 roads were improved 3 of the tarmac and the other 4 gravel. The tarmac roads are Xera Dayax, New Xera Dayax, and Main Galkayo tarmac road. The gravel roads are Classic, Rahma, Hobyo and Golol. All roads projects planned in the project had been completed. In the north of Galkayo, a section of the main Galkayo road was being done the final touches and was expected to be opened for public use in a day. Delays in completing the road were attributed to the fact that, the contractor, using their own resources, decided to widen the road by an additional 3 metres. This, together with the numerous businesses along the new road, slowed the work. A similar situation was experienced in south Galkayo with the Golol road whereby the contractor offered to construct extra meters of the road as a contribution to the community. This construction further received material support from the local business community. One section of the road was officially opened during the field visit for this evaluation while the other section was nearing completion.

Photo set 2: Photos of various roads before and after completion

Classic road before



Classic road after



Golol road before



Golol road after



Rahma road before



Rahma road after



EU visibility in road works



Source; Technical progress reports and photos from evaluation mission

Impact assessment of labour intensive works on employment

Interviews with the mayors from both administrations in Galkayo revealed that the people of Galkayo were generally happy with the roads constructions. They noted that the improvements had made movement around the town easier and faster. They contributed in reducing congestion in sections of the town. Moreover discussion with business people operating along the improved roads noted that the improved roads had increased pedestrian and vehicle flow which had translated to improved business. Some reported that they had employed additional staff to cope with the increase in number of customers. They also reported that more businesses had opened up along the improved roads. This finding was collaborated by two commissioned impact surveys carried out in January and December of 2013.

The first survey aimed assessing the direct jobs created for those employed to carry out the construction works; indirect jobs created for contractors and other associated service providers who may have benefited from the contracts; and induced jobs or small businesses which may have started as a consequence of the projects. It targeted 60 respondents sampled across the three job categories described above. Results from the assessment, also reported in the midterm report reveal that infrastructural works were able to create 42 direct jobs, 48 indirect jobs and 17 induced jobs. About 57 percent of the people employed were youth which was well in line with the objectives of the project.

Most of those employed were unskilled accounting for about 69 percent of those interviewed. This mirrors the situation of youth in Somalia. These worked in the roads sector, 14.3 percent in the meat market and production centre while about 16.7 percent worked in both roads and production centre/meat market. In relation to earnings, 83.4 percent reported that they earned between USD 5 and USD 20 each day. Another 14.3 percent took home USD 21-30, while a small number 2.4 percent reported that they earned less than USD 5 per day. These earnings were in line with the minimum expenditure basket estimated at about USD 125 each month.

With more than half (57 percent) noting that the amounts earned were adequate, a majority (90.5 percent) reported that their engagement with the project had other non-monetary gains such as acquisition of skills and experience, which they used to access other opportunities. No wonder, about 67 percent reported that they had gotten other placements after the project interventions ended. Others worked in different infrastructural works within the project. Majority, (93 percent) further reported that their lives had improved. When asked to state what they viewed as the most important achievement of the project, 83.3 percent reported that it was job creation. This is an indication that the effect of the

short-term jobs was actually being felt.

The second survey is presented in the 5th technical report covering 1st August 2013 to 31st January 2014. The objective of the second survey was to assess the impact of the rehabilitation/construction works on longer-term employment creation. This was done in December, 2013. The survey targeted businesses along the main Classic tarmac road in Galkayo town, which had been rehabilitated in 2012. The survey entailed interviewing business people along the road on their status after the construction, compared to status prior to the construction. Previously existing businesses as well as new businesses were assessed.

This survey revealed that rehabilitated/constructed roads had stimulated growth of existing businesses and had also led to the establishment of new businesses. A total of 195 enterprises were sampled and interviewed. Of these, 70 percent had hired new employees following the rehabilitation of the road to cope with an increase in the flow of customers. A total of 378 people were employed in the businesses, 29 percent of whom were female and 71 percent male. Given that most enterprises along this road were established prior to the works done in 2012, it was highly likely that most of the new jobs created were as a result improved business prospects triggered by the improvement of the roads. Notably business categories that accounted for most of the new employment included cafeteria/restaurants, hotels and tailors. Most of the new businesses were micro and small with an average investment of about USD 1,000. Higher investments of more than USD 5,000 were mostly reported along the tarmac road.

So the question that begs to be answered is what do these findings from the survey mean for the people of Galkayo? Discussions with business people and stakeholders in Galkayo indicated that that slowly people were starting to respond rationally to the developments in infrastructure. More investments in business meant that people were slowly starting to gain confidence in business prospects around Galkayo. Some of the people that were randomly sampled along the constructed roads were people that had moved from the Diaspora and have now set up businesses in Galkayo. One staff members of one the contractors was previously working with a road construction authority in Uganda, but had since moved back to Galkayo. Beyond the employment generated and induced by the infrastructure development therefore, there was an underlying sense of hope among the people of Galkayo, largely triggered by the developments and improved capacity of local institutions.

Capacity building of local authorities: As part of capacity building of local authorities on labour based technologies, the project supported municipal and private sector engineers from north and south that were providing technical backstopping in the construction of roads. The training was held at the Appropriate Technology Training Institute (ATTI) in Mbeya Tanzania. The training focused on planning, designing, managing, implementing and maintaining roads through labour based technology (LBT). The training for the engineer in the north was carried out during the first phase of the employment intensive infrastructural projects while training for engineer from the south was done within the period February to August 2013, just when infrastructure projects in the south were commencing. The 4th technical progress report observes that ILO, through its technical cooperation with Puntland's Ministry of Public Works and Transport under

the auspices of Joint Programme on Local Government (JPLG) will continue to support the municipalities in institutionalizing the operations and maintenance systems embedded in the municipal processes at the district level as it has done with other local/district authorities.

Office equipment for north and south Galkayo municipalities: Following standard procurement process, ILO purchase office equipment for north and south Galkayo municipalities. It was agreed between the parties that the equipment would be used by municipal personnel working directly in the implementation of the project and not for general use. The handover of these equipments which included desktop and laptop computers, projectors, and printers among others was done in May 2013.

Photo set 3: Equipment handed over to the local authorities



Source: 4th technical progress report

Job creation under result 1:

Activities under result one largely surpassed set targets. 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.

Observation of the effectiveness in the implementation of result 1: This evaluation observes that activities under result one were well implemented. They managed to meet the set objectives of improving the quality of road and market infrastructure, create short and long term employment and build the capacity of local authorities' staff to manage and supervise labour intensive projects. This notwithstanding, participation of women especially in direct short term jobs was below average. This was attributed to cultural orientation given that the construction jobs were mainly done by men. Women were more involved in indirect activities such as supply of materials and food and employment in businesses where they accounted for about 30 percent of people employed in new businesses. This was encouraging, but future similar projects have an opportunity to improve on this.

3.3.2 Result 2: Public Private Partnership in management, public goods and services established

This result involved rehabilitation and construction of meat markets and slaughterhouses and establishment of Public Private Partnerships (PPP) arrangements for the management of the facilities. The project design had nevertheless proposed the construction of livestock markets as opposed to meat markets. Activities under this result commenced in May 2012, with a consultative meeting that brought together mayors from north and south and other stakeholders in the meat value chain such as community leaders, municipal officials, abattoir workers, meat retailers, livestock traders and regional veterinary officers. This meeting was preceded by another with the Ministry of Planning and International Cooperation.

Following these consultations, stakeholders noted that they would prefer rehabilitation of existing meat markets as opposed to the construction of livestock markets as had been proposed. This view was informed by the most pressing needs for meat traders in Somalia. The argument was that meat markets were more closely integrated to the slaughter houses as opposed to the livestock markets. Livestock trade was also still seen as an informal activity. This was contrary to the initial conceptualisation of the interventions whereby the livestock markets were seen as a key component of the meat value chain. Effectively, taxes were best levied in the livestock market as opposed to the slaughter houses and meat markets. As a result the wishes of the stakeholders to construct the slaughter houses and rehabilitate the existing meat markets were respected by the experts. However based on FAOs experience and global practices in strengthening the meat value chain, FAO still believed that livestock markets remained vital to completion of the value chain. The north of Galkayo was close to completing this value chain after benefiting from construction of a livestock market with funding from an Italian organisation.

Other activities under this project were establishment of Public Private Partnerships (PPPs) to manage meat markets and slaughter houses. Four PPPs were to be established 2 for the meat market in north and south and 2 for the slaughter houses in the north and in the south. Establishment of PPPs was therefore tied to the completion of the facilities. TS were also supported the introduction of a modern municipal revenue automated billing system.

Meat Markets: As noted earlier stakeholders chose to have existing meat markets rehabilitated as opposed to constructing livestock markets. Consequently Galkayo meat market in the North and Midnimo meat market in the south were prioritized for rehabilitation. But it later emerged that Midnimo meat market in the south had been rehabilitated by another organisation. It was therefore agreed that a new meat market would be constructed in the south. Identification of the contractors followed FAO tendering procedures.

The meat market in the north existed. Rehabilitation works were therefore meant to expand the market to accommodate more people, improve hygiene and general meat handling. Rehabilitation works commenced in January-February 2013 with traders being relocated to a temporary site. This followed due consultations with the local authorities, where adequate measures were taken to ensure that traders who previously operated from the market would still get the first priority to occupy the rehabilitated market. The works resulted in the creation of short-term employment, improved

hygiene and handling of meat, maintenance of the facility, expanded and improved capacity to employ more traders on a long term basis. An extension to the market was done. The additional space was initially meant to be space for offloading the meat and to dry small pieces of meat (*nyir-nyir*). This was however not the case. Demand for trading space led to the occupation of the extension by green grocers and other traders. Evicting them would negate the principal objective of the project which was job creation.

Site visit during this evaluation revealed that meat traders and other grocery traders were utilising the facility. Meat traders operated from inside the facility and a few from the extension where the grocery traders were located. This is seen in the photos below

Photo set 4: Galkayo north meat market before and after construction



Source: Technical progress reports and photos taken during evaluation

Besides the market rehabilitation and construction in the south, the project also provided meat traders with equipments such as knives, cleavers, chopping boards, fridges, meat mincers, wheelbarrows, sharpeners, manual saws, electrical deep fryers, electrical band saws, fridges, electrical meat mincers and protective gear for both Galkayo north and Galkayo south, which were procured and delivered towards the end of January 2014. While smaller equipments were effectively in use, the freezers and electric mincers faced an additional challenge. While the equipments are standard by global standards, the watts required to run the equipments is higher than what is available from the public supply. Traders are therefore forced to place ice cubes into the freezers, meaning they could only store small amounts of meat for a short duration. An assessment of voltage of the power in Galkayo should have been done to inform the size of freezers that was compatible.

Photo set 5: Handing over of meat equipment and freezers and the equipment in use



While it was not in doubt that working conditions for the meat traders, hygiene, and generally the handling of meat had improved, there were concerns that needed to be addressed. First, Galkayo meat market is the most active and busy market in the town. There is therefore heavy traffic flow of meat buyers and sellers. Facilities such as display service were quickly wearing out, partly due to misuse by the meat seller who at times fails to use chopping boards. Failure to enforce good practices by the local authorities could easily erode the improvement works.

Further, traders were still displaying meat on cartoons, which albeit a popular practice, cartoons were noted to be highly absorbent and can easily result in contamination. This therefore required sensitisation of traders on associated risks and strengthened enforcement by the local authorities. Further, the drainage tunnel cover on the floor of the facility was visibly loose which could pose injury risks to traders and sellers alike. While traders called for a change in the design of the drainage cover to have concrete slabs that can be removed and replaced during cleaning, the PPP committee will need to step up its efforts in ensuring that the drainage cover was well maintained to prevent risks of injuries. This tiles, cartoons and drainage cover are seen below.

Photo set 6: Worn-out services, use of cartons and loose drainage cover that poses risks of injury



Source: photos taken during evaluation

Of concern, however, was that these challenges had not been picked up and addressed by the PPP committee or the local authority. This is despite the fact that traders paid an average of 5,000 Somali shillings to the local authorities. While the PPP committee was relatively new, it was expected that it would have already taken ownership of the facility and come up with modalities to maintain the market in high standards.

Despite the mentioned challenges, traders in the markets were happy with the rehabilitation that was done. They noted that the market was handling more volumes given that it serves people from both north and south populations. This was notable given that the market was somehow a unifying factor. Green grocers were also satisfied with the facility most hoping that more of such can be done so that other traders can equally benefit. In the south, construction of the market

was initially stopped after complains that the site for the meat market was far from the busy areas of the town. The mayor intervened and allocated another land where construction was done. The meat market was operation though not as busy as the done for the north. This facility being newer and less busy was still in good shape and *relatively* well maintained as seen in the photos below. Similarly, the meat market also housed meat traders and grocers.

Capacity Building:

Meat traders and handlers were trained on basic hygiene principals and therefore the need for proper meat markets, a message that seemed to have sunk in them, for them to agree to vacate the meat market and pave way for rehabilitation. In addition, the processes followed such as the tender was advertising and opening was an opportunity for the local authorities to learn the process and for stakeholders in general to appreciate the need for open bidding. People involved in infrastructural works built into their experiences and gained additional skills that they would continue utilising.

Slaughter houses in north and south: Two slaughter houses were constructed in north and south. Prior to commencement of the construction works, FAO's technical staff trained participants from north and south on the basic principles of slaughterhouse site selection. The participants included meat traders, meat sellers, community and religious leaders, local authority staff, regional veterinary officers and livestock traders. Notably, involvement of local stakeholders was strategic in forging ownership of the project interventions. It also builds the capacity of stakeholders to undertake similar activities. This notwithstanding, a land dispute temporarily stopped the construction works in the north. These were however resolved and work continued.

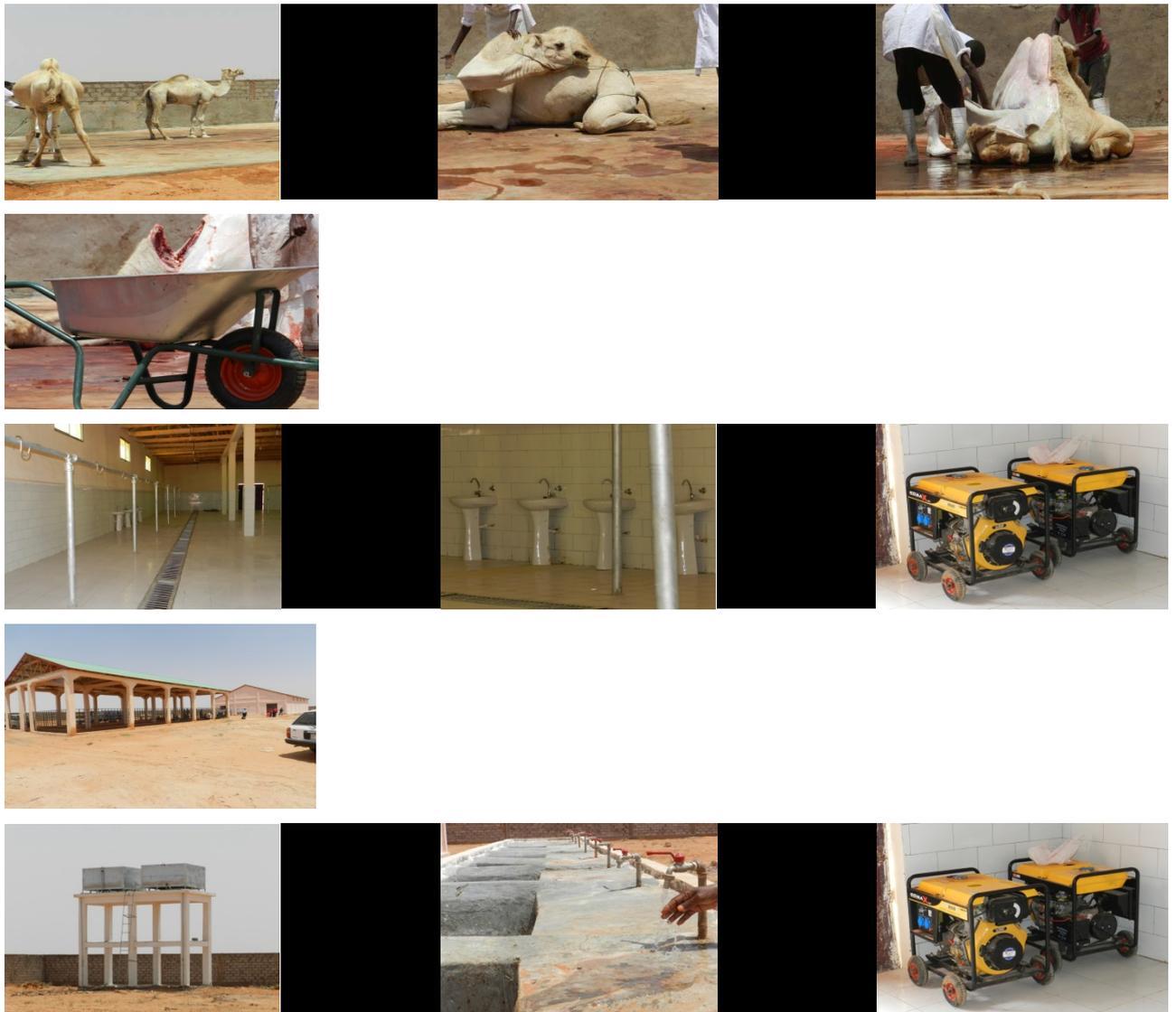
Both slaughter houses had been completed by December of 2014. Official commissioning was however only done early February 2015, when the government officials expected to grace the occasion were available. The slaughter house in the south was already in operation as at the time of this evaluation the one in the north was yet to commence operations. When asked why the facility in the north was not operational the mayor reported that they were yet to develop guidelines for the operations of the PPP. Further discussion with the PPP committees revealed that traders had some reservations about the slaughter houses noting that they had some limitations.

PPP committee in the north seemed to have a problem with the contractor whom they said was from the south. This was despite that the contractor was selected through open tender. They further noted that the slaughter house was too far from the market, and that they lacked proper means of transporting meat. They noted that the slab on which animals are slaughtered was not well done and had potential to accumulate dust and retain blood. Water reliability was also a challenge given that it was connected from an IDP camp some 2 kilometres away. Although there were storage tanks, reliability of this water connection was in question. Rather, they would have preferred a borehole which to them was more reliable.

Similar issues were raised by the PPP in the south but this committee chose to start using the facility and resolve other issues progressively. The mode of transporting meat was not clear and this posed a challenge to most traders. As a

result most were yet to start using the facility with only about 7 camels being slaughtered each day from the new facility. This was promising though given that the facility had just been commissioned. Recommendations made during the midterm evaluation to have other supporting infrastructures such as washrooms and officers were implemented. As stand alone, the facilities were well done and were reflective of modern facilities as seen in the photos below. Equipments, including generators slaughters attire, knives, saws, wheel barrows and trolleys had also been bought. But for them to meet their objectives they must be utilised. Their usage can however only be promoted by the PPPs in collaboration with local authorities that have the mandate to enforce and sensitise the traders on value added in using the facilities.

Photo set 7: Galkayo south slaughter house





The north had benefited from the construction of a livestock market close to the slaughter house, with funding from an Italian organisation. As noted earlier a livestock market was a vital component to the meat value chain. FAO was optimistic that a livestock market would be constructed in the south as well.

Photo set 8: Galkayo north slaughter house



Source: Evaluation mission field visits

Job creation from result 2

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. More opportunities were expected to be induced by the facilities established. A physical count of people working in the meat markets showed that over 200 people were directly benefiting long term from the facilities. An additional over 110 were benefiting through induced jobs such as food and tea vendors, mincers and others. When

compared with the feasibility study the meat markets had resulted in an additional 126 long term jobs, 85 percent of which were taken up by women and youth.

Sustainability of the interventions: Establishment of the PPP committees comprising the traders as the private sector and the local authority was the clearest signal that these interventions will be sustained. The infrastructures were generally well done. The only major issue was their maintenance and management. Discussions with representatives of the PPP committees revealed that, while they understood that roles had now been transferred to them, they recognised that they still lacked capacity to address all issues relating to the maintenance and management of the facilities. Clearly this will require time, especially to enforce the use of the facilities and payment of fees by all, a role that the local authority as a partner in the PPP will have to embrace and enforce.

Design and implementation of PPPs: Establishment of PPP in Galkayo was not the usual business of bringing on board the private sector in the management of public services. In this case it was right the opposite. The meat sector was primarily managed by the private sector with the government playing minimal role. Key aspects such as hygiene, fair play, and sound management of the sector slowly being eroded. Through this project, and specifically the establishment of the PPPs the government has once again reclaimed its role overseeing the smooth operations within the sector.

Evaluation findings show that all the four PPPs (meat markets and slaughter houses) had been established and PPP agreements signed between the private sector actors and the local authorities. This process took long owing to the delays in completion of infrastructures for which the PPPs were to be established. As noted by TS, the partner responsible for this, the delays gave them time to hold extensive consultations with the various stakeholders in the north and the south. For example, In Galkayo south, TS had facilitated the formation of a PPP as early as December of 2012. An early start for TS was critical given that infrastructure development and establishment of PPP arrangements for those infrastructures were two closely related activities which were implemented by different organizations. Ideally the two should flow together and whenever possible implemented by the same partner.

As a start, there was need to make stakeholders understand PPP as a management strategy. TS therefore convened four meetings, 2 in the south and 2 in the North, with three objectives. The first was to create the general understanding of the concept. The second was to consult with stakeholders and understand their fears and interests and the third was to sensitize the community of the benefits of PPP. To ensure that the primary stakeholders understand the PPP concept, TS proposed that the local authorities carry out a door to door campaign targeting the meat sellers, brokers, slaughter people, etc. who ordinarily lack time to listen to radio due to the nature of their work. This was done and in addition the local authority in the north went ahead to appoint focal persons (head of social services) to lead awareness creation on PPP. This was followed by development of a PPP framework. This involved more consultations with stakeholders. TS were cognizant of the explosive issues in Galkayo such as the clan divisions and the slaughter fees.

They took no chances so they continued to hold consultations to get key stakeholders discuss and propose various ways of handling these challenges. When infrastructural works were almost done, much of the ground work had been done and TS was ready facilitate the signing of the agreements between the local authorities and the private sector.

Two PPP committees were met during the evaluation mission. It was evident that they understood the process of PPP formation quite well, which was an indication of their involvement in the process. They were also able to freely air their concerns even where there were weaknesses, for example in the slaughter houses. This should not be taken for granted as it signals growth in capacity of meat traders in Galkayo to understand what they need and point out areas they needed improved. They had invested capital to the PPPs which was a show of confidence in the process. In the south meat market for example, the PPP had issued identity cards to people working in the facility which points to their ability to streamline processes within the markets. However, some PPP committee members interviewed in the meat markets indicated that they had not been very active in the activities of the committee having had met only once. Overall, the PPP arrangements were taking shape and with time, they were showing potential to effectively oversee operations of the structures.

Establishment of local government revenue collection system: Tax collection in Galkayo was low owing to lack of a clear system and structures for collection. There was for example no reliable database of potential tax payers and local authorities further lacked capacity to effectively collect taxes from businesses. Without taxes, they lacked resources to meet the cost of service provision. Following consultations between TS and the local authorities, it was agreed that a more detailed survey be carried out with a view to developing a comprehensive database of potential taxpayers. Data collection began mid-2012 and went on till November of the same year. Reports available showed that about 30,000 potential tax payers in north Galkayo and 6,000 in south Galkayo were registered. Awareness creation complimented data collection efforts as many people were refusing to cooperate and deliberately refused to reveal information on property and business owners. In some cases, the local authority sought the intervention of village committees to win confidence from the public.

Following the registration of potential businesses, tariffs were sought from the respective local authorities and taxpayers assigned their respective tariff codes. Assigning of tariffs was slowed down in the south where the administration had delayed in hand over the tariffs to TS. The new administration however eventually handed over the tariffs but they did not have headings, logo or authentication signatures. Consultations between TS and the local authority resolved the issue and the tariff codes were assigned to about 6,000 registered businesses. This data was then converted into a BIMS database.

In addition, the project supported the adoption of Accounting and Information Management Systems (AIMS). This was to run on IT equipments that were bought with funding from the project. These include four (4) computerized working stations, (two (2) for each municipality, to help manage the taxpayers' database collection and Business Information Management Systems (BIMS). In total, 18 staffs from the two local authorities had received training that would enable

them run the systems. The midterm report observed that there was reluctance from finance personnel in north Galkayo to adopt the system even after training. More consultations with the local authority led to the acceptance and use of the systems. But to achieve this and good will from the local authority TS had to employ a technical person to assist the local authorities roll out the automated system. There were additional challenges; recorded tax payers' data for both municipalities could not be converted to BIMS database. Asked what would be the most important risk to the sustainability of the systems, officers from TS observed that failure by senior officials to support the system would inevitably lead to its collapse.

Observations on the effectiveness in the implementation of result 2: There was notable evidence that the intended objectives under result 2 had been met. Meat markets and slaughter houses had been constructed, and were in use at the time of this evaluation except for the slaughter house in the north. Jobs in worker days and short term jobs had been generated and so were long terms jobs which had increased from the meat markets. Slaughter houses were expected to generate more long terms once fully operational. PPPs for the management of the meat markets and slaughter houses had also been established and PPP agreements signed between the private sector and the government. The PPP committees had gone through the PPP building process and though they had capacity limitations relating to mobilisation of funds and marketing of the facilities, they were evidently aware of their roles. Although PPPs had some concerns on the slaughter houses, the facilities were ready for use and the one in the south was already being used.

Similarly, TS had supported local authorities to register potential tax payers, adopt the use of revenue management systems, and built the capacity of the local authority personnel to use and manage the accounting systems. It was expected that the local authorities would begin to print bills from the installed systems. Notably, the goodwill of senior officials within the local authorities will to a large extent influence the continued use of the systems by local authorities.

3.3.3 Result 3: Self-employment opportunities and social protection created and enhanced

Interventions under result 3 were implemented by ILO. These had longer term objectives of fostering development of existing SMEs and associations and strengthening of new ones, providing them with the means to improve management of their businesses, strengthen their technical skills, access finance and equipment, especially related to appropriate technology. The project's approach to enterprise development was based on the premise that value chain analysis and development of interventions driven by market actors ensures appropriate selection of demand-driven products, more efficient production, higher quality commodities, stronger business linkages and increased employment opportunities.

Appropriate training for implementing staff was conducted by the local partner, Horn Relief¹⁰, to enable them assess viable markets, understand the links of the value chain, conduct workshops and establish market forums. The training on Participatory Market Systems Development (PMSD) was organized and was carried out over 3 days in Garowe.

¹⁰ Later, Horn Relief declined to continue with their engagement in the project. This saw the coming on board of Smart Vision

Market Assessments: Following the PMSD training, staff embarked on a preliminary assessment of the market that largely targeted milk and vegetable sellers. Focus group discussions were conducted separately for each sector. In the discussions, the two sectors developed market maps and identified solutions and strategies for market improvement and defined joint action plans which can form the basis of the action or strategic interventions for future implementation. Some common elements across the sectors included literacy and numeracy, access to business development services (including ability to organise and access financial support), establishment of trade associations and development of feeder roads.

Horn relief was tasked to carry out a market assessment on vegetable and milk sectors but subsequent market assessments were carried out by a local partner Smart Vision after Horn Relief pulled out of the project. Six sectors were identified and assessed. These are: waste collection, fruit and vegetable selling, water, baking, construction and light engineering. The survey assessed 60 micro and small/medium enterprises (MSMEs). The survey also assessed gender profile of the sector, performance, constraints and lessons. This was conducted only in the Northern part of Galkayo. The preliminary baseline survey concluded that detailed assessments be conducted for the two prioritized sectors – light manufacturing, and fruit processing. The findings from the assessments were discussed with the forums and stakeholders, leading to the development of an intervention strategy for the two sectors aimed at increasing their competitiveness and employment opportunities.

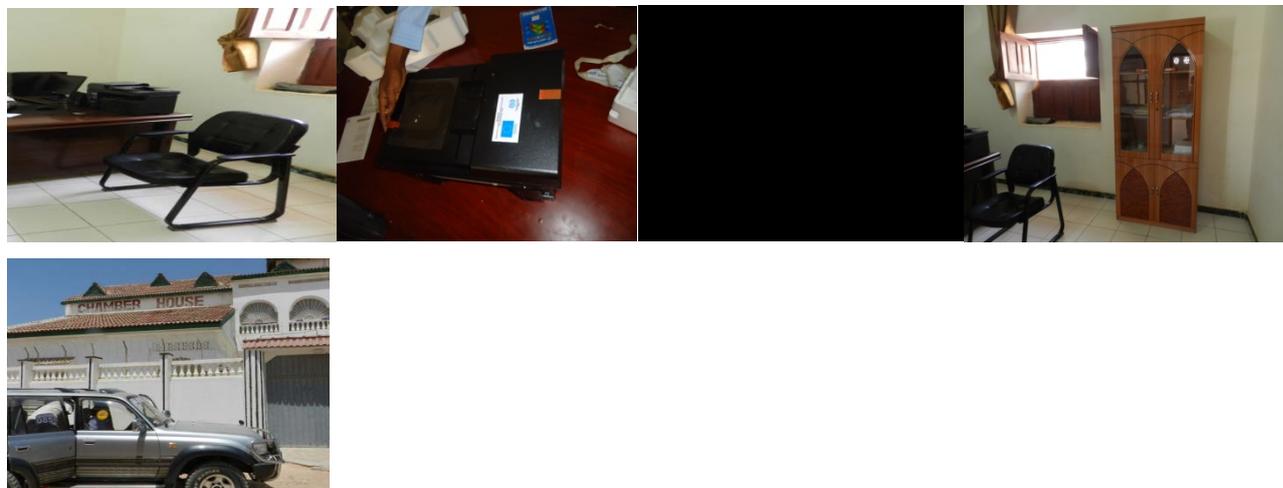
Establishment of market Forums: Representatives of the two prioritized sectors were assembled to work together as a forum which would promote those sectors. Key responsibilities would include lobby to access support and resources, promote activities carried out by their sectors, encourage ideas and proposals and assist in their development, review policies that affect their markets and lobby for amendments as necessary and promote public private dialogue to enable working relations and a more powerful economic impact in Galkayo.

Consequently, two other market forums were established, one in the North and another in the South. To form the basis for action by the market forums a baseline survey was also conducted to determine viable sectors for development and employment creation, the findings revealed that women are active in the areas of vegetable/fruit selling and waste collection while men on the other hand engage in the construction and light manufacturing sectors (metals and wood works). The baseline survey recommended that detailed assessments be conducted for the light manufacturing and fruit processing sectors in order to define interventions aimed at strengthening their competitiveness and absorption capacity for new employment.

A meeting held in November of 2013 established that the market forums were well constituted and generally representative of the prioritised sectors. To boost capacity of the market forum in the north, ILO pledged to support fundamental operational and running costs i.e. monitoring, publicity, increasing membership, fundraising and reporting. An agreement was signed to this effect in January 2014. Further, ILO purchased office equipment for Galkayo north forum which was to be utilised by the forum members working directly on the implementation of the project. The

handover was conducted in December 2013 to the chair of the forum. The market forum in the north was functional and some members were met in the course of this evaluation. That in the south needed more support to strengthen its capacity. The institutions on the south were generally less developed and faced more challenges occasioned by insecurity.

Photo set 9: Equipment and furniture donated to Galkayo north market forum



Source: Evaluation field visit photos

It was notable that the market forum was part and indeed shared an office with the chamber of commerce; in Chamber House. The chamber comprised of representatives various informal market sectors and others representing formal businesses. Further, specific working groups within the chamber ensured the interests of various stakeholders were taken into consideration. While this may not necessarily be a problem, it is observed that the interests of the market forum may easily be lost in this arrangement based on the understanding that the chamber of commerce represented the interests of more established and formal businesses, while the market forums represented the interests of micro, small to medium businesses. In our considered view, the independence of the market forum from the chamber of commerce was necessary if the market forum was to thrive.

Noting that the market forums would continue operating post project period, the project supported the capacity development of the forums. A workshop for the north Galkayo market forums was for example held on 23rd and 24th January 2013 in Garowe, the objective was to define roles, facilitate development of strategic plans, registration and opening of bank accounts. The workshop was attended by 5 forum members being the executive committee members of the main forum which consists of 18 members. The forum from Galkayo south did not attend due to security concerns.

Road assessment: Result 1 of the project proposal provided for the rehabilitation of road networks. One of the roads earmarked for rehabilitation was the Omar Smatter road. Under result 3 in collaboration with the market forum, the road was assessed to determine what businesses operated along the road and the potential for growth and development of new businesses once the road was improved. Residents were confident of seeing increase in business activities when the road was finally improved. They also identified spaces between the built-up areas which people could use for

businesses following consultations with the owners.

Development of criteria for the selection of appropriate production businesses: Following the completion of the market/production centre, the market forum undertook to draw up criteria to select the people to occupy spaces in the market centre. This was to be presented to the local authorities. There were delays following the departure of the mayor and it was not until February 2013 when another mayor was appointed. Identification of people to occupy the market was eventually done and spaces inside allocated. Beneficiaries of the spaces earmarked for black smiths were also identified in a similar manner. All spaces in the production centre had been allocated with support from the market forum.

Support for self –employment, income generating activities, training and tools supply: This intervention was based on the understanding that youth in Galkayo lacked skills which they could rely on to engage effectively with the labour market. In November of 2013 therefore ILO mission carried out an assessment of the Galkayo Vocational Training Centre (GVTC), being a potential facility for skills training. The assessment showed that the facility had what was needed for the nature of engagement that ILO was interested in. A decision was therefore made to partner directly with the institution. This was a more cost effective approach, as opposed to an earlier proposal for the project to revamp another facility that was not functional. In brief, GVTC was established in 1994 with funding from the Islamic Bank. It however remained dormant until 2002, when active learning from the facility began. Since then, 2,300 trainees have graduated from the institution 55 percent of them women. Key partners for the institution include the World Food Programme (WFP), Care International, and Save the Children among others. The most popular skills offered include electrical installation, carpentry, metal fabrication, office management, embroidery, hair dressing and beauty therapy, auto mechanics, food and fruit processing, and vegetable processing.

ILO and GVTC signed a contract on 15th January 2014. Specifically, the agreement with ILO was for the GVTC to conduct a skills assessment of the target group and ascertain the machinery and tools used in Galkayo and develop a training curriculum (based on the skills assessment) and recommend the type of technology for improved production for the light manufacturing sector. In the phase 1 of this intervention, GVTC trained and provided appropriate tools to 48 artisans, all from north Galkayo. These 48 beneficiaries were nominated by the forums following a rigorous profiling exercise. Most of the trainees were beneficiaries of the Xera Dayax production centre constructed by the project. The training ran for 2 months. In the second phase 200 trainees were identified through similar profiling exercises by the market forums. Half of the trainees were from Galkayo south and the other half from the north. Women accounted for 40 percent or 80 of the trainees, while 30 percent or 60 trainees were selected from among the IDPs. Of those selected from the IDP camps, 30 were male and 30 were female. Selection of beneficiaries from the IDPs was supported by UNHCR.

Tracer study of trainees

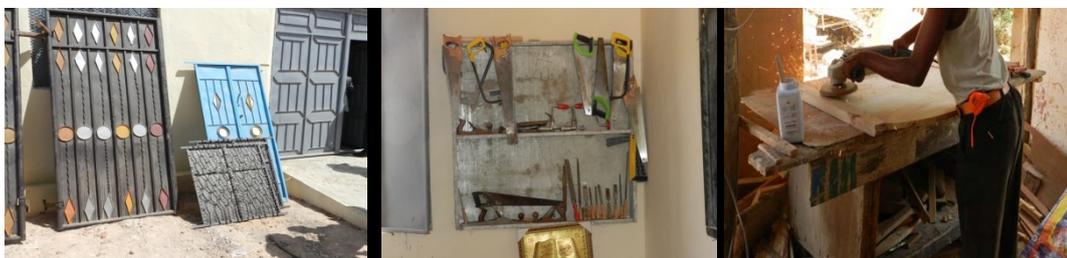
In August of 2014, a tracer study was carried out on the 48 trainees from phase 1. Results from the tracer show that 80

percent of the trainees were employed for wage while 20 percent were in self-employment. On average, incomes for those trained had increased by about 25 percent. Visits to some of the trainees showed that they were actually busy generating income from skills that they had learnt. This was more so for trainees in carpentry and wood work. Women from the IDP camps that had been trained in food processing were appreciative of the training noting that they not only processed food for sale but it also helped them reduce their losses. This enabled them to stabilise their small businesses. All trainees were also trained in business management. This was based on the understanding that many of them were either running small businesses or would end up in self-employment. This therefore prepared them adequately and improved the business operations of those who already had some running. All trainees were also issues with learning tools.

In December 2014 a grant beneficiaries group selection committee, comprising of the forum chairman, representative from the ILO, officials from the local authorities, representative from the district education office and staff from GVTC sat to determine the beneficiaries of a seed/start up grant. Although trainees had been asked to present their business ideas, a broader selection criterion was agreed on. Class attendance and participation accounted for 85 percent¹¹ of the score while other criteria were performance in the final examination, value, feasibility, sustainability and practicality of their business ideas and trainees' cooperation and participation in the entire duration of the training. Trainees were organised in groups or cooperatives of 5 people each, in which group they submitted a proposal. Out of a total of 19 groups/cooperatives that submitted their proposals from north Galkayo, 10 groups were issued with grants. Of these 3 groups/cooperatives had trainees in metal works, 3 others from wood work and 4 groups of trainees in fruits and vegetable sector. Similarly the south had 18 groups. The same criterion was used to issue grants for trainees from the south. GVTC was charged with the task to distribute the grant amount totalling to USD 60,000. The money was shared equally between groups in the north and those in the south. Each group of 5 trainees received USD 3,000.

Aspects of occupational safety and health were emphasized. In the training centre it was for example notable that tools were properly stored to avoid possible injuries. Trainees were given protective goggles and gloves during the training and encouraged to invest in the same in their areas of work. The photos below show some of the beneficiaries from the training.

Photo set 10: Products done by skills training beneficiaries



Source, evaluation field visits and progress reports

¹¹ Galkayo Vocational Training Centre Final Technical Report December 2014

Job creation under result 3

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.

Observations on effectiveness in the implementation of result 3: This result aimed at ensuring a demand driven skills supply and services in the market. It supported the establishment of market forums to engage in and represent the interests of the people in the small and micro enterprises. Activities under this result went well, starting with the participatory formation of the market forums and taking them step by step especially for the more active market forum from the north. The forums were also trained and supported to carry out market assessments on which their decisions would be based. In the north the market forum was active in the labour market and it played a big role in selection of beneficiaries for skills training, and those to benefit from seed grants.

Discussions with representatives of the market forum in the north revealed that the forum was still quite expectant of support from the project and or other development partners. They were yet to become self-reliant given that not many small businesses had registered with them. With the capacity and experience gained in this project they were expected to be able to seek support from other sources, so as to sustain their activities. There was also an impression that the market forum in the north was a shadow of the chamber of commerce. Capacity building of the market forum would therefore still be required to ensure that they were not mushroomed by the more confident and assertive representatives of formal businesses. Notably, the market forum in the south was yet to emerge as solid structure capable of discharging its expected roles.

Training and grant support for 248 beneficiaries worked very well in impacting them with skills that they now employed in the labour market. Some of the beneficiaries were experts in the vocational skills they learnt while many others had improved their business performance following the training in business management and receipt of the grant.

3.3.4 Result 4: Environmental awareness and protection enhanced for sustainable use of natural resources

Result 4 activities were being supported by FAO, working in collaboration with the Ministry of Environment Wildlife and Tourism. These activities included; carrying out environmental impact assessments of the target infrastructural works for result 2 , support to central authorities in terms of policy and strategies development, development of Draft Customary Law for Sustainable Use of Natural Resources in Puntland, sensitization workshops in Puntland to support and enrich the draft environmental policy, public awareness creation activities regarding the project and customary laws conducted through print media, TV and radio adverts, posters and flyers, T-shirts and caps and engaging and supporting Ministry of Environment, Wildlife and Tourism to start educating the public on the need for proper utilization of natural resources.

Environmental impact assessments: An international Environmental and Social Impact Assessment (ESIA) consultant and 2 local associates were contracted to undertake the ESIA on the 2 slaughterhouse sites and 2 meat market sites. This was effectively done and the reports released. The teaming up of an international consultant and two local consultants worked well in building the capacity of local associates.

Draft customary law developed: Five (5) experts were hired to draft the customary law and policy on sustainable management of natural resources. The draft customary law was prepared through wide consultations with stakeholders and the Puntland community. Interviews with the Director General in the Ministry of Environment revealed that the draft customary laws revealed to them the gaps that existed in the management of environment. It for example revealed the need for an environmental policy and environmental impact assessment guidelines. In his words, the process was 'an eye opener on environmental needs'

Input to the draft environmental policy and development of environment Act: Eight workshops were held across Puntland to collect views from the public on the environmental policy. This was in a bid to ensure wide consultation on the policies so as to forge ownership by the members of the public and other key stakeholders. A well consulted environmental policy was eventually written. Some of the consultative sessions are seen in the photos below. In addition, a law on environmental management was in the offing. A draft Environmental protection and Management Act was developed and so were environmental regulations. The Ministry was now in the process of harmonizing the customary law with the draft Act.

Observations on the effectiveness of implementation of result 4: According to the Director General in the Ministry of Environment, there was no doubt that there have been changes in their approaches to environmental management. Their immediate concern was on how to ensure that these gains were not eroded. To him Puntland was better now courtesy of the project intervention that created awareness on the salient needs in environmental management. As such the objective of result 4 was achieved quite early in the project cycle and since then the Ministry of Environment in Puntland has focused on building its operational capacity through development of legal instruments that will guide their role and mandate.

3.4 Efficiency of resource use

Project Cost-Effectiveness: The project's total budget was 3,899,696 Euro. ILO contributed 10.3 percent of this budget while the balance of 89.7 percent was contributed by the EU. The bulk of the budget, 64.5 percent, went into program activities while about 28.9 percent went into human resource and office supplies including travel. The balance of 6.5 percent was administration costs. This was prudent given that most of the resources were channelled towards interventions. Within the human resource and office supplies the bulk of the resources, 75.3 percent went into human resource costs while the least, 2.8 percent was allocated to travel. This was prudent given that the project made use of qualified staff and experts who were able guide the implementation. Within the result areas, much of the most of the resources were channelled to result 2, which involved construction of infrastructures and establishment of PPPs. This

result area was allocated close to half the amount available for interventions having received 48.8 percent. Results 1, 3 and 4 were allocated 22.3 percent, 23.7 percent and 5.1 percent respectively.

Clearly, allocation of resources in this project was sound and indicative of the scope of work in each result area. Most importantly, most of the resources in this project were absorbed into the local economy in Galkayo. This was because all infrastructural works carried out under results 1 and 2 employed employment intensive approaches which produced short term jobs for the people of Galkayo. Skills investments under results 3 were improved the capacity of the people to engage with the job market. Resources were therefore channelled towards job creation, skills development and infrastructure all of which will be beneficial to the people of Galkayo long after the closure of this project.

Partnerships with local authorities and government ministries brought with it economies of scale which led to unforeseen savings. They helped to create rapport with the community and sensitised the community which aided in the effective implementation of the project. In addition, capacity gained by the local authority staff was an invaluable investment to the knowledge economy of Puntland.

Overall, the allocation of the budget and the design of this project portray value for money from the project interventions across all the project result areas. However, time lost due to changes in administration, security challenges and delays in implementation of activities especially under result 2 were not indicative of sound management of time.

Bottlenecks encountered: Timely execution of project activities was a challenge in the south especially in the first half of the project period. This however picked in the second half and all projects were implemented. Changes in administration frequently affected the project. For example the local authority in the south had refused to share their tariff codes which delayed the roll out of the systems. A mayor in the north of Galkayo rejected a list of PPP members presented by his predecessor and took about 10 months to present another list. This led to delays. Further, technical back-stopping and monitoring of project activities in the south was a challenge for all partners, who at times were forced to cancel their field missions. In addition, delays in carrying out infrastructural works under result two adversely affected implementation of other subsequent activities such as formation of PPPs.

3.5 Project management, monitoring and governance

The choice of ILO as the lead agency was good for the project given the organization's expertise in SME development and job creation. This was complemented by both FAO and TS, also experts in their result areas. This partnership was strategic and purposeful and worked well for the project. However, consultations with TS suggested that in future, it would be more ideal if one organisation to take responsibility of both infrastructure development and PPP formation for the respective infrastructures. This was because the two needed to move closely together. ILO effectively took up the lead role. Project partnerships with local institutions and organisations worked well in getting local people to identify with the interventions.

Project monitoring took place and results were documented in progress reports. A midterm evaluation report was done mid-way the project, which proposed valuable recommendations to the project. Interviews with partners in Galkayo revealed that while they had participated in the midterm evaluation, they had not received a copy of the findings. This suggests challenges in the feedback mechanisms within the project. This should be improved in future projects.

Overall, ILO effectively managed the project and ensured timely reporting and standard reports that were analytical and relatively well formatted. Generally the project reports were an easy read. EU was supportive, more so to the extent, to which they exercised flexibility, even allowing changes proposed by stakeholders in Galkayo. This improved on the relevance of the project and overall ownership by the community. While all organisations were able to offer the much needed technical support, it worked better for ILO and TS who had local offices or technical officers in Galkayo. The two organisations were more visible to the local stakeholders. Finally, the different administration units continued to affect project management as different arrangements had to be made in each administrative area. This was sometimes costly and in extreme cases, it was not possible for project staff to travel to the south.

A monitoring and evaluation system was developed with set indicators and means of verification. While it effectively monitored project direct results, it was not able to monitor indirect results including changes in engagement of people that had benefited from the project. However, through the projects several surveys had been done to mostly track job creation among people previously employed short term by the project. The system was strong in capturing key lessons in each of the reporting periods that were used to inform activities in subsequent implementation periods. Each report is able to capture the challenges encountered and propose ways of countering the challenges. For example lack of cooperation from the administration of Galkayo south in handing over tariffs or by financial officer in Galkayo north to adopt use of the systems were being countered through more consultations with the local authority and the officer respectively

3.6 Impact orientation and project sustainability

This section explores the extent to which the projects activities created or are likely to create impact, as well as the sustainability measures put in place to ensure that the project impacts continued to be experienced beyond the project period. The evaluation mission observes the following;

Capacity development: To a great extent, the project invested in building capacity of government institutions and individuals through training, partnering in project implementation and equipping officers. This is making them better knowledgeable and more efficient in service provision. This knowledge and skills will not fade with the project but will continue to be of use in development of Puntland.

The project partnered with several ministries and government departments including Ministry of Planning and International Cooperation, Ministry of Labour, Ministry of Environment, Wildlife and Tourism, Ministry of Livestock and Animal Husbandry, Ministry of Interior and Ministry of Public Works. This was not in vain, it led to increased awareness and

understanding of issues that fell under their respective dockets. For example the Director in the Ministry of Environment, Wildlife and Tourism noted that development of the customary law was an eye opener to the ministry. It has since developed other salient legislations. Other ministries also developed different capacities which will improve the quality of services to the people.

Local authorities have equally benefitted from interacting with the project. As key partners, the local authorities learnt a lot through their staff that had been attached to the project and through their direct involvement in planning and implementation. Engineers from the local authority were trained on infrastructure development. These staffs continue making use of knowledge and skills gained in other activities of the local authority. The improvements in the local authority revenue collection systems already led to more effective revenue collection. This was expected to improve with full adoption of the systems. Both local authorities had been supplied with equipments worth about USD 8,000. The equipments were used by staffs that were directly contributing to the implementation of the project. They will however continue serving the local authority after project closure.

Improved business environment: The infrastructural developments have already and will continue to improve the business environment in Galkayo. Reports from the impact assessment indicated that businesses had reported increased pedestrian and vehicular flow on sections of the roads that were rehabilitated. Investors too responded through expanding their businesses and employing more staff, while new ones were attracted to the areas that roads were done. This information was confirmed by people that were conveniently sampled and informally interviewed during the field visits, some of whom also mentioned that the costs of repairing their vehicles had come down. The roads seemed to have had a quick and direct impact to businesses.

To ensure sustainability of the roads that were done, slightly more tarmac roads than had been planned for were done. These were more long lasting. In all road projects, significant emphasis was made towards provision of drainage channels. This would need to be made broader and should be kept clear of blockages. Fortunately, through support from the project, local authorities had been trained on road maintenance, and they were expected to continue maintaining the roads in good condition. To ensure proper maintenance in the initial months after rehabilitation of the roads, the project retained 5 percent of the total costs of construction for maintenance. Ultimately, the local authority was expected to commit resources to the maintenance of the roads. This was reported to have begun in the north where the local authority had already carried out routine maintenance of roads that were completed earlier in the project.

Besides the roads, the market/production centre provided a more conducive environment for informal service providers and traders, most of whom represent the vulnerable traders in Galkayo. The outside of the facility is host to blacksmiths and artisans who, for the first time, were operating from such a site. They had previously been operating under the scorching sun. Traders in this facility paid slightly less than their counterparts operating from the streets. One the traders in the two facilities fully settle down and get better organized, they will earn the local authority a more consistent and predictable income, which should improve the local authorities' planning. This should improve on its planning. The settling down will bring along more

business for the traders, meaning more money which will consequently improve their general welfare

Both meat markets were now operational and PPP arrangements established. The markets have created jobs, especially for women, improved on hygiene and general handling of meat. Traders have opportunities to add value to their products and preserve what they can't sell. The meat markets had improved revenue collection for local authorities. .

Public Private Partnership (PPP) arrangements for managing these infrastructures and services are a boost sustainability of the facilities. The PPPs bring on board the government in the management of the meat sector that was previously managed by the private sector. The presence of the private sector in the management of the sector will result to efficient and results oriented management given that individuals had invested own resources in the sector. With proper enforcement, more user fee was expected to be collected, meaning more incomes for the trader and the local authorities, which should in turn enable them maintain the facilities and services therein in good standards. The PPP arrangements came to address the two main challenges facing the meat market; hygienic standards and regular maintenance, while enhancing job creation.

This notwithstanding, the good will of the local authorities was needed to ensure effectiveness and sustainability in the PPP arrangements. Much ground work had been done in preparing all parties for the partnership. This will influence decisions made about the arrangements in future even with future administrations. Building the capacity of the PPP committees will be essential for them to gain grip of the facilities and withstand any interference, especially after changes in administration.

Job creation: The project has resulted in direct, indirect and induced jobs. The direct jobs are as result of labour provided in the labour intensive infrastructural development projects. These were road repairs, construction of meat/production centre and slaughter houses in the north and south Galkayo. In total, the project generated 44,850 workdays. Further, over 2,350 short term jobs and over 1,335 long terms and were created. More short term jobs were created. In-direct jobs were also created which involve people who supply services to the infrastructural works such as suppliers of equipments, transporters, food and tea vendors. The induced jobs on the other hand are those that were triggered by the repair works, such as the businesses that expanded and those that opened following improvement in the infrastructure.

Through these jobs, the project directly and immediately impacted on the lives of those people that were employed, through the cash they earned. Further, many of the people that worked in the short-term jobs reported that they had gained skills, which they continued to rely on to access similar jobs in other organizations. Skills gained by people who provided labour to these projects will forever continue earning from them. On the sustainability of the jobs created, the long-term jobs and the induced jobs have and will be sustained as long as the meat, market facilities remain operational, and business continues thriving in Galkayo. Indeed more will be created as the people of Galkayo tend to perceive that they are heading towards normality. However, the short- term jobs were only available in this project. Beneficiaries could however access other short terms jobs in other projects and with other contractors. In some of the people that had initially worked with the project have either been working with the same contractors or others though on short term contracts. However, it must be noted that the logic behind short-term labour intensive jobs was cash injection. The cash was used to improve the welfare of the people

benefiting. Part of this money was used to start businesses as attested in employment impact assessment report. This is an indication that if people could access several such labour intensive jobs, they are likely to invest in more long term engagements.

Implementation approach and arrangements: Partnership with central and local authorities was a strong indicator for sustainability of the various interventions. Adequate consultations with them led to improved capacity to plan and manage their affairs such as tendering and procurement processes. However, while the structure of the local authority will remain, gains made within the local authority will only be sustained if the changes are institutionalised. For example the accounting systems will need to be adopted as a matter of policy within the local authority such that changes in administration don't result to changes in the use of the system. The project did well in building the capacity of staff, but staff attrition poses risks to the sustainability of the capacity gained within the local authorities. All in all, close involvement of the central and local governments created a sense of ownership among the government institutions. The mere fact that the local authority in the north had committed time and resources to maintain roads attests to this sense of ownership, which is a key ingredient of sustainability.

The actual implementation of activities including the infrastructural projects was done by local community members. This made the community identify with the project. Further, the project leaves a different populace, masses of people who in various ways have been empowered with skills and experiences. Further, when PPP arrangements are finally operational, they will also ensure that the gains in rehabilitation and construction of meat markets and the slaughter houses are not lost because these are the primary beneficiaries, users and managers of the infrastructures.

Finally market forums were another pointer in the sustainability of project activities. These had been empowered through training and through involvement in some project activities such as identification of trainees, decision making of grant beneficiaries and in market assessments. The market forums ideally reflect the market system in Galkayo whose elements includes, the value chains¹² or sectors of the economy, market support systems¹³ and the enabling or business environment¹⁴. They will continue to offer guidance and support to various market systems. They will be able to lobby the local authorities to address the felt needs of the sectors that they represent. This will result in sustainable local economic development. During this evaluation, it appeared to the evaluators as if the market form in the south was weak and yet to pick up. Moreover the market forum for the north appeared to be operating under the shadows of the chamber of commerce. This was likely to limit the effectiveness of the market forum which is required to maintain a strategic focus of championing the interest of the small and micro traders in the identified sectors.

¹² This consists of a network of producers, suppliers, processors, traders, buyers, and consumers that are all involved in producing, exchanging, and consuming various items or services. The value chain is where a commodity passes through the hands of the various actors.

¹³ The market system also includes various forms of infrastructure, input providers, and services which support the value chain.

¹⁴ The market system operates within the context of institutions, rules and norms that shape the system's particular business environment and define the 'rules of the game'.

It is the considered view of the independent evaluator that overall all project objectives have substantially been met. All activities under result 1 were fully and effectively done. Those under result 2 were complete and so were activities under result 3 and 4. Further the evaluator notes that practical and realistic measures have been put in place to ensure sustainability of the project interventions as discussed above.

4.0: MAIN CONCLUSION

The project design was logical, coherent and relevant to the needs of the direct beneficiaries, the local government and the country. It was based on comprehensive review of relevant materials and wide consultations which led to sound understanding of the context in which the project took place. This informed the project log-frame and the implementation plan as well as the setting of milestones. In general, the project objectives were well aligned to the project activities and the needs of the people of Galkayo.

The partnership of ILO, FAO and TS to oversee the implementation of the activities was well thought. Each brought on board strong expertise in their result areas. Delays in signing of agreements did not deter them from achieving the project objectives. This is because they were experienced in their areas of focus and were able to effectively support activities under their respective result areas. Although there were reported delays in submission of project reports, the reports were always well detailed and comprehensive. The project was also able to pick up well following the departure of a project officer.

All project activities were implemented. Most were completed as per the schedule, and even where there were delays, the project was able to catch up before its closure. While all PPPs were established, minimal time was left to allow them embrace their activities and receive some mentorship from TS in their early days. This could have been achieved were it not for delays in development of associated infrastructures.

Sustainability measures put in place, including training, partnerships with local institutions, support for establishments of local institutions among others, were sound and most had been entrenched into the project activities. However, insecurity in Galkayo, political instability that results to frequent changes in administration posed imminent threat to sustainability of interventions.

Evaluation recommendations

Based on the findings of this final evaluation, it is recommended that,

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.
5. Market forums remain instrumental to the growth and sustenance of the small and micro enterprises. They therefore need to be continuously supported to build their capacity to engage with the local authorities and mobilise resources to support the technical and business skills development of their members.

5.0. Emerging Good Practices and Lessons learned

In any project there are strategies, activities, and processes or part of them that really worked well in contributing to the overall project objectives. Their identification does not require the project objectives to have been fully achieved. Rather, they only need to have been tried and seen to have worked well. This section highlights some of the proposed good practices, several of which had been proposed in the midterm review as emerging good practices from the project;

1. Use of employment intensive approaches in infrastructural development in Galkayo. Contractors could have easily used equipment intensive approaches technology to implement the infrastructure works activities. The employment intensive approaches conformed to set regulations and standards in infrastructural development, and they were cost effective.
2. Consistent involvement and consultation of the primary stakeholders; It is possible and possibly convenient, and time saving to overlook the capacity of stakeholders in a situation like Galkayo and treat them as passive partners. This was not the case in this project. Their involvement forged a sense of ownership, improved accuracy in planning and made the implementation more efficient.

Further, various stakeholders had different lessons they learnt from the project. These include;

1. PPP implementation and associated infrastructure developments were better off being implemented by the same organisation. This is because the PPP stakeholders need to appreciate the facilities that they will be managing.
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.

6. List of people interviewed

NAME OF RESPONDENT	Organization and Designation
Nairobi	
Dr. Cyprien Biaou	FAO, Livestock Coordinator Food and Agricultural Organisation.
AbdulKadir Ali	ILO Project Officer
Angela Atsiaya	ILO, Programme Officer
Dario Zecchini	T.S. E.A Regional Representative
CAPOSENO TORRES Giuseppe	EC, EEAS-NAIROBI
Galkayo	
Fatuma Hussein	FAO, Institutional Development Officer
Anwar Mohammed Hirsi	T. S Project Officer
Farah Mohamed Hajj	Terre Solidali, Project Officer
Abdirahman Ali Jama	Director, Galkayo Vocational Training Centre
Deka Mohamud Ahmed	Trained female trader
FatumaAbshirAdan	Trained female trader
Abshira Hassan Guled	Trained female trader
Mulki Sheikh Mohammed	Trained female trader
Abdirizak Mohamud Abdi	Trained male Carpenters
Omar Abdille	Trained male Carpenters
Abdirahman Mohammed	Trained male Carpenters
Said Yussuf Ahmed	Trained male Carpenters
Ismail Adan	Trained male Carpenters
Khalid Bashir Musa	Trained male Carpenters
Ahmed Ali Farah-Government	North Slaughter house PPP Committee
Mohammed AbdiSalan-Private	North Slaughter house PPP Committee
Abdullahi Hussein Farah-Private	North Slaughter house PPP Committee
Mohammed Abdullahi Farah-Government	North Slaughter house PPP Committee
Abdulrahman Said Abdi	Trader along a developed road
Shukri Hussein Noor	Trader along a developed road
Mohammed Said	Construction Supervisor
Gar Yassin	Contractor
Amina Haji Abdi-meat trade	Meat Trader, South Slaughter House
Yussuf Bille Abdi	Butcher South Slaughter House
Abdia Abdirahman	Meat Trader South Slaughter House
Saadia Yussuf-Cleaner	Cleaner South Slaughter House
NuriaYussuf Shale	Meat Trader, Galkayo Meat Market
Saadia Omar Abdi	PPP Committee member, Galkayo Meat Market
Fatuma Said Ibrahim	Meat Trader, Galkayo Meat Market

Farhiya Dagane	Customer , Galkayo Meat Market
Kaltuma Abdi Sheikh	Meat Trader, Galkayo Meat Market
Halima Rashid Haji	Customer, Galkayo Meat Market
Farhiya Abdi Sambul	Meat Trader, Galkayo Meat Market
Abdi Yussuf Elmi-Watch repaire	Watch Repairs
Abdirahman Sheikh Abdi	Tailor
Fatuma Suleiman	Clothes trader
Abdirahman Osman	Black Smith
Bille Diini Ali	Mayor , South Galkayo Municipality
	Mayor, North Galkayo Municipality
Eng. Isse Omar	Ministry of Public Works
Mohammed Ismail Farah	Chairman, Market Forum
Garowe	
Dr. Abdirisak Mohamed Ali, PhD	Director General, Minister of Environment Wildlife and Tourism
Mohamed Abdikadir Osman	Director General, Ministry of Livestock & Husbandry
Abdiwelli Sed Elmi	Assistant Minister Ministry of Livestock & Husbandry
Mustapha Dahir	Acting Director Planning, Ministry of Livestock & Husbandry
Abdi Rashid Mohammed Hirsi	Minister , Ministry of Public Works
Hussein Abdi Jama	Director General, Ministry of Planning & International Cooperation

7. Bibliography

European Commission (2012): Improvement of livelihood of vulnerable households in Urban and peri urban areas of Galkayo. First annual report: 1st August 2011 to 31st July 2012.

European Commission (2013): Third Technical Progress report 1st August 2012-31 January 2013.

EU Agreement Annex 1

ILO Somalia Programme (2013), Economic Evaluation of Road Projects, Galkayo Puntland

ILO Somalia Programme (2012), Galkayo Feasibility Studies (Classic road, Xera Daya Production centre and Tarmac Road)

JPLG, 2011: PPP Guide for Puntland January 2011

Smart Vision for Consultancy and Development (2013), Preliminary Impact of construction Projects on Employment

Project Monitoring and Evaluation Framework

Project Performance Plan

ILO Emerging Good Practice Template

Project Title: IMPROVEMENT OF LIVELIHOOD OF VULNERABLE HOUSEHOLDS IN URBAN AND PERI-URBAN AREAS OF GALKAYO

Project TC/SYMBOL: FED/2011/269-177 - SOM/10/03M/EEC

Name of Evaluator: CHARLES MUNENE

Date: 11:05:2015

The following two emerging good practices have been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element Text

<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>Use of employment intensive approaches in infrastructural development in Galkayo. Galkayo, like other towns in Somalia, continues to experience an influx of migrants in search of better livelihoods following the protracted war. Market systems had deteriorated over the years and could no longer attract investors. The capacity of local authorities was also too weak to support growth of local economy. This resulted in high levels of unemployment, in a town whose infrastructure could hardly support economic growth. Key among the catalysts to economic growth was development and rehabilitation of economic infrastructure such as roads and markets so as to facilitate the access to markets and social amenities. While it would have been possible to use equipment intensive approaches to implement the infrastructure works, the project sought use the employment intensive approach. This quickly led to creation of short term jobs. In so doing cash was injected into the economy through this went into addressing the household needs of the people. Overtime, money saved from these jobs was used by some to start small businesses, which led to more long term jobs for them or their kin. Workers also gained skills which they utilised to access job opportunities.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>The practice addressed the immediate needs of the people, who faced serious unemployment challenge. The success of this practice was therefore dependent on availability of people able and willing to take up short term unskilled jobs. The limitation is that most of the jobs created from this approach are short term in nature. The practice is replicable in similar circumstances (conflict/post conflict environs) as well as where there is an absence of skilled labour.</p>
<p>Establish a clear cause-effect relationship</p>	<p>Growth and development in Galkayo was dependent on a vibrant small and medium enterprises sector. For this to thrive there was need for improved infrastructure that could attract investment. In the meantime, the overriding theme in the project was that of employment creation in Galkayo, a town that faced high unemployment and skilled labour. Without skills, participation in the labour market was limited. The project design sought to make use of low skill labour intensive methods in construction of roads and other infrastructures. This choice of approach was deliberate and intended to achieve money injection into economy, short term job opportunities and equip beneficiaries with skills they could later use to access job opportunities. Incomes earned had direct impact on the welfare of the beneficiaries' households while participation in the jobs led to acquisition of skills which will be on long term benefit to the beneficiaries. Infrastructures developed led to establishment of new business as well as provided an opportunity for expansion of existing business this led to additional long term job opportunities besides attracting more investors.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>This approach resulted to generation of 44,850 workdays, 2,350 short term jobs and over 1,000 long term jobs were created from the infrastructures developed. 30 percent of the beneficiaries in these jobs were women while the others were male. Most beneficiaries were youth.</p>

Potential for replication and by whom	Conditions that necessitated this approach in Galkayo remain evident across Somalia, which has large populations of unskilled labour and generally dilapidated infrastructure. This deters investments. The approach can therefore be effectively replicated across Somalia and indeed in many developing economies as well as conflict/post conflict environs where unemployment remains a major challenge, and where economic infrastructure are weak or non-existent. Both governments and the private sector involved in infrastructure development can replicate the practice. The approach could further be used in maintenance of developed infrastructure, effectively creating more long term jobs.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The project contributed to the Somali Decent Work Programme (DWP) Priority 1: Increased employment creation for poverty alleviation, peace and stability and Country Programme Outcome SOM 101- Access to productive employment, decent work and income opportunities for women and men (target). The project also supported ILO Strategic Objective on Employment i.e. Outcome 1: More women and men have access to productive employment, decent work and income opportunities.
Other documents or relevant comments	The project supported the Somali Compact's PSG 4 (Economic Foundations) objective of 'Revitalize and expand the Somali economy with a focus on livelihood enhancement, employment generation, and broad-based inclusive growth.
GP Element	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Consistent involvement and consultation of the primary stakeholders. It is possibly convenient and time saving to overlook the capacity of stakeholders in a situation like Galkayo and treat them as passive partners. This was not the case in this project. Involvement of primary stakeholders was emphasized in the project right from the planning stage with input for stakeholders being brought on board the project design during and after the project launch. This forged a sense of ownership, improved accuracy in planning and made the implementation more efficient. Without a doubt the context of Galkayo required a lot of consensus building if the interventions were to succeed and be sustained. The design expected the local community and the governments to play a more active role in project implementation and eventual management of the intervention results. This could only be achieved with close consultation and participation of primary stakeholders.
Relevant conditions and Context: limitations or advice in terms of applicability and reliability	The project interventions were geared towards addressing challenges that the local community faced in their day to day activities. This means that there were people who were already involved in various aspects of the project interventions, or those that were likely to be affected by the interventions in one way or another. These were the primary beneficiaries and they included the government and the local community. Effective involvement of stakeholders required full disclosure of the project objective and activities, in a number of repeat forums. The main limitation in this practice is the competing interests from the stakeholders which project implementers must understand and manage. The weak governance structures resulting in frequent changes in administrations posing a challenge to continuity of interventions. The practice is replicable in all circumstances with diverse interests and stakeholders. Close involvement of stakeholders in paramount in creating ownership of interventions and in laying a foundation for sustainability.
Establish a clear cause-effect relationship	The local government and local community members were expected to take responsibility for the management and maintenance of developed infrastructure. This needed them to have a clear understanding of the project interventions and objectives. Stakeholders were first called for initial briefing meetings before project activities commenced. New local authority officials were also promptly briefed about the project as and when they took up their appointments. Stakeholders in the meat sector were initially trained and then allowed to form the PPP committees themselves. The market forums were also involved in selection of the skills training beneficiaries and grantees. Throughout the project stakeholder participation and involvement was evident.

Indicate measurable impact and targeted beneficiaries	<p>Four (4) Public Private Partnership (PPP) ventures were established which reflect the role of government and the private sector. They bring together actors in the meat value chain and the local government officials. The PPPs are arrangements which will allow the traders and local authorities to continue playing their role in the meat trade. They were established by stakeholders following training by the project. Further two (2) market forums were established which bring together representatives of small and medium traders nominated by the respective sector traders. They are expected to continue championing the interests of the traders to the government and other stakeholders.</p>
Potential for replication and by whom	<p>Close involvement and consultation of primary stakeholders is essential in development interventions. In Galkayo this was a successful way of managing the diverse interests from stakeholders. The practice is replicable in virtually all interventions which intend to work closely with beneficiaries and which aim to result to sustainable arrangements. More importantly, involvement of stakeholders is paramount in insecure environments, where community buy in is essential.</p>
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<p>The project contributed to the Somali Decent Work Programme (DWP) Priority 1: Increased employment creation for poverty alleviation, peace and stability and Country Programme Outcome SOM 101- Access to productive employment, decent work and income opportunities for women and men (target). The project also supported ILO Strategic Objective on Employment i.e. Outcome 1: More women and men have access to productive employment, decent work and income opportunities.</p>
Other documents or relevant comments	<p>The project supported the Somali Compact's PSG 4 (Economic Foundations) objective of 'Revitalize and expand the Somali economy with a focus on livelihood enhancement, employment generation, and broad-based inclusive growth</p>

ILO Lesson Learned Template

Project Title: IMPROVEMENT OF LIVELIHOOD OF VULNERABLE HOUSEHOLDS IN URBAN AND PERI-URBAN AREAS OF GALKAYO

Project TC/SYMBOL: FED/2011/269-177 - SOM/10/03M/EEC

Name of Evaluator: CHARLES MUNENE

Date: 11.05.2015

The following lessons learned have been identified during the course of the evaluation.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Implementation of PPP arrangements and development of the PPP infrastructures are better carried out by the one organisation as opposed to different organisations. Under result 2, meat markets and slaughter houses were constructed or rehabilitated. PPP arrangements were also established as management arrangements for the markets and slaughter houses. Construction of the infrastructures and establishment of the PPPs were carried out by different organisations which posed challenges especially to the establishment of PPPs, given that the two processes were not flowing at the same pace given that potential PPP stakeholders were mobilised and sensitised early in the project, but the infrastructures took long to begin and to completion.
Context and any related preconditions	Ideally, establishment of PPP arrangements for the management of the developed infrastructures needed to move at the same pace. This would have allowed the stakeholders to better understand and appreciate the management aspects of the meat markets and slaughter houses, especially because they were taking over the facilities. Given that the two processes were managed by different entities it was a challenge for PPP stakeholders to fully connect with the infrastructures and to fully understand the infrastructures. The construction of facilities was done by a contractor with no or little involvement of stakeholders while the establishment of the PPPs purely involved the stakeholders.
Targeted users / Beneficiaries	The main beneficiaries were local meat traders (majority who are women), local government and private investors
Challenges /negative lessons - Causal factors	The main challenge was that the local meat traders did not fully connect with the developed infrastructures especially the slaughter houses given that they played a minimal role in their construction which was done by a contractor. The process of the PPP arrangement formation did not have access to the infrastructures until after they were completed. They therefore did not fully appreciate and understand the infrastructures.

Success / Positive Issues - Causal factors	Repeated sensitization of the PPP stakeholders assisted in keeping them abreast and to form images of what to expect.
ILO Administrative Issues (staff, resources, design, implementation)	Future designs should ensure that the two processes (formation of the PPP and infrastructure works) are closely linked and managed so that stakeholders are not detached to either of the processes

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Consultations or lack of it can make or break a project: Initially the project planned to construct livestock markets which stakeholders thought were not a priority. Similarly, stakeholders in Galkayo had proposed projects which did not contribute to the immediate objectives of the project. Through consultations, the project dropped the livestock markets in favour of meat markets and slaughter houses which local stakeholders viewed to be more pressing needs. Similarly local stakeholders understood that some of the projects they had proposed could not be supported. It was through this close consultation that there was a meeting of the minds. Consultations were maintained throughout the project period. This resulted in the successful completion of the project in an otherwise volatile environment marred by sporadic incidences of insecurity.</p>
<p>Context and any related preconditions</p>	<p>The project was being implemented in volatile environment with weak legal and regulatory frameworks. Consistent consultations worked to keep the project going. It was for example through consultations that disputes and misunderstandings were resolved and or avoided.</p>
<p>Targeted users / Beneficiaries</p>	<p>Local communities and local authorities</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>While consultations were effective in keeping the project going, they tended to consume a lot of project time. Project activities in the south were for example delayed due to various misunderstandings such as those relating to project sites. Galkayo north and Galkayo south had 3 mayors each during the implementation of this project, as a result it took several months to finally discuss the differences and forge a way forward with the local authorities.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>But consultations are usually more effective in resolving differences especially where they involve all concerned parties. In this case they are often conclusive. Consultations about the site for the slaughter house in the south were for example done with the local authorities and other stakeholders, a site identified and the work was done and completed</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Appropriate staff and specific resources to support community consultations and dialogues would need to be considered and allocated in future project designs for projects proposed in conflict areas such as Somalia. Repeated consultations and dialogues emerged to be an integral part of the project progression.</p>

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Active involvement of stakeholders is key to the success of project interventions: Ordinarily, project stakeholders and beneficiaries can be active or passive recipients of development interventions. As such this project could have easily worked with the local authority as the main stakeholder. But in addition local beneficiaries were actively involved through community sensitisation forums and consultations. A case in point was during the registration of businesses in south and north which initially faced opposition but was later successful after business people were met and the objectives of the exercise clearly explained to them.</p>
Context and any related preconditions	<p>The project sought to support improvement in revenue collection for the local authorities. This needed to be preceded by registration of businesses, something that had not been done before. As expected, the registration process faced opposition from local business people. The local people were then countered by the project implementers and officers from the local authority on the objectives of the registration after which a majority of them agreed to be registered.</p>
Targeted users / Beneficiaries	<p>Local business owners, and local administration</p>
Challenges /negative lessons - Causal factors	<p>Business people were initially vehemently opposed to their registration by the local authorities which the assumption that authorities intended to levy high taxes on them. The process was temporarily stopped until the business people were sensitized.</p>
Success / Positive Issues - Causal factors	<p>Following the sensitization, the local authorities were able to register businesses in their jurisdictions. This increased the number of taxpaying businesses and the register formed the basis for implementation of the AIMS and BIMS</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Project designs ought to incorporate stakeholders as active participants in the projects in all stages.</p>

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>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. It was important that decision makers in the local authority were up to date and clearly understood the project interventions at all levels. Mayors, as the Chief officers at the local authorities, it was important for them to understand the AIMS and BIMS systems for them to sanction its use in their local authorities. It was for example noted that when revenue officers had refused to use the systems, it was the intervention of the mayors that got them to embrace the technology. Similarly when the authorities in the south had refused to release their tariffs, it was consultations with the mayor that resolved the issue. Their will would certainly carry the day.</p>
Context and any related preconditions	<p>Changes in administration of local authorities in Galkayo were quite frequent. Within the project period mayors in the two local authorities had been changed three times, which required the project to brief the new mayors of the project objectives every time there was a change. Given that AIMS and BIMS had just been implemented in the local authorities, their continued use required consistent push by the mayors. This was based in the experience that not all officers were ready to embrace the systems. However, mayors could only push for the continued use of the systems if they understood the systems and the benefits they brought to the local authorities. Otherwise automatic continued use of the systems was not guaranteed, at least in the initial years of their use.</p>
Targeted users / Beneficiaries	<p>Local administration, Business owners</p>
Challenges /negative lessons - Causal factors	<p>Local authority staffs were not enthusiastic to adopt the use of the AIMS and BIMS systems even after training, possibly for the fear of the unknown, until the mayors intervened and directed the revenue officers to make use of the systems.</p>
Success / Positive Issues - Causal factors	<p>This realization shed more light on the need to sensitize the revenue officers more for them to understand the objectives. Further, it was also evident that the mayors, despite the fact that they were not the immediate users of the systems, also needed to understand issues around the systems so as to enable them monitor its effective utilization.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Where project interventions involve adoption of new technology or changes in how things are done, sensitization should target all stakeholders at all levels and not just the people directly affected by the changes. This will result to community or institutional ownership of the interventions which will boost sustainability.</p>

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Effective coordination of projects is instrumental to the success of projects especially when they bring together different partner organizations: The project brought together more than three independent organisations working towards meeting the same objective. To ensure focus and effective monitoring of project progress it was important to have a project coordinator a role that was played by ILO. Coordination challenges were experienced when an ILO project officer left the organisation .Another officer, better able to interact with all stakeholders was recruited and thereafter partners were satisfied with the project coordination aspects. This was particularly the case given that two UN organisations (FAO and ILO) were partnering with FAO expected to somewhat report to ILO though submission of progress reports. Such an arrangement required effective handling and management.</p>
Context and any related preconditions	<p>Three independent organizations, (ILO, FAO and TS) experts in their fields were partnering in this project, with the supervision role tasked to ILO. None of the organizations would push the other to deliver on its objectives, yet delays were experienced just like in other projects. ILO which had the lead mandate therefore needed to use tact to ensure that deliverables were met on time. Under the circumstances this had to be carefully handled in a manner that ILO did not appear to 'boss' over other organizations. In most cases it required ILO to employ diplomatic approaches to push for the delivery of the project results. This worked well and did not strain the relationship between the partners which led to successful completion of the project.</p>
Targeted users / Beneficiaries	<p>International Labour Organization, Food and Agricultural Organization, Terre Solidali</p>
Challenges /negative lessons - Causal factors	<p>Challenges in coordination were temporarily experienced when an ILO project manager left the project and before another was recruited. Subsequently, project activities including reporting progressed smoothly.</p>
Success / Positive Issues - Causal factors	<p>Understanding of the various stakeholders and their needs was important for ILO, to maintain sound relationships among the project partners.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>For projects that bring together different partners, it is important for the proposed partners to extensively discuss and project coordination issues and avoid disagreements later on into the project. Just like in this project the project coordinator should be agreeable to all partners.</p>

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Projects being implemented in insecure environments such as Galkayo need to have flexibility as the situation changes sporadically. The situation in Galkayo is volatile and it changes by the hour. This was experienced in this project through-out the project period. At one time, project staffs were denied entry into the south which resulted to delays in implementation of activities. Without the flexibility exercised in this project both by the donor, partners, local authorities and the beneficiaries, the project results would not have been realised.</p>
Context and any related preconditions	<p>Galkayo, especially the south was generally insecure for project officers and the beneficiaries alike. Further the north and south administrations operated independently and as such the project needed to address issues differently. Activities in the south were particularly delayed with most of them getting to be implemented in the second half of the project. This called for patience by the donor, implementing partners, local authorities and the community.</p>
Targeted users / Beneficiaries	<p>Local community, local authorities</p>
Challenges /negative lessons - Causal factors	<p>Numerous incidences of insecurity resulted to delays in implementation of activities. Further it was also impossible for some project staffs to visit some areas especially in south Galkayo which generally complicated monitoring of activities.</p>
Success / Positive Issues - Causal factors	<p>Allowing more time for negotiations and working closely with the respective administrations worked well in ensuring smooth flow of activities. This called for a high level of flexibility in time and resource allocations to respond to the prevailing circumstances and ensure that the set targets are reached.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>It is important that project designs for projects in insecure environments do not assume a seamless flow of activities. Situations were bound to change and it is important that the project design allows for flexibility in adapting to the changed circumstances.</p>

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Labour intensive methods are effective ways of injecting cash to the community and building peoples' capacity. Also documented as an emerging good practice, the use of labour intensive approaches in development of infrastructure worked well to inject cash in the pockets of ordinary people while building their capacity. This was a quick way of ensuring that ordinary households had some disposable income in the absence of direct grants. This income was used to meet the basic household needs and extra amounts were saved invested.
Context and any related preconditions	Notably, the project sought to use labour intensive methods in the development and rehabilitation of roads, and markets. These methods result to massive employment of semi skilled and non skilled people in opportunities albeit short term. It was observed that Galkayo faced high unemployment rates owing to the influx of IDPS to the town in search of better livelihood opportunities.
Targeted users / Beneficiaries	Local communities, Local administrations
Challenges /negative lessons - Causal factors	The main challenge was that only able people were able to earn from the labour intensive jobs. Further these jobs were also short term and could only earn the workers money for a while.
Success / Positive Issues - Causal factors	This approach provided earnings that were used in meeting the needs of the household. Further the people employed were able to gain skills which they used to access job opportunities from other potential employers.
ILO Administrative Issues (staff, resources, design, implementation)	Lessons learnt from this practice could effectively inform interventions in other related or similar projects