

UNITED NATIONS DEVELOPMENT PROGRAMME



UNDP-SOMALIA

EMPLOYMENT GENERATION FOR EARLY RECOVERY PROJECT (EGER)

&

AREA BASED EARLY RECOVERY PROJECT (ABER)

---

# EVALUATION REPORT

(FINAL VERSION)



Commissioned by:: **UNDP SOMALIA**  
Springette, Off Lower Kabete Road, Spring Valley  
P.O. Box: 2883200200 Nairobi, Kenya

Produced By : **ADA CONSULTANTS Inc.**  
Quebec (QC), CANADA

June 2013

UNITED NATIONS DEVELOPMENT PROGRAMME



UNDP-SOMALIA

EMPLOYMENT GENERATION FOR EARLY RECOVERY PROJECT (EGER)  
&  
AREA BASED EARLY RECOVERY PROJECT (ABER)

---

# EVALUATION REPORT

**(Final version)**

**Commissioned by: UNDP SOMALIA**  
Springette, Off Lower Kabete Road, Spring Valley  
P.O. Box: 2883200200 Nairobi, Kenya

**Produced by : ADA CONSULTANTS Inc.**  
Quebec (QC), CANADA, G1S 1S3

June 2013

## ACRONYMS AND ABBREVIATIONS

ABER	Area-based Early Recovery
ADR	Assessment of Development Results
AWPB	Annual Work Plan and Budget
BCP	Bureau for Crisis Prevention
CBO	Community Based Organization
CIC	Council of Islamic Courts
CPD	Country Programme Document
CSO	Civil Society Organization
DAC	Development Assistance Committee (of the OECD)
DRR	Disaster Risk Reduction
EGER	Employment Generation for Early Recovery
FGD	Focus Group Discussion
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IDP	Internally Displaced Person
IP	Implementing Partner
KIIs	Key Informant Interviews
LED	Local Economic Development
M&E	Monitoring and Evaluation
MSU	Management Support Unit
NGO	Non Governmental Organization
OECD	Organisation for Economic Cooperation and Development
OCHA	Office for the Coordination of Humanitarian Affairs
PPP	Public Private Partnership
PREP	Poverty Reduction and Environmental Protection Programme
RITT	Results Indicators Tracking Tables
RMF	Results Measurement Framework
RSL	Recovery and Sustainable Livelihoods
SCORE	Somali Consultants for Organizational Development, Research and Empowerment
TFG	Transitional Federal Government
UNDP	United Nations Development Programme
UNTP	United Nations Transition Plan
VFM	Value For Money

## ACKNOWLEDGEMENTS

An evaluation of a development project, such as EGER and ABER projects, is an endeavour that requires the support and inputs of not only the evaluation mission team, but also the main stakeholders of the projects concerned.

We therefore would like to express our thanks and appreciation to all the people that helped to get a grounded understanding of the two projects, including their processes and achievements. In particular we would like to thank Mr. Abdul Qadir, PREP acting Director, Kayed Janazreh, Project Director, Mr. Mohamed Bare Musse, Programme Officer for their insights and support, and in particular Ms. Susan Kihiu her continuous availability and overall support to the mission.

Moreover, our thanks go to Mr Jonathan Brooks, PREP Director for his very much appreciated constructive comments and suggestions that helped in the redrafting of the report.

This report reflects the perspective of the consultants and does not necessarily represent the views and opinions of UNDP Somalia, nor those of the Transitional Federal Government.

June 2-13

Jean-Marc Bergevin, Economist Team leader  
Aliou Diop, M&E Specialist  
ADA Consultants Inc

## TABLE OF CONTENT

	Page
<b>ACRONYMS AND ABBREVIATIONS.....</b>	<b>I</b>
<b>ACKNOWLEDGEMENTS.....</b>	<b>II</b>
<b>EVALUATION SUMMARY.....</b>	<b>1</b>
<b>1. INTRODUCTION.....</b>	<b>9</b>
<b>2. AN OVERVIEW OF THE RSL PROGRAMME .....</b>	<b>11</b>
2.1 OPERATIONAL CONTEXT .....	11
2.2 THE RECOVERY AND SUSTAINABLE LIVELIHOODS PROGRAMME.....	11
2.2.1 <i>Employment Generation for Early Recovery (EGER)</i> .....	12
2.2.2 <i>Area-Based Early Recovery (ABER)</i> .....	12
<b>3. EVALUATION METHODOLOGY.....</b>	<b>14</b>
3.1 INTRODUCTION .....	14
3.2 GENERAL APPROACH .....	14
3.2.1 <i>Inception phase</i> .....	14
3.2.2 <i>Field Surveys and data collection phase</i> .....	15
3.2.3 <i>In-depth discussions, data analysis and reporting</i> .....	17
3.3 CONSTRAINTS AND LIMITATIONS ON THE EVALUATION MISSION .....	18
3.3.1 <i>Difficulties in obtaining the necessary projects information</i> .....	18
3.3.1.1 During inception phase .....	18
3.3.1.2 During field surveys.....	18
3.3.1.3 During the evaluation phase.....	19
3.3.2 <i>Lack of project implementation manual describing intervention strategies and tools</i> .....	19
3.3.3 <i>Limited functionality of the M&amp;E system at outcome level</i> .....	19
<b>4. MAIN FINDINGS OF THE EVALUATION MISSION .....</b>	<b>20</b>
4.1 RELEVANCE OF EGER AND ABER .....	20
4.1.1 <i>General context in Somalia</i> .....	20
4.1.2 <i>How relevant are the projects to address the priority needs of Somalia and Somali people?</i> .....	20
4.2 EFFECTIVENESS OF EGER AND ABER PROJECTS .....	21
4.2.1 <i>Introduction</i> .....	21
4.2.2 <i>Effectiveness of EGER</i> .....	21
4.2.2.1 Effectiveness in “Rehabilitation of social and productive infrastructures and Employment generation”.....	23
4.2.2.2 Effectiveness in the “Development of income generating activities”.....	23
4.2.2.3 Effectiveness in “Vocational training, skills enhancement and capacity development”.....	24
4.2.2.4 Effectiveness in “Capacity development for sustainable livelihoods and hazard / disaster risk management” ...	25

4.2.3	<i>Effectiveness of ABER</i> .....	27
4.2.3.1	Effectiveness in “ Income generation through short-term employment opportunities” .....	29
4.2.3.2	Effectiveness in “Capacity development for sustainable livelihoods” .....	30
4.2.3.3	Effectiveness in “Capacity development for hazard / disaster risk management” .....	31
4.2.4	<i>Overall effectiveness of EGER and ABER</i> .....	32
4.3	EFFICIENCY OF EGER AND ABER .....	33
4.3.1	<i>Organisational structure &amp; project management</i> .....	33
4.3.1.1	EGER project .....	35
4.3.1.2	ABER project.....	35
4.3.2	<i>Efficiency in sub-project design and implementation</i> .....	36
4.3.2.1	Measuring efficiency at intervention modality level .....	37
4.3.2.2	Measuring efficiency at sub-project level .....	37
4.3.2.3	Measuring efficiency for each type of intervention.....	39
4.3.3	<i>Assessment of the efficiency of the existing M&amp;E system</i> .....	39
4.3.3.1	Introduction:.....	39
4.3.3.2	The organizational framework of the M&E system .....	40
4.3.3.3	The existing M&E procedures and tools for planning, monitoring and reporting .....	41
4.3.3.4	The results indicators tracking and reporting .....	42
4.3.3.5	The M&E Plan: a reference guide .....	43
4.3.3.6	Analysis of the existing database .....	43
4.4	CROSS-CUTTING THEMES .....	45
4.4.1	<i>Vulnerable people and gender issues</i> .....	45
4.4.2	<i>Environmental issues</i> .....	46
4.5	IMPACT OF EGER AND ABER .....	46
4.6	SUSTAINABILITY.....	46
4.6.1	<i>Infrastructures Rehabilitation</i> .....	46
4.6.2	<i>Development of income generating activities and improved livelihood sub-projects</i> .....	47
4.6.3	<i>Vocational training, skills enhancement and capacity development</i> .....	47
4.7	LESSONS LEARNED AND EXPERIENCE SHARING.....	47
<b>5.</b>	<b>CONCLUSIONS AND RECOMMENDATIONS</b> .....	<b>49</b>
5.1	CONCLUSIONS.....	49
5.2	RECOMMENDATIONS .....	50

<b>6.</b>	<b>APPENDIX -</b> .....	<b>52</b>
6.1	APPENDIX 1: TERMS OF REFERENCE .....	52
6.2	APPENDIX 2: LIST OF PERSONS CONSULTED .....	60
6.3	APPENDIX 3: MAIN DOCUMENTS CONSULTED .....	61
6.4	APPENDIX 4: ABER PROJECT RESULTS MEASUREMENT FRAMEWORK .....	63
6.5	APPENDIX 5 : EGER PROJECT RESULTS MEASUREMENT FRAMEWORK .....	65
6.6	APPENDIX 6 : EGER AND ABER: QUALITATIVE INFORMATION .....	67
6.7	APPENDIX 7: FIELD VISIT REPORT (2 <sup>ND</sup> -4 <sup>TH</sup> APRIL 2013), MOGADISHU, SOMALIA .....	72
6.8	APPENDIX 8: PROPOSED TEMPLATES FOR LED RESULTS MONITORING .....	78
6.9	APPENDIX 9: PROPOSED TEMPLATES FOR LED AWPB IMPLEMENTATION MONITORING .....	80

## LIST OF TABLES

Table 1 : Composition of the RSL portfolio.....	12
Table 2 : Sample selection criteria.....	17
Table 3 : Qualitative sample: actuals vs planned .....	17
Table 4 : EGER Project Results Indicator Tracking Table .....	22
Table 5 : People employed in infrastructure rehabilitation in the last 4 years (%).....	23
Table 6 : EGER Project Results Indicator Tracking Table .....	26
Table 7 : ABER outcome level indicators.....	27
Table 8 : ABER Project Results Tracking Table.....	28
Table 9 : % employed by local NGO/local administration to assist in rehabilitation of public /social infrastructures in last 4 years .....	30
Table 10 : : % of people who had undergone vocational training conducted by a local NGO in last 4 years .....	30
Table 11 : % from villages where there has been an intervention to control floods in the last 4 years .....	31
Table 12 : Percent from villages where there has been an intervention to mitigate drought problem in the last 4.....	32
Table 13 : EGER and ABER physical and financial achievements (Source: Projects Database).....	36
Table 14 : The different intervention modalities as in the database .....	37
Table 15 : Assets Distribution .....	38
Table 16 : Tools purchased for sub-projects in South Central Somalia between 2008 - 2012 ....	39
Table 17 : Examples of results statements (EGER 2010 Annual Report) .....	41
Table 18 : An example of EGER quarterly progress report (4 <sup>th</sup> quarter of 2012) .....	42

## LIST OF FIGURES

Figure 1: Frequency in gainful employment in the last 4 years .....	23
Figure 2: Extent to which support received helped in accessing alternative sources of income .....	24
Figure 3: Average % increase in revenues.....	24
Figure 4: Comparison of income at the time of the project and after the project completion (%).....	29
Figure 5: Average % increase in revenues (USD per month) for assisted households.....	30
Figure 6: Perception of the community on the effectiveness of the interventions in controlling floods...	31
Figure 7: Perception of respondents on the effectiveness .....	32

## EVALUATION SUMMARY

The EGER and ABER projects were implemented during the period 2008-2012 in the context of overall UNDP support to the Horn of Africa drought response. The projects were intended to address urgent issues of income generation and job creation, capacity building of local communities and the rehabilitation of basic social and productive infrastructures. Project interventions covered the regions of Puntland, Somaliland and South Central Somalia. However, the scope of this evaluation is confined to project interventions in South Central Somalia.

The specific objectives for the evaluation as stated in the terms of reference were:

- (i) *to assess the efficiency, effectiveness, relevance, sustainability and the immediate outcomes of the EGER and ABER projects;*
- (ii) *to assess the four modalities of intervention employed by these projects, notably: (a) Cash for Work, (b) Social Rehabilitation, (c) Private Sector Development; and (d) Capacity Building;*
- (iii) *To provide strategic elements for the design of a new programme with a focus on enhancing livelihood resilience in targeted communities, on the basis of lessons learned and recommendations.*

The evaluation is expected to provide inputs for UNDP PREP and Implementing Partners on 'lessons learned,' constraints that need to be addressed and plausible redirections within the framework of a potential new local economic development (LED) Programme.

The evaluation mission team consisted of: (i) a senior economist / team leader; (ii) a senior monitoring and evaluation (M&E) expert and (iii); a socio-economist. The mission team was supported by a team of two statisticians and 25 supervisors/ enumerators sub-contracted for the field surveys and data collection.

In terms of **methodology**, the Mission was conducted in three phases:

- 1) An inception phase for preliminary discussions with project management staff in Nairobi, the collection of key documents, and the planning of the methodology for data collection, including structured surveys at household and community levels, focus group discussions and sites visits and discussions with implementing partners and beneficiaries;
- 2) The implementation of the household survey and local focus groups at community levels;
- 3) The implementation of the evaluation by the mission notably with briefings and debriefings with relevant UNDP Somalia senior management, interviews/discussions with project management staff, sites visits in Mogadishu and focus group discussions with implementing NGOs, the M&E contractor and project beneficiaries

For the purpose of the evaluation, the Mission produced **updated versions of the results framework** for both projects. They were validated by project management and used as guiding documents for the design of survey questionnaires, and later for the evaluation data analysis.

The **field data collection** approach was developed on the basis of a review of project documents and preliminary discussions with EGER/ABER program management staff. Since the ABER and EGER projects had no baseline indicators (generated from a baseline survey during the project inception phase) to enable temporal comparisons, one feasible alternative approach was to compare the status of project key indicators in the implementation zones (intervention group) with the status of the same indicators in geographically contiguous areas that did not benefit from project interventions but had a similar socio-economic profile (control group).

The household survey sample was drawn from the population residing in households in the sampled regions and districts. A representative sample of 1,020 households was targeted for evaluation. This sample was scientifically constructed to allow for separate estimates of key

indicators for both projects, as well as for comparisons between the intervention and control groups in the absence of baseline data. The household survey targeted men and women within the labour force age (15-64 years) since most interventions were cash for work or skills development related. A statistical test confirmed the independence between the intervention group and the control group, thus allowing analytical comparisons to be made.

Besides the household survey, Key Informant Interviews (KIIs) and Focus Group Discussions were held with key stakeholders. A homogeneous group of beneficiaries (8 to 12) participated in the focus group discussions at the local level. The discussions were peer oriented and the information gathered was used to complement the household survey. The audience for key informant interviews at the national level included national government officials, UNDP Somalia focal points and national implementing agencies including one M&E firm and a number of national NGOs. KIIs at the local level were administered to community representatives, local government representatives and the implementing agency at the local level.

## MAIN FINDINGS OF THE MISSION

### Relevance

The extreme conditions prevailing in Somalia over the past twenty years have caused the quasi disappearance of governmental institutions and the collapse of the economy. For security reasons, IFIs and Development Agencies have withdrawn from Somalia leaving UNDP as provider of last resort. EGER and ABER projects were designed to address the high unemployment rates in Somalia, build the capacity of people to improve their living conditions, and rehabilitate and upgrade social, basic and productive infrastructure. These objectives are consistent with the United Nations Transition Plan for Somalia and UNDP-Country Programme Development Document outcome 3 “*Somali people benefit from increased sustainable livelihood opportunities and improved natural resource management.*” Therefore, overall the projects are relevant to the UNDP assistance support for Somalia.

### Effectiveness

The Evaluation Criterion of **Effectiveness** was considered for each of the outcome areas that the projects focused on, namely:

- 1) Rehabilitation of social and productive infrastructures and employment generation
- 2) Development of income generating activities
- 3) Vocational training, skills enhancement and capacity development
- 4) Capacity development for sustainable livelihoods and hazard / disaster risk management

**Effectiveness of the “*Rehabilitation of social and productive infrastructures and Employment generation*” component.** As can be seen through the analysis of the “achieved” column of the outcome indicators in the indicator tracking tables, the expected outcomes as regards “*Rehabilitation of social and productive infrastructures and Employment generation*” component, were very satisfactorily and satisfactorily achieved for EGER and ABER respectively. Detailed support arguments for this global evaluation are to found in the body of the report. They are based on the degree of achievement of the main objectives and targets found in the project documents.

In the EGER project, the outcomes achieved are measured by such indicators as over 61,000 workers in nearly 80 communities were recruited for an estimated 1.9 million workdays. Furthermore, people living in an EGER intervention area had approximately twice the probability of finding gainful employment (38%) than people living in the control areas (18%). Under the ABER project, over 14,352 people benefited of gainful employment for a total exceeding 188,000 workdays.

Project management could have learned very valuable lessons from these achievements, had systematic follow-up assessments been undertaken on the “level of functionality” (for example, on annual basis) and “Improved access to the infrastructures” (for example, 6 to 12 months after rehabilitation). The lessons learned from such outcome assessments would have certainly resulted in better decision-making and programming.

**Effectiveness in “Development of income generating activities”.** For EGER project, the outcome indicator related to this component (or modality) is: “Number of beneficiary families with alternative sources of income”. Slightly more than 50% of the people in the EGER intervention areas were provided with tools to start and run alternative sources of income, as compared to none in the control areas.

**Effectiveness of the “Vocational training, skills enhancement and capacity development” component.** The evaluation mission sought to assess the participation rates of Somali youth in vocational training. The household survey results show that eight out of ten youth (84.1%) from the intervention areas have undergone vocational skills training organized by a local NGO in the last 4 years compared to one in ten (11.1%) at the control areas. In this assessment all the youth in both the intervention and control areas stated that the acquired skills did help them in improving their socio-economic status. Following training, about a third of respondents from the intervention area have secured a job (29.6%) (maybe in plumbing) or acquired a skill-related (maybe in a hardware store) attachment (33.3%). A further 11.1% have started skill-related business, 7.4% developed business-related plan, while 3.7% have been granted extended training. All these interventions resulted in a net income increase of 96% in the ABER intervention areas, compared with a 23% decrease in the control areas.

Vocational training participation rate for the intervention group was 39%, compared with 4% in the control group. These measures combined resulted in a net income increase of 102% in the EGER intervention sites, compared with a 28% decrease in the control sites.

**Effectiveness of the “Capacity development for sustainable livelihoods and hazard / disaster risk management” component.** The assessment of the effectiveness of this outcome area, which has to do with the improved management of natural disasters, concerns the ABER project only and was measured by the following outcome indicators:

- **IDO2.1** Change in number of people affected by floods
- **IDO2.2** Change in number of people affected by droughts

Under this outcome area, sub-projects have been implemented to reduce the risks of flooding and to facilitate irrigation. For both of the above indicators, the target was set at 20,000 people feeling less affected by natural disasters (floods / droughts).

The evaluation mission’s survey data show that two thirds (66.7%) of respondents interviewed from ABER project target areas reside in villages where there has been an intervention to control floods in the last 4 years, as compared to 16.1% of their counterparts in control areas. In the intervention areas 23% of respondents believed the effort to have completely solved the problem and 58% to have partially solved the problem. These figures compare to 20% and 22% in the control areas respectively. According to the project database, almost 175,000 people have benefited from interventions that could reduce the probability of flood damage. About 80% of respondents interviewed from intervention areas had benefited from drought mitigation measures compared to 24% of respondents in control areas. As to the rate of effectiveness of drought mitigation interventions, 94.3% of the intervention group and 62.8% of the control group thought such interventions were either partially or completely effective. However, the majority of respondents from both groups felt the interventions are partially effective, 87% of the intervention group thought the intervention was only partially effective. According to the project database, as many as 345,000 people could benefit from the project mitigation measures in the event of droughts.

These are obviously good achievements by the project. However, UNDP Somalia should support follow-up actions to ensure that beneficiary communities have the capacity to maintain the infrastructures and keep them functional until public authorities at local and national level are in a position to assume their responsibilities. Practically, a five year post sub-project funding could be considered for infrastructures that have public goods characteristics.

## **Efficiency of physical and financial implementation**

The “**efficiency**” evaluation criterion refer to “*how economically project resources and inputs are converted to results*”.

*How well did each project use its resources in achieving intended results?*

- *What could be done to ensure a more efficient use of resources?*

In order to adequately assess the efficiency of EGER and ABER, the above issues need to be addressed through the analysis of the efficiency of : (i) the organisational structure & project management; (ii) the project activity planning and implementation; (iii) the sub-project design and implementation ; (iv) the existing M&E system.

Overall, project management was strong in terms of efficiency; the remote management system consisting of recruiting local implementing agencies and a M&E private sector firm worked quite well. Process was managed efficiently, thanks to the tight supervision provided by the Project Manager. Labour costs were reduced by involving beneficiaries in the rehabilitation of basic social; and productive infrastructures through the “*cash for work*” scheme. Using local NGOs as implementing partners and one private firm to carry out the M&E functions also helped to reduce personnel costs.

**Organisational structure & project management.** The strategy of choosing NGOs as implementing agencies and consulting firms as monitoring and evaluation agents has proved very effective, so much so that UNDP Somalia should consider using this approach in the potential LED programme, even under more normal country conditions. It increases the productivity of the Project Management who therefore can dedicate more time to superior management and analysis functions. The fact that 93 sub-projects were implemented under extreme field conditions only using one project manager and two assistants over a five year period, support this assessment.

**Efficiency of EGER & ABER projects AWPBs implementation process.** For EGER, the variations between disbursed and budgeted funds are relatively small, which is generally a sign of good financial management. Looking at disbursements, the progression follows a pattern that is normally expected, with a relatively low first and last year, and a peak at mid-project. As to the other indicators, the evolution follows a normal pattern, except for the last year, 2012. The “*cost per workdays*”<sup>1</sup> increased from 3.09 to 4.74 \$ per workday between 2008 and 2011. This is very consistent with an increase in the complexity of projects which may have required more skilled labor and some price inflation. But in 2012 it jumped to 14.43 \$ for unexplained reasons.

For ABER, almost 100 % of the budget was disbursed after the first year, possibly because it benefitted from the initial implementation work of EGER. However, the cost per workdays is almost three times as high as in the EGER case. In 2010 the ratio is five to one. This can be explained by the fact that ABER spent proportionally much more money on livelihood interventions, such as providing equipment or material assets for income generating activities (sewing machines, small animals, etc.) to individual households rather than on “*cash for work*” interventions.

For both projects, the lack of breakdown of project expenses for main expense categories makes it difficult to link financial management with technical results.

**Efficiency in sub-project design and implementation.** During the period 2008 to 2012, 79 sub-projects have been implemented under the EGER project and 14 sub-projects under the ABER project. The sub-projects were not classified according to the four intervention modalities: i) Cash for Work, ii) Infrastructure Rehabilitation, iii) Private Sector Development; and iv) Capacity Building. Instead, the sub-projects outputs have been grouped under the 7 categories<sup>2</sup> in the database.

<sup>1</sup> Cost per workdays is the ratio of total sub-project budget divided by total number of workdays generated.

<sup>2</sup> The 7 categories of interventions provided in the database are: 1) Assets Distribution, 2) Capacity Development, 3) Infrastructure Development, 4) Micro - Finance, 5) Beneficiaries, 6) Environment, 7 ) Livelihoods.

The first measure of efficiency is based on the relation between the cost of an intervention and the outputs generated. This analysis could not be conducted at *intervention modality level*, since this relationship could not be established within the current classification in the database.

At sub-project level, the database provides more detailed information on each of the output categories. For example, under “*Assets distribution*” there are 26 types of assets, whereas the “*Infra-structure development*” category contains a similar list of 23 types of output. Sub-projects support was thus potentially very well adapted to the specific needs of the communities. The drawback to this large diversity of interventions is that it prevents any comparisons between sub-projects. Furthermore, each intervention is defined by the implementing agency in each sub-project, and thus is not readily comparable with the same type of intervention carried-out by a different agency. Therefore, efficiency could not be assessed at sub-project level.

**Efficiency of the M&E system.** Due to security and accessibility issues in South Central Somalia during the implementation of ABER/EGER, the M&E system centered on the tandem constituted by sub-projects implementing agencies (mostly Somali NGOs) and one private firm. The tandem “**NGOs- M&E FIRM**” was monitoring and reporting on subprojects’ implementation. In addition, UNDP Somalia staff members occasionally took part in the monitoring process through field visits, telephone interviews and the use of photographic evidence. This Remote Monitoring System allowed the RSL programme to address some of the challenges posed by prevailing security issues. It mainly focused on process and output monitoring and not enough on outcome monitoring. The monitoring database developed for the projects was a good starting point as it supported a lot of valuable statistical data. However, it needs significant improvements to become a full-fledged monitoring and evaluation information system that facilitates: (i) the planning the project activities (using productivity figures from previous sub-projects for example); (ii) the tracking of the implementation of the Annual Work Plan and Budget; (iii) the monitoring of project outcome indicators as reflected in the Results Measurement Framework, and (iv) the evaluation and regular impact assessment of projects actions.

### **Impacts of EGER and ABER**

Given that both project documents lacked indicators, baselines and target values at the level of the goal, as well as most of the outcomes, it is difficult to assess the contribution of the projects and the impact achieved. The only intervention modality for which the mission was able to accurately assess the impact of projects interventions on beneficiaries was on “Vocational training”<sup>3</sup>.

For ABER, field surveys showed that following training, 29.6% of respondents from the intervention sites secured a job or acquired a skill (33.3%) related attachment. A further 11.1% started a skill related business, 7.4% developed a business related plan, while 3.7% were granted extended training. All these interventions resulted in a net income increase of 96% in the ABER intervention sites, compared with a 23% decrease in the control sites.

For EGER, the vocational training participation rate for the intervention group was 39%, compared with 4% in the control group. These measures combined resulted in a net income increase of 102% in the EGER intervention sites, compared with a 28% decrease in the control group.

### **Sustainability**

The Evaluation Criterion of “**sustainability**” was considered for each of the outcome areas that the projects focused on, namely: (i) Rehabilitation of social and productive infrastructures and Employment generation; (ii) Development of income generating activities; (iii) Vocational training, skills enhancement and capacity development; (iv) Capacity development for sustainable livelihoods and hazard / disaster risk management.

---

<sup>3</sup> In the household survey for ABER, question 319 measured the impact of vocational training on beneficiaries.

**Infrastructure rehabilitation.** To better assess the impacts of the infrastructure rehabilitation scheme, it is useful to split the sub-projects interventions into 2 groups, public versus private-type infrastructures. Public infrastructures are the ones that provide a general and diffused benefit to the entire community (a village flood canal) as opposed to private-type infrastructures that yield a benefit to a specific and identifiable group (irrigation canal).

In their responses, participants in focus groups distinguished (in their own words) between the 2 types of infrastructures. For the public ones, according to them, due to their poverty they were unable to raise the money for maintenance. They considered that sub-projects designs should have included additional resources for the purposes of maintenance. For productive infrastructure sub-projects by contrast, they acknowledged some success in gathering resources for maintenance, since they essentially benefit to identifiable bordering farmers.

**Development of income generating activities and improved livelihood sub-projects.** EGER and ABER used a set of intervention tools such as vocational training and small ruminants husbandry aimed at improving the livelihoods of beneficiaries. Amongst the sample examined by the mission, the implementation process was flawless. Needs assessments at the local/regional levels guided the choice of trainings to be targeted. Training institutions were evaluated before selection – in the case of animal husbandry some training was provided under an agreement with the Kenyan government department of agriculture (South-South cooperation). Trainees were financially supported during the program. All the ingredients for success were gathered. However, project management did not put in place systematic follow up assessment measures to verify if the interventions were working and measure their impacts on beneficiaries on a regular basis, with a view to determining their sustainability. What was the rate of success? What were the difficulties encountered and the lessons to be learned from them?

**Vocational training, skills enhancement and capacity development.** In the household survey for ABER, the impact of vocational training on beneficiaries was measured. Following the training, about a third of respondents from the intervention site secured a job (29.6%, say in plumbing) or acquired a skill related attachment (33.3%, say in a hardware store). A further 11.1% started a skill-related business, 7.4% developed business related plan, while 3.7% have were granted extended training. The rate of success was thus above 80 %, which is very good.

### **Lessons learned and experience sharing**

Conversations with the communities indicate that UNDP Somalia should distinguish between infrastructure types in its sub-project design component for maintenance and sustainability. If the infrastructure is a quasi «public good» in the economics sense – non rivalry in consumption and non-exclusion – the project should envisage providing maintenance resources or increase significantly the quality of the infrastructure to minimize maintenance requirements. In the case of productive infrastructures, by contrast, the project should make sure that direct beneficiaries (such as farmers) contribute to maintenance and possibly capital costs.

The **Tandem “M&E FIRM-NGOs”**, under tight supervision by the project management, has been proven to be a very good organizational set up for the implementation of projects interventions and their monitoring by different entities. The efficiency of the Tandem approach is of the utmost importance if UNDP Somalia still feels an urge to increase the income of the Somali population. Taking into account the security situation still prevailing in South Central Somalia<sup>4</sup>, the Mission estimates that, in the context of a potential future LED Programme, the Tandem approach would be the best option for handling the field activities implementation, monitoring and reporting.

The lack of monitoring of **outcome level changes** hampers the opportunities for learning of what works and what does not work.

---

<sup>4</sup> During the Evaluation Mission in March-April 2013

## **Conclusions and Recommendations**

The Mission considers that both projects were well designed to address some of the extreme difficulties faced by the Somali people; namely extreme poverty, unemployment, natural disaster crises and internal security problems. Both projects effectively achieved the objectives expressed in the project documents: *“increase the income of beneficiaries in a large number of communities”*. The beneficiaries in the targeted communities have seen their income doubled. About 80% of beneficiaries of vocational training provided by the projects either found work related to the training topic or benefited from it in other forms. The projects also contributed to the improvement of a large number of basic social and productive infrastructures through its cash for work interventions, some of which contributed to reduce the negative impact and risks associated to natural disasters.

The most important weakness of the EGER and ABER projects has been the existing information management system, and more specifically the M&E system which focused too much on process monitoring and not at all on outcome monitoring. The information collected by the projects was insufficient to substantiate most of the outcome indicators of the initial results management frameworks. Furthermore, the reporting on sub-projects implementation in the project information system made it impossible to assess the specific effectiveness and efficiency of the various types of interventions made by the project.

The merging of EGER and ABER to pursue the interventions in Somalia through the future LED project is a logical evolution. Both projects had similar objectives and used identical development tools and approaches.

### **Recommendation to UNDP Somalia**

- 1) EGER and ABER relevance indicators clearly favored the interventions implemented by UNDP between 2008 and 2012. Since the conditions in Somalia have not yet changed drastically, it is recommended that UNDP continues to fill the gap in development field aid support due to insecurity problems by implementing more sub-projects of the same nature as those of EGER and ABER. Merging the EGER and ABER under LED is a logical choice considering the proximity of the objectives and intervention type used in both projects.

### **Recommendations to the PREP Programme**

- 2) The main Mission recommendations to improve the future LED programme design are focused on the improving the information management system, the monitoring and evaluation system and the performance management framework. Both EGER and ABER have focused too much on achieving specified outputs, as opposed to supporting a transition process from outputs to outcomes. Any future LED programme will need to enhance its focus in this area, in order to facilitate change processes<sup>5</sup> and to ensure a stronger causal link between outputs and outcomes. More specifically, this would involve the following specific recommendations:
- 3) Significantly enhance the current M&E system that should comprise the following improvements: (i) hiring an M&E specialist to support the PREP program and steer it towards Results Based Management; (ii) providing training for all professional staff on results based management and project/program M&E.; (iii) Conducting a participatory revision of the logical and performance measurement frameworks of the PREP Programme and its components, especially LED; (iv) Designing and implement a results based M&E information management system for PREP, including: the production of an M&E Operations Manual; the definition M&E Plan, the establishment of baseline and target values of indicators, the establishment of an enhanced indicators tracking and reporting systems, both at output and outcome levels.

---

<sup>5</sup> Both at individual and community beneficiary levels.

- 4) Produce a LED project implementation manual that describes the strategy and logic of the project and each of its intervention; objectives, inputs, outputs and expected outcomes.
- 5) Produce annual work plans and corresponding annual reports that reflect activities, physical and financial achievements, and that explains differences between planning versus achievements. Progress reports should also be based on this model.
- 6) Continue with the model developed for remote management purposes: sub-projects implementation using tandems composed of NGOs and an M&E firm : (i) making sure that more than one M&E firm is hired, and avoiding repeated work between the same combination of M&E and NGO; (ii) Considering the use an M&E firm different from implementing M&E to assess sub-projects sustainability and outcomes.
- 7) Modify the sub-projects design to : (i) Reduce the number of types of interventions and standardize the remaining ones; (ii) include systematic follow-up activities to assess sustainability and outcomes (iii) adjust the sub-projects duration to the specificities of the intervention and ; (iv) support CMCs to enhance the maintenance of infrastructures
- 8) Carry-out a comprehensive assessment of the quality and outcome of the infrastructure<sup>6</sup> rehabilitated under EGER and ABER as a learning process that should be part of the preparation of LED
- 9) C conduct a “Lessons learned workshop” that would involve selected implementing partners, M&E firms and some community delegates and beneficiaries to discuss the various experiences gained and the lessons to be learned through sub-projects implementation.

---

<sup>6</sup> Could be included in recommendation 9

## 1. INTRODUCTION

This independent evaluation was commissioned by UNDP Somalia in order to “*assess the value added of EGER and ABER operations in Somalia*”. The two projects were implemented during the period 2008-2012 in the context of the overall UNDP support to the Horn of Africa drought response, and covered the regions of Puntland, Somaliland and South Central Somalia. However, this evaluation mission is only concerned with the actions carried out in the region of South Central Somalia. (see Map next page)

The evaluation mission began in December 2013 with the inception phase and was carried out over a period of six months, including three weeks on the field by the following team of experts:

- (i) Jean-Marc Bergevin, Economic, Team leader
- (ii) Aliou Diop, Monitoring and Evaluation Specialist
- (iii) Felix Mulama, Statistician
- (iv) Victor Rakotoniaina, Socio-economist
- (v) Joyce Odhiambo, Social Scientist, Gender Specialist

The terms of reference of the mission are presented in appendix 1.

The purpose of the evaluation is threefold;

- (i) to assess the efficiency, effectiveness, relevance, sustainability and the immediate outcome of the EGER and ABER projects;
- (ii) to assess the four modalities of intervention employed by these projects, notably:(a) Cash for Work, (b) Social Infrastructure Rehabilitation, (c) Private Sector Development; and (d) Capacity Building;
- (iii) To provide strategic elements for the design of a new programme with a focus on enhancing livelihood resilience in targeted communities, on the basis of the lessons learnt or recommendations.

Following a detailed description of the general context of the RSL programme (chapter 2) and evaluation methodology (chapter 3), the report will discuss the three (3) specific objectives of the mission mentioned above in the following format:

**Section 4** analyses the achievements in relation to the efficiency of EGER and ABER projects, as well as the projects effectiveness, sustainability and outcomes.

**Section 5** is focused on the assessment of four modalities of intervention employed by these projects, namely:(a) Cash for Work, (b) Social Rehabilitation, (c) Private Sector Development; and (d) Capacity Building.

**Section 6** highlights the application of past lessons and recommendations with a particular focus to provide strategic elements for the design of a new programme with a focus on enhancing livelihood resilience in targeted communities.

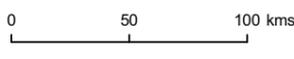


**Legend**

-  Airstrip
-  National Capital
-  Regional capital
-  District capital
-  International boundary
-  Regional boundary
-  District boundary
-  River
-  Major road
-  Secondary road

**Map Reference:** 121018\_OCHASom\_South\_Central\_A3  
**Creation Date:** 18/10/2012  
**Projection/Datum:** Geographic/WGS 84  
**Web Resources:** <http://ochaonline.un.org/somalia>  
**E-mail:** [ochasomaliainfo@un.org](mailto:ochasomaliainfo@un.org)

**Nominal Scale at A3 paper size:** 1:3,000,000



**Map data source(s):**  
 All Admin. layers: UNDP Somalia (1998)  
 Settlements: UNDP Somalia (1998)  
 Roads Network: FAO SWALIM  
 Streams Network: FAO SWALIM

**Disclaimers:**  
 The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

## 2. AN OVERVIEW OF THE RSL PROGRAMME

### 2.1 OPERATIONAL CONTEXT

The general context that currently prevails in South and Central Somalia was well described in the 2010 UNDP ADR Evaluation report. «*Projects implemented in South and Central Somalia have suffered from very fragile security situation, the resumption and intensification of conflict and the very hostile attitude of certain de facto authorities such as Al Shabaab. (...)*»<sup>7</sup>.

Since the tragic events that occurred in 2008, the UNDP programmes in Somalia have been implemented under extremely difficult circumstances characterised by the following:

- **Direct implementation:** Due to the special circumstances under which UNDP is operating in Somalia, projects are implemented through direct execution (DEX)<sup>8</sup>. In most of its Somali programmes, UNDP enters into contractual agreements with a government entity, an NGO or a community-based organization (CBO) generally through a Letter of Agreement,<sup>40</sup> a Micro-Capital Grant Agreement or a Project Cooperation Agreement
- **Remote management:** The agency works exclusively through local authorities and organizations, including NGOs. The distant office retains decisions on funding and the oversight of project execution. Monitoring functions are implemented mainly by NGOs or private firms used as proxies. The selection process for partners and monitors becomes crucial for the effectiveness of the formula. The formula of remote partnerships was used and projects were implemented either through TFG entities or through NGOs and local community groups.

The chronic insecurity and lack of direct access to most parts of the country have had the implications for the implementation of the projects. This situation has three main consequences on development assistance in general:

- the increased cost of delivering assistance and
- the limited capacity of international actors to interact directly with communities and people
- international aid effort relying heavily on a number of Somali intermediaries for the delivery of assistance and for knowledge about the situation in country.

### 2.2 THE RECOVERY AND SUSTAINABLE LIVELIHOODS PROGRAMME

Established in 2007, the Recovery and Sustainable Livelihoods (RSL) programme was built upon past UNDP interventions in Somalia. The RSL programme had grown gradually during the period 2008-2010, indicating the priority UNDP has come to attach to activities directly impacting on the lives of Somali people.

The Recovery and Sustainable Livelihoods portfolio comprises the major components as summarized in the following table 1.

This evaluation mission is specifically interested in the two first components of the RSL programme, namely: the Employment Generation for Early Recovery (EGER) and the Area-Based Early Recovery (ABER).

<sup>7</sup> UNDP ADR Evaluation Report, 2010, p.47

<sup>8</sup> DEX (for 'direct execution') applies when UNDP itself is responsible for the implementation of project activities.

Table 1 : Composition of the RSL portfolio

Component/main activities	Project active in			Sources of funding
	SC	PL	SL	
<b>Component 1: Employment Generation for Economic Recovery</b>				
- Employment and income generation through rehabilitation of public and social infrastructure - Job creation initiatives - Capacity development and vocational skills	X	X	X	DFID, Italy, Japan, Norway and UNDP/core resources
<b>Component 2: Area-Based Economic Recovery for Affected Communities in South and Central Somalia</b>				
- Income-generating opportunities through training and vocations development - Employment generation and micro-grants - Community management of natural resources	X			UNDP/BCP
<b>Component 3: Integrated Watershed Management</b>				
- Employment and income generation through infrastructure rehabilitation and vocational training	X	X	X	Norway and UNDP/core resources
<b>Component 4: Private Sector Development</b>				
- Improvement of the legal, regulatory and institutional frameworks - Improvement of the business environment		X	X	UNDP/ core resources
<b>Component 5: Environment</b>				
- institutional support and awareness - Enhancing alternative sources of energy			X X	UNDP/ core resources
<b>Component 6: Joint Programme for Internally Displaced Persons</b>				
- Joint UN pilot project for nine IDP settlements in Bossaso		X		Japan

Source: UNDP Somalia ADR, March 2010, p.33

Sc :South and Central Somalia, PL: Puntland, SL : Somaliland.

### 2.2.1 Employment Generation for Early Recovery (EGER)

The EGER project addresses the urgent need for income generation and job creation in Somalia through community based approaches. It started during the fourth quarter of 2008 and aims to provide more knowledge to local communities towards contributing to peace building, reconciliation and socio-economic development in Somalia. The project seeks to generate employment opportunities and income for vulnerable populations in Somalia, particularly women, marginalized groups and youth. This is implemented through labor intensive rehabilitation of productive and basic social infrastructure such as irrigation canals, garbage collection, environmental health, access roads, market places, and public buildings.

In addition, the project is enhancing vocational training for youth and other vulnerable population and influencing the micro-grants targeting women headed households with the aim of addressing the need for longer term job creation and skills development.

### 2.2.2 Area-Based Early Recovery (ABER)

The Area Based Early Recovery (ABER) project was implemented from 2008 to mid 2010. The project aimed at supporting the recovery of Somali communities in target regions stressed by conflict, hazards, disasters and the movement of populations. As stated in the ABER project document<sup>9</sup>, the intended outcome was “a *tangible income increase of vulnerable communities from equitable and sustainable employment opportunities and improved community capacities to manage natural resources as well as hazard and disaster risks*”.

During its two-year implementation, ABER project focused on two selected regions, namely Middle-Shabelle and Bay, which were heavily affected by seasonal flooding, droughts and the

<sup>9</sup> ABER Project document, UNDP, July 2008.

impact of large IDP populations. The project was instrumental in targeting women, youth, ex-militia, IOPs, minorities and host communities with income generating activities, capacity development, disaster risk mitigation.

The project was planned to be implemented in two phases:

1. Inception phase: development of the intervention strategies for the different components in support of livelihood assets and of institutions, on the basis of regional hazard and livelihood assessments.
2. Full roll out of project's support activities.

The expected outputs of the project are:

- Technical design of community driven intervention packages and strategies for sustainable livelihoods finalized
- Livelihood outcomes of target communities improved
- Required structures and institutional capacities for sustainable livelihoods and hazard and disaster risk management established and strengthened in support of community resilience

## 3. EVALUATION METHODOLOGY

### 3.1 INTRODUCTION

Project evaluation primarily aims at measuring the degree of achievement of the initial project goals at a given point in time, taking into account the devoted resources and the implementation context. Project evaluation also analyses the processes that lead to the project results, such as the degree of community involvement in the design or the project management capacity to make necessary changes in the course of implementation. It ultimately leads to the analyses of the strength and weaknesses of the project to draw the lessons learned from the experience and to transfer the newly acquired knowledge in the design and conception of new projects / program.

### 3.2 GENERAL APPROACH

The essence of any evaluation methodology relies on the comparison of the initial state in the project intervention zone with the status after project implementation. Best results are achieved when the following two conditions are met: (i) a complete set of well defined and documented project goals and objectives and corresponding indicators are clearly identified at the beginning of the project, usually within a Results Framework, (ii) the baseline (initial) values of indicators have been established, thus allowing progress to be measured at mid-term and/or at the end of the project. However, project implementation conditions do not always allow planners to completely fulfill those prerequisites.

In the case of the ABER and EGER projects, the overall goals and objectives were identified in the projects appraisal documents, but they were not always associated to corresponding performance indicators. For the purpose of this evaluation, the inception team has produced a Results Measurement Framework (RMF) for each of the two projects, based on existing documentation and discussions with UNDP Staff. The RMFs are presented and analyzed in chapter 4.

The evaluation mission was carried out in three phases: the inception phase, the field survey and data collection phase, and the in-depth discussions, data analysis and reporting

#### 3.2.1 Inception phase

The inception phase comprised the following activities/results:

- a. Analysis of TOR & Projects Documents (RMFs)
- b. Inception mission
- c. Results Management Framework review and survey methodology
- d. Inception report

a. According to the negotiated contract, all the relevant documents were supposed to be forwarded to the evaluation mission, instead of having the mission team travel to Nairobi during the inception phase. However, after numerous unfruitful requests, ADA decided to send the Team in Nairobi without additional costs to UNDP<sup>10</sup>.

b. The Mission Team Leader traveled to Nairobi from December 8<sup>th</sup> to 16<sup>th</sup>, 2012, ADA bearing the one week mission cost. During that week, the Team Leader met with PREP program representatives on the 11<sup>th</sup> and the Project Manager on the 14<sup>th</sup>. Other days were dedicated to consulting peripheral documentation on UNDP involvement in Somalia and trying to consult the database.

c. The purpose of a final evaluation of development projects is to assess the relevance, effectiveness, efficiency, impact and sustainability of the projects. In order to assess the effectiveness, the

<sup>10</sup> The initial ADA proposal included an inception mission in Nairobi by the full Mission team. Unfortunately, during negotiation, the Program Manager requested the traveling to Nairobi for cost reduction purposes.

mission needs to compare the outputs and outcomes indicators identified at the beginning of the project with the value of the same indicators at project's end. The information contained in the Result Management Framework of the projects documents had to be reorganised for the evaluation purposes. It is important to note that the Mission had to restrict its intervention to existing outcomes and results approved in the project documents. The information restructuring was essentially reorganised so that indicators could be measured and assessed. Potential sources to substantiate the revised indicators were identified and data collection tools developed for the household survey and local and national focus groups. The final design of the survey took into account various comments and suggestions provided by the Project Manager, notably on the nature of the intervention, the geographical location, the funding source, logistical considerations and the acute security concern in most of South Central Somalia.

d. An Inception Report containing key findings of the Inception Mission and most importantly a data collection strategy comprising a detailed methodology for the household survey and focus groups at local and national levels. The data collection tools were submitted separately. The Inception Report, hence the survey methodology and data collection tools were submitted and approved by the Project Manager. The local focus groups were to be carried out by the data collection team conducting the household survey, while the national focus groups were to be conducted by the evaluation mission team.

The complete Inception Report has been provided UNDP Somalia as a separate documents.

### **3.2.2 Field Surveys and data collection phase**

The survey phase comprised the following activities/results:

- Household survey
- Local Focus Groups
- Implementing NGOs and local administration interviews
- Survey reports

#### **Review and analysis of basic documents and reports related to EGER & ABER Projects**

The data collection approach was developed based on the project documents review and preliminary discussions with EGER/ABER programs management.

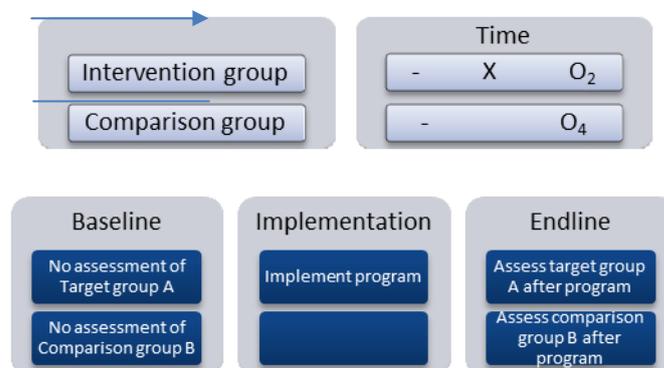
Since ABER and EGER projects had no baseline indicators (generated from a baseline survey at project inception time), one feasible alternative approach was to compare the status of the project key indicators in the implementation zones (intervention group) with the status of the same indicators in the adjacent areas thought to be relatively similar but that did not benefit from project interventions (control group).

The household survey sample was drawn from the population residing in households in the sampled regions and districts. A representative sample of 1,020 households was targeted for evaluation. This sample was scientifically constructed to allow for separate estimates of key indicators for both projects, as well as for comparison of the intervention areas with controls in the absence of baseline data. The household survey targeted men and women within the labour force age (15-64 years) since most interventions were work for money or skills development related.

### Household survey design<sup>11</sup>

Post-test only quasi-experimental study design (not randomized) was applied to facilitate comparison of the intervention and control groups to determine the net effect of the project interventions as shown below.

Figure 1: Household survey design



### Sampling criteria

The basis for sampling was the entire South Central with the unit of analysis being the individual respondents. Individuals' aged 15-64 (labour force) were considered in the sampling frame. These were sampled from households within selected regions. Within each of the regions an intervention site for EGER/ABER project and similar control site (where intervention didn't take place) were selected for quantitative data collection. Within each group individuals aged 15-64 were randomly selected from households for interviews.

The inclusion criterion for intervention group was any individual 15-64 residing in the area where EGER/ABER project had been implemented and who had participated or benefited from EGER/ABER intervention, while that of the control group was any individual aged 15-64 residing in the area where there had been no EGER/ABER intervention and who had not participated or benefited from EGER/ABER intervention.

### Sample size determination and sampling for EGER/ABER evaluation

Sample size for EGER/ABER evaluation was estimated using the sample size calculation formulae for monitoring (in the intervention and control areas) (MacLaren et al., 2000). The sample size calculation was based on the key outcome indicator "unemployment rate in Somalia estimated at 54 % (UNDP, 2012) as baseline figure".

$$n = \frac{[Z_{\alpha}\sqrt{2P(1-P)} + Z_{\beta}\sqrt{P_1(1-P_1) + P_2(1-P_2)}]^2}{(P_2 - P_1)^2}$$

Where:

Z<sub>α</sub> = the Z-score corresponding to the probability with which it is desired to be able to conclude that an observed change of size (P<sub>2</sub>-P<sub>1</sub>) would not have occurred by chance; set at 1.96

P = (P<sub>1</sub> + P<sub>2</sub>) / 2;

Z<sub>β</sub> = the z-score corresponding to the degree of confidence with which it is desired to be certain of detecting a change of size (P<sub>2</sub>-P<sub>1</sub>), if one actually occurred. Set at 0.84 (average power value)

P<sub>1</sub> = anticipated event rate among control group; "unemployment rate in Somalia estimated at 54% as baseline figure".

P<sub>2</sub> = anticipated event rate among intervention group at some future date such that the quantity (P<sub>2</sub>-P<sub>1</sub>) is the size of the magnitude of change desired to be able to detect differences ( EGER and ABER projects are geared to achieving the MDG target of reducing poverty and hunger by half by 2015 from current 54% to 27%.

$$n = \frac{[1.96\sqrt{0.54(1-0.54)} + 0.84\sqrt{0.54(1-0.54) + 0.27(1-0.27)}]^2}{(0.27 - 0.54)^2}$$

$$n = 50.6 \cong 51$$

<sup>11</sup> MacLaren, L., Magnani, R., Nelson, K., Seltzer, J., Adamchak, S., & Bond, K. (2000). A Guide to FOCUS on Young Adults: Monitoring and Evaluating Adolescent Reproductive Health Programs. UNDP. (2012). Somalia Human Development Report 2012.

Given the distribution of projects in Somalia and logistical and safety constraints, a total of 1020 interviews were planned. Weighting for the number of projects in EGER and ABER, 60% of interviews were to be conducted for the former and 40% for the later.

Due to this reduction in the sample size, regional analysis of the household survey findings was not done. Instead, consolidated analysis of the key indicators was performed. Intervention and control comparisons with a sample of 51 and above from each group is considered reliable, while that where the sample of one of the groups falls below, diminishes the reliability of comparisons. However, in the absence of any other indicators, it can be used as a proxy indicator of the situation.

Table 2 : Sample selection criteria

Total	Project type		Implementing agency		Year of implementation		Funding agency	
16	EGER	11	Government	2	2008	1	Denmark	2
	ABER	5	NGO	14	2009	5	Greece	1
					2010	5	Italy	1
					2011	4	Japan	4
					2012	1	Norway	1
							OCHA	1
							Ukaid	1
							UNDP	5

### FGDs and KIIs

Besides the household survey, Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) were held with key stakeholders. A homogeneous group of beneficiaries (8 to 12) participated in the focus group discussion at the local level. The discussions were to be peer oriented and the results were to help back the results from household interviews. The audience for key informant interviews at the national level included national government officials, UNDP Somalia focal points, national implementing agencies, which comprised the one M&E firm (Score), and some National NGOs. KIIs at the local level were administered to community representatives, local government representatives and implementing agencies at local level.

Table 3 : Qualitative sample: actuals vs planned

No.	Fund	Organization	Project Type	PLANNED		ACTUALS	
				KIIs	FGDs	KIIs	FGDs
35	Denmark	Mog. Municipality	EGER	3	1	3	0
19	Japan	COMORAD	EGER	3	0	0	0
25	Norway	OSPAD	EGER	4	0	1	1
32	Italy	VARDO	EGER	3	1	0	0
15	Ukaid	HAPO-CHILD	EGER	3	0	0	0
31	UNDP	SORDA	EGER	3	1	2	1
	UNDP	GREDO	ABER	3	0	3	1
45	UNDP	SARD	ABER	3	0	3	1
57	Greece	EPAG	EGER	3	1	3	1
102	Japan	ZAMZAM	EGER	3	0	1	1
90	Denmark	FF	ABER	3	1	3	1
81	Japan	EASSOS	EGER	2	1	0	1
5	OCHA	COMORAD	EGER	2	0	0	0
100	Japan	SHARDO	EGER	2	0	1	0
94	UNDP	WOCCA	ABER	2	0	0	0
96	UNDP	AARA	ABER	2	1	2	0
Total				44	7	22	8

The control and intervention groups were found to be statistically different, comparison between the two groups are statistically valid. Detailed results of the survey and local focus groups are presented in appendix, while information gathered is presented in the body of the report in each of the appropriate section.

The national focus group composition was modified substantially following exchanges with project management. As agreed, logistics for the Mogadishu national focus groups and field visits was under the responsibility of the Somalia UNDP office. The Mission met and interviewed a group of 4 national NGOs and the M&E firm using the tools developed for this purpose. At the institutional level, only the Mogadishu Mayor was met, no government officials. The Mission also conducted field visits. The Mission detailed Mogadishu findings are presented in appendix, while information gathered is included in support of the report analyses at the appropriate section.

The household survey report is presented as a separate deliverable and transmitted to UNDP Somalia.

### 3.2.3 In-depth discussions, data analysis and reporting

This 3<sup>rd</sup> phase of the mission was conducted in march-april 2013. It included : (i) briefings with relevant UNDP Somalia senior management; (ii) discussions with the project management staff at UNDP Somalia Head Office (Nairobi), (iii) projects sites visits in Mogadishu and focus group discussions with some implementing NGOs, the M&E contractor and project beneficiaries; (iv) in-depth documentation reviews and analysis of the data collected from the field surveys, focus group discussions and from the Projects Database.; (v) evaluation report writing and debriefing UNDP Somalia senior management in Nairobi; (vi) finalization of the evaluation report.

### 3.3 CONSTRAINTS AND LIMITATIONS ON THE EVALUATION MISSION

The main constraint faced by the Evaluation Mission resulted from:

- Difficulties in obtaining the necessary projects information
- Lack of project implementation manual describing intervention strategies and tools
- Limited functionality of the M&E system at outcome level

#### 3.3.1 Difficulties in obtaining the necessary projects information

There were major constraints in the conduct of this Evaluation Mission. Globally, there appears to have been a misunderstanding as to the role played by an evaluation mission by the UNDP Somalia management staff: mainly the obligations of project management to provide the necessary information and documents required by the mission. The fact that the Project Manager was only in Nairobi for two days during the complete duration the evaluation process was very limiting factor.

##### 3.3.1.1 During inception phase

The evaluation team requested a list of document and information and was provided with some documents peripheral to the projects, such as the UNDP Somalia Annual Report 2011. The core information provided was given in the form of the two project documents and an access to a database, without any instructions or an operation manual.

By the end of the first week of December, having received very little information and having tight deadlines, the Consultant (ADA) decided to fund a one week mission to Nairobi by the Team Leader<sup>12</sup>, without additional cost to UNDP Somalia. A full-fledged mission in Nairobi was initially in ADA's proposal, but ADA was asked to carry-out the activity from Canada to reduce costs. ADA accepted on the assumption that documentation would be readily available. The Team Leader met with some UNDP Somalia management staff on Tuesday December 12<sup>th</sup> and was presented with a lot of expectations but little new information. The Team Leader met the Project Manager on December 14<sup>th</sup>, one half day. A few more peripheral documents were provided, but such important documents as the annual work plans, the projects implementation manuals and the monitoring and evaluation manual were unavailable to prepare the inception report. In fact, they were never produced.

The poor quality of the EGER and ABER results Frameworks was also a limiting factor. The evaluation had to significantly reedit the results management frameworks to render them operational, as explained in more details below.

The Inception report was finalised and approved by the Project Manager in January 2013, including data collection tools. However, the late payment of installments as in the signed contract, caused delays in conducting the field surveys in Somalia.

##### 3.3.1.2 During field surveys

Generally speaking, the logistics of the survey conducted in Somalia went well. However, the Survey Team was refused access some project areas, reducing by 30 % the sample it was able to gather. The EGER and ABER projects had not conducted baseline surveys. It was thus necessary to survey a control group to compare the results of the intervention group. Fortunately, both the control and intervention groups remained statistically valid for comparison purposes. However, the reduced sample size prevented the evaluation mission to analyse results on a sub-regional basis or by donor countries, and a few answers were statistically non-significant.

<sup>12</sup> -The Inception phase was initially designed as a full ledged mission in Nairobi in ADA's proposal, but during negotiations, the Project Manager suggested to carry-out the activities from Canada (ADA HQ) to reduce costs. ADA accepted on the assumption that documentation would be readily available to enable the design of the data collection and tools methodology (household surveys , focus group, KIIs)

### **3.3.1.3 During the evaluation phase**

Generally speaking, the logistics of the survey conducted in Somalia went well. However, the Survey Team was refused access to some project areas, reducing by 30 % the size sample it was able to gather. Both the control and intervention groups remained statistically valid for comparison purposes. However, the reduced sample size prevented the evaluation mission to analyse results on a sub-regional basis or by donor but only a few answers were statistically non-significant.

### **3.3.2 Lack of project implementation manual describing intervention strategies and tools**

The field portion of the evaluation mission was conducted from March 25<sup>th</sup> to April 12<sup>th</sup> 2013. The first week was dedicated to extensive documentation review and key UNDP staff interviews in Nairobi as per the work plan. The Project Manager was available for one only day on March 30<sup>th</sup>.

The evaluation mission team travelled to Mogadishu from April 2 to 4, 2013. The lack of adequate planning<sup>13</sup> and logistical support from UNDP Somali Office in Mogadishu reduced significantly the effectiveness of the field visits. From a security point of view, after really feeling the serious tension surround some of the site visits, UNDP Somalia should never have authorized the evaluation mission to travel to Mogadishu.

### **3.3.3 Limited functionality of the M&E system at outcome level**

The Results Measurement Framework (RMF) is the main reference document for project M&E purposes. It also represents the ultimate reference for the Evaluation Mission. For EGER and ABER, the RMF contained in the project documents were difficult to interpret, even more to implement as such. At the beginning of a development project, it is customary to conduct a participatory process to review and revise the RMF, involving the main stakeholders of the project. Normally, such a revised and operationalized RMF is submitted to the donors for validation.

This does not seem to have been done in the case of EGER and ABER. Furthermore, the existence of the RMFs has been totally ignored in the M&E and reporting system. The formulation of the outputs and outcome being of poor quality in the initial project documents, it might explain why management did not follow them as closely as normally expected. The results frameworks should have guided the managers in their actions and their progress reports.

In the early stage of the inception phase, the Mission was confronted with the interpretation of the projects Results frameworks, and the outcomes, outputs and indicators they comprised. Thus, the RMFs were revised by the Evaluation Mission with the objective of preserving the initial intent and targets of the project designers as much as possible. The revised – more functional – RMFs were submitted as part of the inception report and used to elaborate the household survey questionnaires and the national and local focus groups interview guides.

---

<sup>13</sup> The mission was ready to proceed at 11:00, but met with the staff of UNDP Somalia Mogadishu office at 16:00 and with SCORE at 16:30, reducing almost by 50% the available sites visit time.

## 4. MAIN FINDINGS OF THE EVALUATION MISSION

The Evaluation Mission's findings are presented according to the OECD / DAC Evaluation criteria, which are also part and parcel of the TOR, i.e. relevance, effectiveness, efficiency, impact and sustainability. The Mission has put much of the focus on the criterion of "**effectiveness**". For this criterion the evaluation framework presented as part of the methodology will be used (see table 3 above and annex 2). In such a framework the output level is closest to the activities. In order to relate to the level of implementation of the various components of the initiative, the discussion of effectiveness will thus start with the level of the outputs after which the level of the various outcomes will be discussed.

### 4.1 RELEVANCE OF EGER AND ABER

The "**Relevance**" criteria for the evaluation of development projects, refers to: "the extent to which the project is suited to the priorities and policies of the target group, recipient country and donor"<sup>14</sup>. Therefore, in evaluating the relevance of a project it is useful to consider the following questions:

- To what extent are the objectives of the project still valid?
- Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the project consistent with the intended impacts and effects?

#### 4.1.1 General context in Somalia

Over the past two decades Somalia experienced extremely challenging conditions politically, physically and economically that led to the collapse of the State. Somalia continues to experience violence, political instability, governance and human security challenges. Physically, the country has been afflicted by recurrent floods, and droughts, affecting tens of thousands of people that were victims of famines and illnesses. The combination of the civil war and aggravating natural catastrophes has caused the quasi disappearance of governmental institutions and the collapse of the economy. The result is extreme poverty and the absence of hope for a large segment of the population, namely the Internally Displaced People (IDP) and the youth.

For security reasons, International Financing Institutions (IFIs) and Development Agencies have withdrawn from Somalia during the period 2008-2011, leaving UNDP as provider of last resort.

#### 4.1.2 How relevant are the projects to address the priority needs of Somalia and Somali people?

EGER and ABER projects were designed to address the high unemployment rates in Somalia, build the capacity of people to improve their living conditions, and rehabilitate and upgrade social, basic and productive infrastructure. These objectives are consistent with the United Nations Transition Plan for Somalia and UNDP-Country Programme Development Document outcome 3 "*Somali people benefit from increased sustainable livelihood opportunities and improved natural resource management.*"

Both projects have focused on cash for work interventions, mostly the rehabilitation of basic social and productive infrastructures such as schools, health centers, and water drainage or irrigation canals. ABER included a significant proportion of interventions such as vocational training, asset distribution and micro grants. It also invested on flood prevention or mitigation infrastructures. The projects managers focused on the most important objective of the projects, which was addressing the urgent needs of income generation for the population of Somalia. In doing so, evidence shows

<sup>14</sup> "DAC Principles for Evaluation of Development Assistance". Development Assistance Committee, Paris 1991, OECD

that the projects also addressed the objective of implementing infrastructures and other measures to reduce the negative impact of natural catastrophes such as floods and droughts.

All these interventions are appropriate to achieve the objectives set for the projects. Therefore, overall the projects are relevant to the target communities and to the UNDP assistance support for Somalia.

## 4.2 EFFECTIVENESS OF EGER AND ABER PROJECTS

---

### 4.2.1 Introduction

The “**effectiveness**” criterion for evaluation of development projects is “*A measure of the extent to which a project attains its objectives*”<sup>15</sup>. In evaluating the effectiveness of EGER & ABER, it is useful to consider the two following questions:

- the extent to which the projects have been able to realize the outputs as planned in the annual work plans ?,
- to what extent this has resulted in achievement of the project goal and related outcomes ?

The Evaluation Criterion of **Effectiveness** was considered for each of the outcome areas that the projects focused on, namely:

- 1) Rehabilitation of social and productive infrastructures and employment generation
- 2) Development of income generating activities
- 3) Vocational training, skills enhancement and capacity development
- 4) Capacity development for sustainable livelihoods and hazard / disaster risk management

The Result Indicators Tracking Tables (RIIT) developed on the basis on the RMFs<sup>16</sup> of each project, are utilized in presenting the findings on “effectiveness”. The discussion on effectiveness will focus on the level of each project outputs and outcomes. Issues of contribution to the goal of each project will be discussed separately below under the Evaluation Criterion of “Impact”.

### 4.2.2 Effectiveness of EGER

The RITT for EGER is presented hereafter in table 4. It presents in a synoptic fashion the anticipated outcomes/outputs, the associated indicators and their target and achieved values. It comprises two sections, one at Project Development Objective level for the **Outcome monitoring** and one for the **Process monitoring**.

A total of 79 sub-projects were implemented under EGER over a five year span (2008-2012).

---

<sup>15</sup> “DAC Principles for Evaluation of Development Assistance”. Development Assistance Committee, Paris 1991, OECD

<sup>16</sup> Appendix 4 & 5

Table 4 : EGER Project Results Indicator Tracking Table

OUTCOMES / OUTPUTS / ACTIVITIES	INDICATORS	TARGET	ACHIEVED
<b>RESULTS MONITORING</b>			
<b>DO1</b> Short and longer term employment and income generation opportunities are created and provided for both skilled and unskilled women and men	<b>IDO1.1</b> Number of skilled and unskilled workers recruited	50 000	61 288
	<b>IDO1.2</b> Number of work-days generated	1 000 000	1 932 790
<b>DO2</b> Communities benefit from project interventions in improving their social and basic infrastructures	<b>IDO2.1</b> number of communities that have improved social and basic infrastructures	6	79
	<b>IDO2.2</b> % of social infrastructures still functional (per type of infrastructure)		N/A
<b>DO3</b> A great number of families provided with alternative sources of income	<b>IDO3.1</b> Number of families with alternative sources of income		N/A
<b>DO4</b> Beneficiaries including civil servants, local administration and CSOs' staff are empowered and more competent to deliver services firmly and efficiently	<b>IDO4.1</b> Number of beneficiaries of capacity building at local level	2 000	9 477
<b>DO5</b> Confidence building measures are enhanced; relation between the communities and their representatives improved (based on the communication strategy, conflict mitigation measures and other means)	<b>IDO5.1</b> Level of confidence between the communities and their representatives		N/A
<b>PROCESS MONITORING</b>			
<b>A. Employment generation and rehabilitation of social basic infrastructures</b>			
<b>A1.</b> Identity and prepare of social basic infrastructure sub-projects	<b>IA1.1</b> Number of target communities identified	6	
	<b>IA1.2</b> Number of needs assessments done for identified communities		
<b>B. Design and implementation of income generating activities</b>			
<b>B1</b> Pre-qualifying NNGOs, CSOs institutions and INGOs	<b>IB1.1</b> Number of potential partners pre-qualified		71
<b>B2</b> Selection and contracting Implementing Partners	<b>IB2.1</b> Number of implementing partners contracted		41
<b>B3</b> Monitoring of implementation and reporting	<b>IB3.1</b> Implementation and monitoring manual		
<b>C. Vocational training, skills enhancement and capacity development</b>			
<b>C1,</b> Training and capacity development needs assessment and preparation of business plan for vocational training centers	<b>IC1.1</b> Institutional capacity of vocational training centers		5
<b>C2.</b> Implementation of needs assessment results	<b>IC2.1</b> Number of training and skill development activities carried out		74
<b>D, Effective communication, management and M&amp; systems are established</b>			
<b>D1.</b> Development and establishment of a web based M&E information system	<b>ID1.1</b> Level of functionality of the web based information system		low
<b>D2.</b> Communication strategy (with conflict mitigation measures) developed and disseminated	<b>ID2.1</b> An integrated communication strategy endorsed and shared		N/A
<b>D3.</b> Design and implementation of a monitoring plan	<b>ID3.1</b> Adoption of the monitoring plan		N/A
<b>D4.</b> End of sub-project evaluation	<b>ID4.1</b> Evaluation report endorsed and disseminated		Yes
<b>D5.</b> Auditing of implementing institutions	<b>ID5.1</b> Auditing report discussed and disseminated		No

#### 4.2.2.1 Effectiveness in “Rehabilitation of social and productive infrastructures and Employment generation”

As can be seen in table 4, the effectiveness of this outcome area is measured by the following two indicators:

**IDO1.1** Number of skilled and unskilled workers recruited

**IDO1.2** Number of work-days generated

In the EGER project, 61,288 people in nearly 80 communities were recruited for an estimated 1.9 million workdays<sup>17</sup>. These achievements in terms of the 2 indicators (workers recruited and work-days generated), compare very favorably with the set targets of 50,000 workers and 1 million workdays.

Figure 1: Frequency in gainful employment in the last 4 years

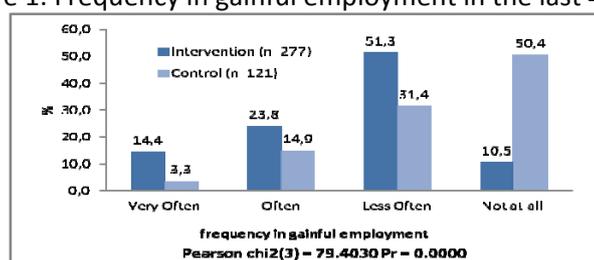


Figure 1 above shows that people living in EGER intervention areas had twice more chances of finding gainful employment (38.2%) than those in the control areas (18.2%).

The Household survey results show that 84.3% of respondents in the intervention areas compared to a only 5.9% in the control areas had secured some employment by a local NGO/local administration to work on the project to rehabilitate public and social infrastructures within the period of 4 years preceding the evaluation. The difference between the two groups is highly significant as shown in the table 5.

	Intervention	Control	Total(n)
Yes	84.3	5.9	249
No	15.7	94.1	156
Total (n)	287	118	405
Pearson $\chi^2(1) = 216.9692$ Pr = 0.0000			

The survey results also show that the frequency of being in employment is significantly associated with presence or absence of EGER project intervention with those from project areas having a higher chance of being in gainful employment most of the time.

Project management could have learned very valuable lessons from these achievements, had systematic follow-up assessments been undertaken on the “level of functionality” (for example, on annual basis) and “Improved access to the infrastructures” (for example, 6 to 12 months after rehabilitation). The lessons learned from such outcome assessments would have certainly resulted in better decision-making and programming.

#### 4.2.2.2 Effectiveness in the “Development of income generating activities”

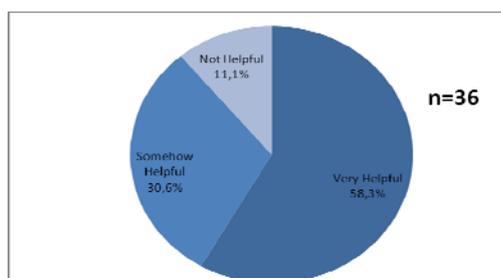
For EGER project, the outcome indicator related to this component (or modality) is: “*Number of beneficiary families with alternative sources of income*”.

<sup>17</sup> Source: Projects Database

The survey shows that slightly more than half (52.3%) and none (0%) of the respondents in the intervention and control sites respectively were provided with tools to start and run alternative sources of income. These included all the items as shown in the assets distribution scheme (notably physical assets, animal (goats, sheep, cows), fishing gear, seed grant (for business start-up) or market space from constructed/renovated market place.

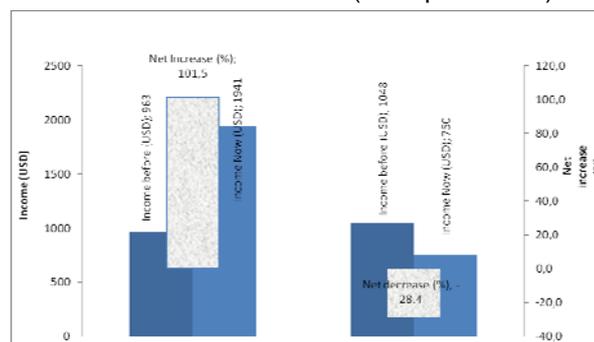
About six out of ten respondents (58.3%) interviewed and a third (30.6%) from the intervention sites feel the support provided to them was very helpful or helpful in enabling them to venture into alternative sources of income (Figure 2). Only 11.1% found the assistance not helpful at all.

Figure 2: Extent to which support received helped in accessing alternative sources of income



The EGER project interventions resulted into a double digit rise in average household income in USD (101%) for assisted households compared to 28% reduction in income (-28%) for the households in control areas over the same period. The comparative analysis is shown in the figure below.

Figure 3: Average % increase in revenues for assisted households (USD per month)



#### 4.2.2.3 Effectiveness in “Vocational training, skills enhancement and capacity development”

The evaluation mission sought to assess the participation rates of Somali youth in vocational training. The household survey results show that eight out of ten youth (84.1%) from the intervention areas have undergone vocational skills training organized by a local NGO in the last 4 years compared to one in ten (11.1%) at the control areas. In this assessment all the youth in both the intervention and control areas stated that the acquired skills did help them in improving their socio-economic status. Following training, about a third of respondents from the intervention area have secured a job (29.6%) or acquired a skill-related attachment (33.3%). A further 11.1% have started skill-related business, 7.4% developed business-related plan, while 3.7% have been granted extended training. All these interventions resulted in a net income increase of 96% in the ABER intervention areas, compared with a 23% decrease in the control areas.

Vocational training participation rate for the intervention group was 39%, compared with 4% in the control group. These measures combined resulted in a net income increase of 102% in the EGER intervention sites, compared with a 28% decrease in the control sites.

#### **4.2.2.4 Effectiveness in “Capacity development for sustainable livelihoods and hazard / disaster risk management”**

The assessment of the effectiveness of this outcome area, which has to do with the improved management of natural disasters, concerns the ABER project only and was measured by the following outcome indicators:

- **IDO2.1** Change in number of people affected by floods
- **IDO2.2** Change in number of people affected by droughts

Under this outcome area, sub-projects have been implemented to reduce the risks of flooding and to facilitate irrigation. For both of the above indicators, the target was set at 20,000 people feeling less affected by natural disasters (floods / droughts).

The evaluation mission’s survey data show that two thirds (66.7%) of respondents interviewed from ABER project target areas reside in villages where there has been an intervention to control floods in the last 4 years, as compared to 16.1% of their counterparts in control areas. In the intervention areas 23% of respondents believed the effort to have completely solved the problem and 58% to have partially solved the problem. These figures compare to 20% and 22% in the control areas respectively. According to the project database, almost 175,000 people have benefited from interventions that could reduce the probability of flood damage.

79% of respondents interviewed from intervention areas had benefited from drought mitigation measures compared to 24% of respondents in control areas. As to the rate of effectiveness of drought mitigation interventions, 94.3% of the intervention group and 62.8% of the control group thought such interventions were either partially or completely effective. However, the majority of respondents from both groups felt the interventions are partially effective, 87% of the intervention group thought the intervention was only partially effective. According to the project database, as many as 345,000 people could benefit from the project mitigation measures in the event of droughts.

The risk management component aspect does not appear to have been globally addressed; there is no evidence of risk or disaster management plans having been drawn up by communities.

These are obviously good achievements by the project. However, UNDP Somalia should support follow-up actions to ensure that beneficiary communities have the capacity to maintain the infrastructures and keep them functional until public authorities at local and national level are in a position to assume their responsibilities. Practically, a five year post sub-project funding could be considered.

Table 6 : EGER Project Results Indicator Tracking Table

OUTCOMES / OUTPUTS / ACTIVITIES	INDICATORS	TARGET	ACHIEVED
<b>RESULTS MONITORING</b>			
<b>DO1</b> Short and longer term employment and income generation opportunities are created and provided for both skilled and unskilled women and men	<b>IDO1.1</b> Number of skilled and unskilled workers recruited	50 000	61 288
	<b>IDO1.2</b> Number of work-days generated	1 000 000	1 932 790
<b>DO2</b> Communities benefit from project interventions in improving their social and basic infrastructures	<b>IDO2.1</b> number of communities that have improved social and basic infrastructures	6	79
	<b>IDO2.2</b> % of social infrastructures still functional (per type of infrastructure)		N/A
<b>DO3</b> A great number of families provided with alternative sources of income	<b>IDO3.1</b> Number of families with alternative sources of income		N/A
<b>DO4</b> Beneficiaries including civil servants, local administration and CSOs' staff are empowered and more competent to deliver services firmly and efficiently	<b>IDO4.1</b> Number of beneficiaries of capacity building at local level	2 000	9 477
<b>DO5</b> Confidence building measures are enhanced; relation between the communities and their representatives improved (based on the communication strategy, conflict mitigation measures and other means)	<b>IDO5.1</b> Level of confidence between the communities and their representatives		N/A
<b>PROCESS MONITORING</b>			
<b>A. Employment generation and rehabilitation of social basic infrastructures</b>			
<b>A1.</b> Identity and prepare of social basic infrastructure sub-projects	<b>IA1.1</b> Number of target communities identified	6	
	<b>IA1.2</b> Number of needs assessments done for identified communities		
<b>B. Design and implementation of income generating activities</b>			
<b>B1</b> Pre-qualifying NNGOs, CSOs institutions and INGOs	<b>IB1.1</b> Number of potential partners pre-qualified		71
<b>B2</b> Selection and contracting Implementing Partners	<b>IB2.1</b> Number of implementing partners contracted		41
<b>B3</b> Monitoring of implementation and reporting	<b>IB3.1</b> Implementation and monitoring manual		
<b>C. Vocational training, skills enhancement and capacity development</b>			
<b>C1,</b> Training and capacity development needs assessment and preparation of business plan for vocational training centers	<b>IC1.1</b> Institutional capacity of vocational training centers		5
<b>C2.</b> Implementation of needs assessment results	<b>IC2.1</b> Number of training and skill development activities carried out		74
<b>D, Effective communication, management and M&amp; systems are established</b>			
<b>D1.</b> Development and establishment of a web based M&E information system	<b>ID1.1</b> Level of functionality of the web based information system		low
<b>D2.</b> Communication strategy (with conflict mitigation measures) developed and disseminated	<b>ID2.1</b> An integrated communication strategy endorsed and shared		N/A
<b>D3.</b> Design and implementation of a monitoring plan	<b>ID3.1</b> Adoption of the monitoring plan		N/A
<b>D4.</b> End of sub-project evaluation	<b>ID4.1</b> Evaluation report endorsed and disseminated		Yes
<b>D5.</b> Auditing of implementing institutions	<b>ID5.1</b> Auditing report discussed and disseminated		No

### 4.2.3 Effectiveness of ABER

The ABER Result Indicator Tracking Table (RIIT) is presented in table 8 on next page. It also comprises two sections, one for results monitoring and one for process monitoring. In this case, 16 out of 22 results or outputs had an initial target value. A total of 14 projects were implemented under ABER, 11 in 2009 and 3 in 2010.

As shown in the RIIT (table 8), at the outcome level, the effectiveness of ABER has to be measured through the following **two outcomes** (DO1 and DO2) and their related indicators:

Table 7 : ABER outcome level indicators

<b>DO1.</b> increased income from equitable and sustainable employment opportunities	<b>IDO1.1</b> Number of people who benefitted from new or rehabilitated infrastructures (per gender, age)
	<b>IDO1.2</b> Change in turnover among businesses assisted by the project (US Dollars per community)
	<b>IDO1.3</b> Average increase in revenues (USD per month) for assisted households
<b>DO2.</b> Improved capacity of local communities to manage natural resources and hazards / disasters	<b>IDO2.1</b> Change in number of people affected by floods
	<b>IDO2.2</b> Change in number of people affected by droughts

Table 8 : ABER Project Results Tracking Table

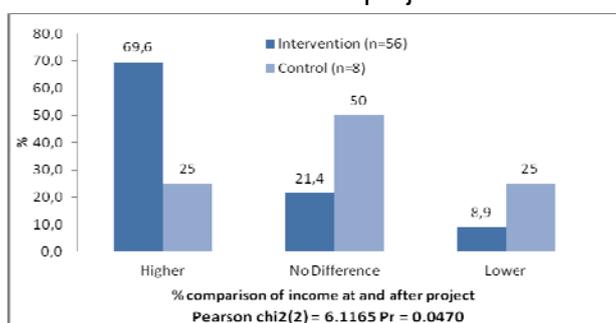
OUTCOMES / OUTPUTS / ACTIVITIES	INDICATORS	TARGET	ACHIEVED
<b>RESULTS MONITORING</b>			
<b>DO1</b> Vulnerable communities have increased income from equitable and sustainable employment opportunities	<b>IDO1.1</b> Number of people who benefitted from new or rehabilitated infrastructures (per gender, age)	10 000	14 352
	<b>IDO1.2</b> Change in turnover among businesses assisted by the project (US Dollars per community)	8 000	–
	<b>IDO1.3</b> Average increase in revenues (USD per month) for assisted households	100	+ 95%
<b>DO2</b> Vulnerable communities are better able to manage natural resources and hazards / disasters	<b>IDO2.1</b> Change in number of people affected by floods	-20 000	174 250
	<b>IDO2.2</b> Change in number of people affected by droughts	-20 000	344 465
<b>PROCESS MONITORING</b>			
<b>A. Technical design of community driven intervention packages and strategies for sustainable livelihoods finalized</b>			
<b>A1.</b> Sensitization and general needs assessment of target communities covering a stratified sample in the South Central with focus on Bay and middle Shabelle regions	<b>IA1.1</b> Number of target communities identified	25	
	<b>IA1.2</b> Number of needs assessments done for identified communities	25	5
<b>A.2</b> Mapping of hazard and disaster risks in selected geographic area and application of this mapping to the existing livelihood maps for Somalia	<b>IA2.1</b> Number of communities where hazard assessment conducted	25	CeDIR DRR report
<b>A.3</b> Assessment of existing institutional capacities and institutional needs for sustainable livelihood support and hazard / disaster risk management	<b>IA3.1</b> Number of communities (and related councils) where assessment of the institutional needs were done	25	NA
<b>A.4</b> Design of tools for targeting and assessment of individual household needs and livelihood potentials; poverty score card ; livelihood assessment tools	<b>IA4.1</b> Intervention plan and approach developed for targeting of individual households		NA
<b>A.5</b> Design of participatory and engendered intervention strategies for the various components supporting livelihood assets and institutional support	<b>IA5.1</b> Intervention plan and approach developed and agreements done for at least 10 communities	10	NA
<b>B Livelihood outcomes of target communities improved</b>			
<b>B.1</b> Develop short-term employment opportunities with special attention to youths and women in relation to productive infrastructure or protection of natural resources	<b>IB1.1</b> Number of community projects designed and implemented in relation to productive infrastructure	10	15
	<b>IB1.2</b> Number of women beneficiaries per project		Total Women : 5733 Average : 382
	<b>IB1.3</b> Number of youth beneficiaries per project		
<b>B.2</b> Carryout labor intensive interventions for improvement or construction of infrastructure for increased production or reduction of losses	<b>IB2.1</b> Number of households identified and benefited from support.	400	8 809

<b>B.3</b> Support introduction of value chains for agricultural products and small ruminants	<b>IB3.1</b> Number of communities sensitized	10	6155 people trained and sensitized
	<b>IB3.2</b> Number of potential value chain improvements identified and supported.		NA
<b>B.4</b> Introduction and training of technical and vocational skills for increased productivity and improved land use	<b>IB4.1</b> Capacity of local administrations and communities to manage and maintain community and public infrastructures		15 CMC set up to manage public assets
	<b>IB4.2</b> Number of communities for which the need for technical and vocational training was identified and supported for increased productivity		6158 people trained and sensitized
<b>C. Required structures and institutional capacities for sustainable livelihoods and hazard / disaster risk management established and strengthened in support of community resilience</b>			
<b>C.1</b> Introduction of systems related to hazards, disaster prevention or control	<b>IC1.1</b> Systems for disaster risk reduction and prevention identified and training / sensitization started in communities	25	66% * 14 = 9
<b>C.2</b> Development of community-based financial and social protection schemes	<b>IC2.1</b> Social protection schemes identified and implementation started in communities	10	80 % * 9 = 7
<b>C.3</b> Human resource development at the local level for participatory planning, implementation, M&E, disaster risk management and sustainable livelihoods.	<b>IC3.1</b> Courses / workshops and sensitization timed with other interventions for participatory and transparent approaches in communities	10	NA
<b>C.4</b> Establishment of coordination mechanisms for early recovery	<b>IC4.1</b> Coordination mechanisms and staff in place for efficient early recovery coordination early 2008 and continuation until end of project		NA

**4.2.3.1 Effectiveness in “ Income generation through short-term employment opportunities”**

Under the ABER project, as shown in table 8, over 14,352 people benefited of gainful employment for a total exceeding 188,000 workdays. These achievements exceeded significantly the targets. Comparing the income before and after the ABER project, the data from the field surveys show that 69.6% of respondents in the intervention areas experienced an increase in income, as compared to 25% of respondents in the control areas. The difference between the two groups is statistically significant.

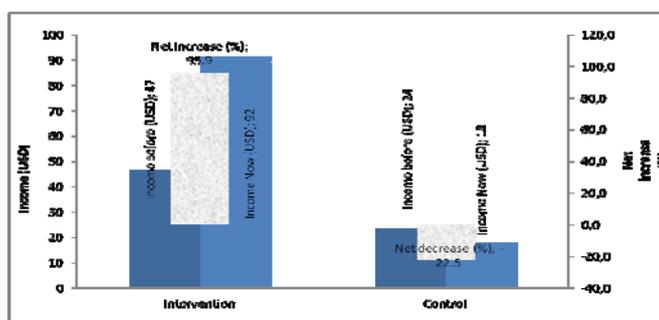
Figure 4: Comparison of income at the time of the project and after the project completion (%)



As for the second indicator (**IDO1.2** “Change in turnover among businesses assisted by the project (US Dollars per community)”) the target was 8000 \$ per community. Only a specific follow up measurement community by community could have permitted to substantiate this indicator. Based on information collected from the local focus groups, this target of 8000\$ turn over increase per community has been well exceeded. However, this is very partial information based on a very limited number of informants.

For the third indicator (IDO1.3 the average increase in revenues for assisted households), the target was set at 100 USD per household. It is very likely that this target was achieved in cash for work projects, since unskilled labor was offered 3 \$ a day, which implies 60 \$ a month for projects that lasted generally at least 3 months. In fact, the socio economic survey estimates that on average, the revenue of households in the intervention group increased by 95% after the intervention, compared to the control group which had a -22.5%.drop instead (Figure 5)

Figure 5: Average % increase in revenues (USD per month) for assisted households



#### 4.2.3.2 Effectiveness in “Capacity development for sustainable livelihoods”

By involving communities in the rehabilitation public infrastructures, the project intended to effectively build the local capacities<sup>18</sup> to manage and maintain such infrastructures. Of the respondents interviewed in the intervention and control areas, 67.8% and 13.6% had been employed by a local NGO/local administration to assist in the rehabilitation of public and social infrastructures within the last 4 years respectively. (See Table 9). The difference between the two groups was statistically significant, with the intervention group being more likely to have been employed compared to their control counterparts.

Table 9 : % employed by local NGO/local administration to assist in rehabilitation of public /social infrastructures in last 4 years

	Intervention	Control	Total(n)
Yes	67.8	13.6	68
No	32.2	86.4	85
Total (n)	87	66	153

Pearson  $\chi^2(1) = 44.617$  Pr = 0.000

As part of the initiative of ABER project to reduce poverty and unemployment, the key drivers of conflict in Somalia, the youth were taken through vocational skills training. The evaluation sought to assess the participation rates of Somali youth in vocational training. The household survey results show that eight out of ten youth (84.1%) from the intervention areas have undergone vocational skills training organized by a local NGO in the last 4 years, compared to only one in ten (11.1%) at the control areas (table 10).

Table 10 : : % of people who had undergone vocational training conducted by a local NGO in last 4 years

	Intervention	Control	Total(n)
Yes	84.1	11.1	56
No	15.9	88.9	34
Total (n)	63	27	90

Pearson  $\chi^2(1) = 42.8661$  Pr = 0.0000

In this assessment all the youth in both the intervention and control areas stated that the acquired skills did help them in improving their socio-economic status. Following training, about a third of respondents from the intervention area have secured a job (29.6%) (in plumbing) or acquired a skill-related (in a hardware store) attachment (33.3%). A further 11.1% have started skill-related business, 7.4% developed business-related plan, while 3.7% have been granted extended training. All these interventions resulted in a net income increase of 96% in the ABER intervention areas, compared with a 23% decrease in the control areas.

<sup>18</sup> Capacity building at individual and organizational levels.

**4.2.3.3 Effectiveness in “Capacity development for hazard / disaster risk management”**

To effectively control and mitigate floods and associated disaster, ABER runs projects in Somalia to build new dykes and rehabilitate existing ones. The outcome DO2 has to do with better capacity to manage natural disasters. Two indicators were defined to measure the degree of achievement of this outcome:

- **IDO2.1** Change in the number of people affected by floods
- **IDO2.2** Change in the number of people affected by droughts.

For each of the two indicators, the target was set to -20,000 people. It is important to note that in the project document, there was no indicator to measure the communities’ ability to better manage natural disasters.

As indicated by the projects database, 174,250 people became less affected by floods and 344,465 people less affected by droughts, thank to the infrastructures constructed. No follow-up or impact measurements were taken. Even assuming that only 10 to 15 % of the infrastructures involved did actually function as planned, still the indicator’s targets would have been reached and the project has certainly helped the beneficiary communities to be less affected by floods and droughts in the short-term, at least in the last four years.

**Floods control and mitigation**

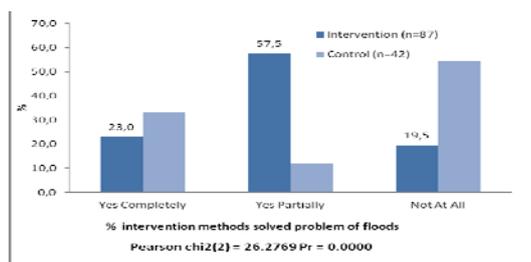
The evaluation mission sought to find out communities that have benefitted from infrastructures designed to effectively control and mitigate floods and associated disaster. About two thirds (66.7%) of respondents interviewed from ABER project target areas reside in villages where there has been an intervention to control floods in the last 4 years compared to 16.1% of their counterparts from non-project areas (Table 11).

	Intervention	Control	Total(n)
Yes	66.7	16.1	63
No	33.3	83.9	74
Total (n)	81	56	137

*Pearson chi2(1) = 34.1225 Pr = 0.0000*

Eight over ten of respondents in intervention areas feel the intervention efforts have partially or completely solved the problem compared to 45.2% of their control counterparts. The feelings of the two groups on the effectiveness of interventions to mitigate floods are significantly different.

Figure 6: Perception of the community on the effectiveness of the interventions in controlling floods



### Drought mitigation activities

Interventions to mitigate drought includes a range of activities, notably early warning systems, construction of water tanks and water trucking, establishment of alternative sources of livelihoods, restocking. Drought mitigation activities have been carried out in villages of 79% of respondents interviewed from the project areas, compared to 24% of respondents in non-project sites (Table 12).

Figure 7: Perception of respondents on the effectiveness of the interventions in mitigating drought problem

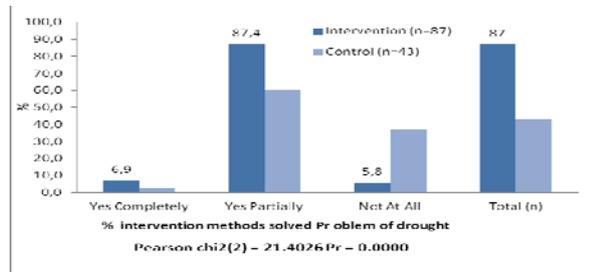


Table 12 : Percent from villages where there has been an intervention to mitigate drought problem in the last 4

	Intervention	Control	Total(n)
Yes	79.0	24	76
No	21.0	76	55
Total (n)	81	50	131

Pearson  $\chi^2(1) = 38.4123 Pr = 0.0000$

Asked to rate the effectiveness of drought mitigation interventions, 94.3% of the intervention group and 62.8% of the control groups thought such interventions were either partially or completely effective. However, the majority of the respondents from both groups feel the interventions are partially effective. The results show a statistically significant difference between the two groups.

#### 4.2.4 Overall effectiveness of EGER and ABER

In terms of **Overall Effectiveness** the projects have produced important results in some of the outcome areas that were targeted, notably short-term employment generation the rehabilitation and upgrading of social, basic and productive infrastructure.

The emphasis of the project in terms of building capacity has so far been on individual beneficiaries with less focus on the community based organizations (CBOs) that will be required in order to achieve project outcomes. Moreover, the project to date has focused more on achieving specified outputs as opposed to supporting a transition process from outputs to outcomes. Any future LED programme will need to enhance its focus in this area, in order to facilitate change processes and to ensure a stronger causal link between outputs and outcomes.

In order to enhance effectiveness, in particular on outcome level changes, there is a need to establish a results based monitoring system which includes regular assessment of longer term outcome level changes in the various outcome areas of the project, such as improved access to basic social infrastructures (schools, health centers), placement rate of beneficiaries of vocational training, etc. This information needs to be used to inform project decision-making as well as inform the best approaches to the rehabilitation of infrastructure and capacity development to sort out the best modalities for intervention.

### 4.3 EFFICIENCY OF EGER AND ABER

The “**efficiency**” evaluation criteria refer to “*how economically project resources and inputs are converted to results*”.

- *How well did each project use its resources in achieving intended results?*
- *What could be done to ensure a more efficient use of resources?*

In order to adequately assess the efficiency of EGER and ABER, the above issues need to be addressed through the analysis of:

- The efficiency of the organisational structure & project management
- The efficiency in project activity planning and implementation
- the efficiency of the existing M&E system

#### 4.3.1 Organisational structure & project management

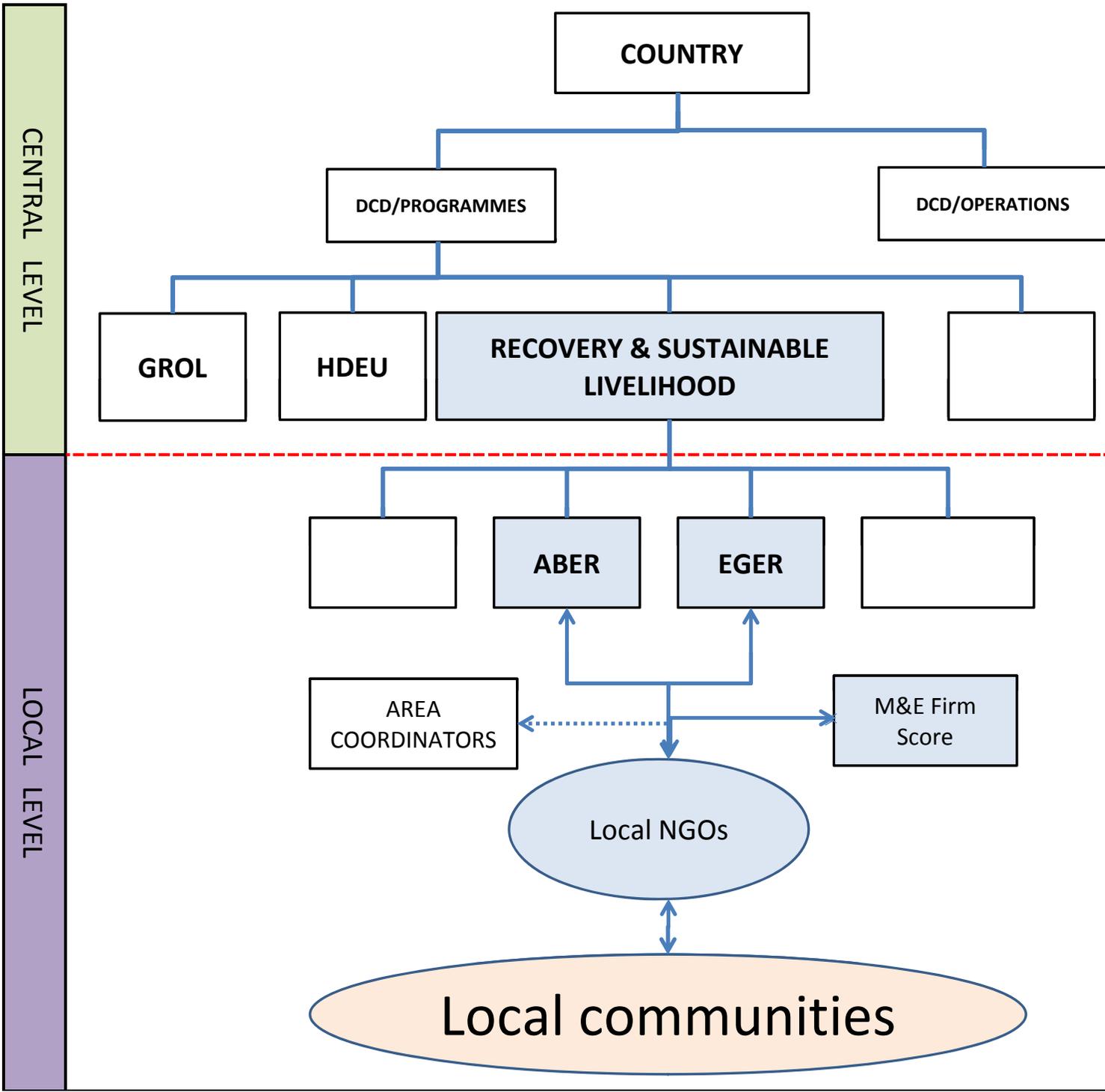
The following figure 8 presents the Organisational Chart under which EGER and ABER are governed. Within the senior level of management of UNDP Somalia, the projects were under the Recovery and Sustainable Livelihood (RSL) unit, under the supervision of the Program Manager.

EGER and ABER were managed by a single Project Manager. The projects were essentially managed from Nairobi under what is known as the “*Remote Management System*”. There are various forms of remote management. In the case of UNDP Somalia, the projects were essentially implemented through local authorities and organisations, mainly NGOs. The Nairobi office retained decisions on sub-projects’ selection, funding and the oversight of the project execution. Monitoring functions were implemented by a private sector firm.

Working from a distance means not only reduced access, but more importantly:

- reduced implementation information on the conditions prevailing on the field,
- a more limited capacity of analysis and
- an increased exposure to operational risks regarding effectiveness, cost efficiency and accountability.

However, the conditions prevailing in Somalia imposed this choice of management approach on UNDP Somalia senior management. The strategy of choosing NGOs as implementing agencies and consulting firms as monitoring and evaluation agents has proved very effective, so much so that UNDP Somalia should consider using this approach in the potential LED programme, even under more normal country conditions. It increases the productivity of the Project Management who therefore can dedicate more time to superior management and analysis functions. The fact that 93 sub-projects were implemented under extreme field conditions only using one project manager and two assistants over a five year period, support this assessment.



### 4.3.2 Efficiency of EGER & ABER projects AWPBs implementation process

The table 13 in next page presents the summary of results of the Annual Work Plans and Budgets (AWBPs) for EGER and ABER in South Central Somalia, based on the projects information system<sup>19</sup>. The title is somewhat misleading, since the projects produced many more outputs than what the sub-projects summary produced by the M&E systems shows.

#### 4.3.1.1 EGER project

For EGER, the spread between disbursement and funds budgeted was relatively small, which is generally a sign of good financial management. Looking at the disbursements, the progression follows a pattern that is normally expected, with a relatively low first and last year, and a peak at mid-project. As for the other indicators, the evolution follows a normal pattern, except for the last year, 2012. The cost per workdays between 2008 and 2011, the cost increased from 3.09 to 4.74 \$ per workday<sup>20</sup>. Unskilled labor was paid about 3 \$ per workday. The evolution is very consistent with an increase in the complexity of projects which may have required more skilled labor and some price inflation.

However, in 2012 with the same number of sub-projects as in 2008, almost the same average duration, and yet the cost per work days rises from 3.09 \$ to 14.43 \$ per workday. Galloping inflation certainly played a role in the increase, along with the quasi 100% valuation of the Somalia shilling. From an efficiency point of view, no analysis can be carried out with this information, since the budget is for all types of interventions while the outputs are essentially the result of cash for work interventions.

Based on interviews with the Project Management, the Mission was looking at means of capturing the improved productivity that probably took place following management interventions. Specifically, management took time to analyse the productivity of workers involved in various interventions. For example, they might have found that a worker can excavate 1.25 cubic meter of dirt per day instead of the one cubic meter used by NGOs in their proposals. This of course would have had significant implications on productivity and efficiency – the amount of work done for a given dollar. Unfortunately, this information is not captured by M&E information system or documented elsewhere.

#### 4.3.1.2 ABER project

Looking at the data on ABER, a different picture emerges. Already in the first year results are impressive from a financial standpoint. Almost 100 % of the budget is disbursed, probably because it is benefitting from the initial implementation activities of EGER. However, the cost per workdays is almost three times as high as in the EGER case. In 2010 the ratio is five to one. It is the opinion of the Mission that ABER spent proportionally much more money on livelihood interventions than on cash for work. The activities related to distribution assets (Tools, animals, equipments, seed material, etc) and training to beneficiaries do not generate workdays, yet they generate a lot of spending. This is a good example of why the sub-project financial and output information should have been broken down by intervention type (or category) in the database.

<sup>19</sup> Quest in the database was : name of the project, South Central, all donors, all interventions, completed sub-projects in the corresponding year.

<sup>20</sup> Surprisingly, disbursements on interventions other than cash for work do not affect the ratio significantly.

Table 13 : EGER and ABER physical and financial achievements (Source: Projects Database)

<b>EGER physical and financial achievements</b>						
Year	2008	2009	2010	2011	2012	Total
Budgeted	\$ 842 584	\$ 2 241 585	\$ 3 144 052	\$ 2 445 071	\$ 610 942	\$ 9 284 235
Disbursement	\$ 757 377	\$ 2 037 748	\$ 2 932 069	\$ 2 243 798	\$ 476 987	\$ 8 447 979
Deduction	\$ 586	\$ 23 330	\$ 32 959	\$ 29 585	\$ 393	\$ 87 246
No. of Women	4031	5163	8865	6185	664	24285
No. of Workers	8063	13348	15353	15589	1862	54215
Direct Beneficiaries	8532	14090	19338	18324	2114	64752
Workers-Days	244835	601126	646895	473808	33056	1932790
Average Duration	85	82	82	73	77	79
No of projects	6	16	25	26	6	79
Cost per workdays	\$ 3,09	\$ 3,39	\$ 4,53	\$ 4,74	\$ 14,43	\$ 4,37

<b>ABER physical and financial achievements</b>						
Year	2008	2009	2010	2011	2012	Total
Budgeted		\$ 1 629 616	\$ 449 407			\$ 2 079 023
Disbursement		\$ 1 625 432	\$ 329 421			\$ 1 954 852
Deduction		\$ 2 516	\$ -			2516
No. of Women		4894	915			5809
No. of Workers		6248	369			6617
Direct Beneficiaries		12105	2440			14545
Workers-Days		173941	14790			188731
Average Duration		170	128			159
No of projects		11	3			14
Cost per workdays		\$ 9,34	\$ 22,27			\$ 10,36

### 4.3.2 Efficiency in sub-project design and implementation

During the period of 2008 to 2012, 79 sub-projects have been carried-out under the EGER project and 14 sub-projects under the ABER project. The projects database provides information on the various outputs produced during the period.

The projects outputs have been grouped under the 7 categories presented in the following table extracted from the database. The Mission has not been provided with documents defining the categories or a manual for the database.

Table 14 : The different intervention modalities as in the database	
Assets Distribution	Beneficiaries
Capacity Development	Environment
Infrastructure Development	Livelihoods
Micro - Finance	

Outputs were not classified by modalities of intervention, such as: i) Cash for Work, ii) Infrastructure Rehabilitation, iii) Private Sector Development; and iv) Capacity Building.

#### **4.3.2.1 Measuring efficiency at intervention modality level**

The first measure of efficiency is based on the relation between the cost of an intervention and the outputs generated. This analysis could not be conducted at modality level, since this relationship could not be established within the current classification in the database.

Once the intervention cost-to-outputs relationship has been established, the next step in determining if the intervention was efficient is to compare it with the cost of alternative means of producing the same outputs<sup>21</sup>. The intervention will be deemed efficient if it produces the outputs at the same or at a lesser cost than the existing alternatives. The difficulty with carrying out this analysis in Somalia is that there are very few alternatives available to compare with, if any. This is one of the fundamental reasons this Mission has deemed the EGER and ABER implementation Tandem approach efficient during the 2008-2012 period. If a UN agency such as FAO, UNICEF restarts field operations in Somalia, the potential LED program may wish to reconsider its involvement in related fields of intervention for efficiency reasons. Under recent past and present conditions, there were no such alternatives.

#### **4.3.2.2 Measuring efficiency at sub-project level**

In the absence of real alternatives for producing outputs than the one used by EGER and ABER, one way of measuring efficiency would have been to compare individual sub-projects, and implicitly the implementing agencies.

The project database offers more detailed information on each of the output categories. For example, under "Assets distribution" there is a list of 26 types of assets, the quantity and number of sub-projects that distributed them (See table 14). The table shows that sub-projects were able to deliver a large and diverse quantity of assets to the population. The Infrastructure development category contains a similar list of 23 types of output. Sub-projects support was thus potentially very well adapted to the specific needs of the communities. The drawback to this diversity of interventions is that it prevents any comparisons between sub-projects. Furthermore, each intervention is defined by the implementing agency in each sub-project, and thus is not readily comparable with the same type of intervention carried-out by a different agency. Therefore, efficiency could not be assessed at sub-project level.

<sup>21</sup> Alternatively, the quantity of outputs produced for a given cost can be compared.

Table 15 : Assets Distribution

Type of Assets Distribution	Quantity	No of projects
Tools Purchased	50,193 Tools	65
Cows Distributed	154 Cows	3
Goats Distributed	12,368 Goats	14
Sheep Distributed	4,784 Sheep	7
Beehives Distributed	4,212 Beehives	3
Poultry Distributed	15,120 Poultry	7
Poultry Coops Built	22,860 Poultry Coops	3
Seeds Distributed	59,537 Kilogrammes	10
Grinding & Milling machines	62 machines	5
Sewing Machines	309 Sewing Machine(s)	9
Irrigation/Water Pumps	101 Pump(s)	6
Energy Saving Jikos / Stoves	9,080 Jikos/ Stoves	6
Charcoal Distributed	36,000 kgs	1
Donkey Carts Distributed	125 Carts	2
Fishing Boats distributed	116 Boats	2
Computers Distributed	50 Computers	3
Grocery Shops Established	10 Grocery Shops	1
Fishing Boats Repaired/Bought	76 Boats	3
Fishing Materials & Equipments purchased	109 Fishing Materials & Equipments	2
First Aid Kits Distributed	20 Kit(s)	2
Tailoring machines	25 machine(s)	1
Donkeys Distributed	68 Donkey(s)	2
Jerricans Distributed	3,000 Jerrican(s)	1
Ice Box(es)	40 Box(es)	1
Non Food Items Distributed	850 NFIs	1
Business Stall(s)	120 Established	1

Source : EGER/ABER projects database

### 4.3.2.3 Measuring efficiency for each type of intervention

The database provides access to more refined information on each type of intervention. For example, the search on “Tools purchased for the projects in South Central Somalia between 2008 and 2012” produces the following summary and the same information for the 44 sub-projects involved in tool distribution.

Table 16 : Tools purchased for sub-projects in South Central Somalia between 2008 - 2012

Status	No.of projects	No.of workers	Working Days Generated	Direct beneficiaries	No.of women	Value (USD)	Output (Tools)
Completed	44	36,522	1,182,560	39,982	16,633	5,348,810.70	41,631

It is not clear if the column “Value (USD)” is the total cost of the tools or total cost of the sub-projects. If it is the cost of tools, the average cost of tools would be \$ 128.48. There is no information on what type of tools and what they were used for. There is no information on the cost of providing the technical assistance necessarily accompanying the tools. Therefore, there is insufficient information to make an efficiency analysis at this level also.

Acquiring the information required for efficiency and other analyses at sub-project level at this stage would necessitate a colossal amount of work. For this output only, 44 sub-projects documents and 44 final reports would have to be analysed in the hope of finding a proper breakdown of information for analyses. Using a sampling method would at best provide an unreliable picture of the situation since every sub-project is different in nature and design. To get the full picture, the process would need to be repeated for the 26 type of Assets distribution, the 23 types of Infrastructure development, and so on for other output categories, in the 93 sub-projects. Only a properly deployed results-based monitoring and evaluation information management system could generate this type of information in an efficient manner.

### 4.3.3 Assessment of the efficiency of the existing M&E system

#### 4.3.3.1 Introduction:

As for any other development project, the EGER-ABER M&E system should have enabled the Project team to clearly demonstrate to the key stakeholders whether the projects are achieving their stated goal, outcomes and outputs, in accordance with the targeted timeframe. To achieve that, the M&E system should have provided the means to robustly analyse the relevant data and information in order of fulfilling the following five (5) functions:

1. facilitate the **planning of the project activities** : Strategic activity planning (over multi years planning), as well as Operational Activity Planning (annual work plan and budget planning);
2. **track the implementation of the Annual Work Plan and Budget** (the project inputs, activities and outputs), using mainly the set of indicators (or milestone) outlined under each component and sub-component and activity at frequent intervals,
3. **monitor project outcome indicators** as reflected in the Results Measurement Framework, and provide the rate of achievement of those results indicators against the agreed target ;
4. conduct regular **impact assessment** of projects actions;
5. warn implementers, stakeholders and EGER-ABER managers (dashboard), to any problems in project implementation and **provide the basic information for making the necessary adjustments**.

While assessing the efficiency of implementation of EGER-ABER, one of the first questions that must be asked is: “How effective was the existing RSL M&E System in responding to those key functions?”

In assessing the EGER & ABER M&E system, at first the Mission conducted an in-depth review of the each Project document, particularly the RMF that they contain. Other documents relevant to the EGER-ABER M&E system were also reviewed: notably PREP and LED program documents. The UNDP Assessment of Development Results for Somalia (2010) was analysed and its main conclusions and recommendations on the existing M&E system and activities were noted.

Other M&E supporting documents consulted include the many documents produced by the projects management team, notably: annual work plan and report templates, terms of reference of implementing NGOs and the M&E private sector firm. The existing database was also assessed and its main functionalities were examined, in order to find out how well they can help in process monitoring (AWPB), in result monitoring and in decision making.

Interviews and focus group discussions on the existing M&E system were conducted with UNDP Somalia staff in Nairobi, as well as in Mogadishu. The same exercise was repeated with implementing partners at field level.

The main purpose of all these documents review/analysis and discussions was for the Mission to gain a good understanding of how the M&E functions described above were fulfilled: This included an assessment of:

- (i) the organizational framework of the existing framework, the main stakeholders involved and their roles and responsibilities in the functioning of M&E system;
- (ii) The existing provisions for activity planning, monitoring and reporting
- (iii) The result indicators tracking and reporting
- (iv) How impact assessments are carried out to measure impact

#### 4.3.3.2 *The organizational framework of the M&E system*

Due to security and accessibility issues in South Central Somalia, the existing M&E system of the RSL programme is centered on the tandem composed of an implementing agency (usually an NGO) and a M&E private sector firm. The “**NGO-M&E FIRM**” tandem was monitoring the implementation of the subprojects. Occasionally, UNDP Somalia staff members took part in implementation monitoring through field visits, telephone interviews and analysis of photographic evidence.

This Remote Monitoring System has allowed the RSL programme to carry out activities despite security issues.

Operationally, the M&E System was organized in a general frame comprising three levels:

1. **At local (Community) level**, through the implementing tandem. The field staff collected the primary data on the sub-projects implementation process as well as on the direct beneficiaries of sub-project. This level represents the information entry point of the project M&E system where the primary data collection is done. The implementing tandem is the main actor of the M&E data collection system. The M&E field staffs were the key persons responsible for monitoring the implementation of the projects. This was achieved through regular site visits to each sub-project locations where physical status of the constructed structures were documented as well as the extent of cash income disbursements in the cash for work scheme. The M&E firm documented these changes through interviews within the community, physical observation and pictures.

In addition to site visits, the M&E firm collected bi-weekly updates from EGER and ABER sub-projects site supervisors to determine whether cash for work payouts had impact commodity prices; to document challenges experienced by labourers, and conflict or disputes within the communities.

2. **At the level of the NGO and the M&E firm headquarters** where the M&E information on sub-project implementation is received from the field, summarised and reported separately to UNDP Somalia Office in Nairobi. The information could then be compared by project management and significant differences discussed with the tandem.

The different sources of monitoring (NGO, M&E, project management spot checks) allowed “*triangulated monitoring*” to ensure data reliability; which is one of the strength of the existing M&E system;

3. **At UNDP Somalia Office**, through the RSL Management Support Unit – RSL/MSU (only two assistants), which in collaboration with the M&E-Firm, provides the overall supervision of sub-projects’ implementation using data received from both the NGOs and the M&E firm. The RSL / MSU relied on the existing database to process some of the data, produce quarterly reports on the status of implementation of the RSL Programme. Furthermore, ABER and EGER project management reported on some high level indicators through the UNDP ATLAS main database. The RSL/MSU also produced specific reports to funding partners (notably Japan, Italy).

#### 4.3.3.3 *The existing M&E procedures and tools for planning, monitoring and reporting*

##### **The annual work plan**

An analysis of EGER 2010 work plan shows that targets are only set for financial indicators, disbursement objectives. Activities are listed but no targets/timelines are set. Thus, it is impossible to determine whether the project has achieved its expected goals for the year. It is also impossible to assess if management responded properly to unforeseen changes and adjusted accordingly.

##### **Reporting**

Reporting on projects’ achievements was done at various levels: By implementing Partners, the M&E Agent and the Project Management.

A rapid analysis of the 2010 EGER Annual Report leads to the following conclusions:

Reporting on activities and outputs (Process monitoring), is very well presented, illustrated and documented.

In the 2010 EGER Annual Report, the three following results are analyzed and form the basis of the reporting:

*RESULT 1: Increased short and long term employment opportunities*

*RESULT 2<sup>22</sup>: Rehabilitation and upgrade of productive and basic social infrastructure*

*RESULT 3: Enhanced women and youth participation, mitigation of disasters risks and conflict and enhance human resources and institutional capacities*

Table 17 : Examples of results statements (EGER 2010 Annual Report)

<b>Result Statements</b>	<b>Comments</b>
<i>RESULT 1: Increased short and long term employment opportunities</i>	Well defined result statement
<i>RESULT 2: Rehabilitation and upgrade of productive and basic social infrastructure</i>	Result statement should be : “ <i>Rehabilitated and upgraded productive and basic social infrastructure</i> ”
<i>RESULT 3: Enhanced women and youth participation, mitigation of disasters risks and conflict and enhance human resources and institutional capacities</i>	Poorly defined result statement. Contains at least three embedded statements: one on cross cutting issues, one on risks management and one on capacity building.

<sup>22</sup> The title of this Result 2 should be “Rehabilitated and upgraded productive and basic social infrastructure”

The actual values of output indicators are well documented in annex 1 of the report. In addition, the report thoroughly presents the detailed update of the Risk Management Matrix.

However, the report has some drawbacks. The most obvious limitation of the report is that the **projects outcomes are not mentioned at all**, although reporting should be targeting the outcomes more than the outputs.

In addition the report would have gained clarity if it had been presented as follows:

**RESULT 1: Increased short and long term employment opportunities**

**Results indicators:** R1.01 and R1.02

- **R1.01:** Number of short-term employment opportunities generated (disaggregated by level of vulnerability)
- **R1.02:** Number of long-term employment opportunities generated (disaggregated by level of vulnerability)

Following is an example of an EGER quarterly progress report (1<sup>st</sup> quarter of 2012).

Table 18 : An example of EGER quarterly progress report (4<sup>th</sup> quarter of 2012)

OUTPUT: Community capacities enhanced to identify and manage local economic development needs and priorities			
OUTPUT ID: 3.4.1			
REGION	ACTIVITY DESCRIPTION	STATUS	RESULT/COMMENT
SL	3.4.1.3. Implement at least 5 priority infrastructure projects while ensuring these projects are gender, conflict and disaster sensitive	"On track"	-LOA has signed with the MoE to rehabilitate Burao Vocational training Center. The work on the ground should start in January 2012

Activities minimally lead to output production. Output production should be substantiated and annual targets should be set in the work plan. Progress should be measured by comparing what has been done to date versus what was planned for the year. "On track" is not a status measurement; it is a comment on progress. The whole issue on inadequate reporting is symptomatic of the misunderstanding of the logical framework design of projects and the link with the Performance Measurement Framework.

This observation should not lead to the conclusion that the work has not been done properly. Fortunately, in this case the Mission has seen ample evidence that the work is generally being done. However, with comments such as "On track" to appreciate the work progress, it is difficult to see how senior management can appreciate that the work is being done at a satisfactory rate and that the ultimate targets of the project will be met.

It is obvious that the reporting needs to be overhauled completely, along with the M&E system. The Mission was provided with a recently developed new reporting canvas for LED. The framework of the document is essentially correct, but the information it contains is inappropriate: the statement of objectives, outputs, indicators must be revised.

#### 4.3.3.4 The results indicators tracking and reporting

As evidenced by the 2010 EGER Annual Report, reporting strictly focuses on inputs, activities and outputs. There is no reporting on outcome and impact.

As the UNDP ADR Somalia Report in 2010 states it: "...during its first year, the EGER project generated a total of 430,000 workdays; 35 % of the beneficiaries were women and 20 % internally displaced person... However, most of the income generated is short term in nature, and the emphasis has been more on generating income than leaving behind a sustainable product from that work". The only evidence provided by the information system leads to the same conclusion since there were no follow-up actions to assess the immediate and intermediate outcomes of such interventions as vocational training that could lead to sustainable employment.

Various instruments (rehabilitation of infrastructures, vocational training, etc.) have been used by the projects with the objective of generating short and long term employment. What happens after the rehabilitation work or the training was completed seems not to be of concern. Nonetheless, many valuable lessons could have been learned if follow-up assessments had been conducted a few months or a year after completion of each sub-project.

In this respect, project management should have learned from the interesting experience with the private firm handling the projects M&E at field level. This same experience should have been replicated while hiring an “*Impact assessment Agent*” to establish a systematic framework for follow-up impact assessment studies 6 to 12 months after the completion of each sub-project, The “*Impact assessment Agent*” could be either a local private firm or NGO. Such an arrangement could also have been utilized by project management to better ensure data quality through data triangulation based on information provided by implementing NGOs, the M&E firm and the Impact Assessment Agent.

#### 4.3.3.5 The M&E Plan: a reference guide

In the ABER Project Document<sup>23</sup>, it is mentioned: “*The project will prepare a **Communication and Monitoring plan (C&M plan)** in support of project objectives with details on external and internal monitoring and communication activities*”. It does not seem that such a document has ever been prepared.

Similarly, following the finalization of the 2010 UNDP Somalia Country Program Document for 2011-2015, the development of a holistic M&E plan for the Country Office became a key priority. A framework document was designed but does not seem to have been utilized.

#### 4.3.3.6 Analysis of the existing database

The UNDP Somalia Information System is mainly a knowledge management portal. The cartography of the information system is presented below:

- Main menu
  - Home
  - Project details
    - ✓ Project Profile
    - ✓ Projects Summary
    - ✓ **Project Outputs**
    - ✓ Progress status
    - ✓ Success stories
  - Maps
  - Photo gallery
  - Search
  - Funding
  - Professional contracts
  - Charts
- Second menu
  - Generate proposal
  - Contractual modality
  - 1st payment request
  - Other payment request
  - Market prices
  - Supporting documents
  - Prequalified NGOs
  - Create new project
  - Update database

<sup>23</sup> ABER Project Document, Chapter 7. Monitoring & Evaluation

The « **Project outputs** » **section** shows seven categories of outputs:

- Assets Distribution
- Beneficiaries
- Capacity Development
- Environment
- Infrastructure Development
- Livelihoods
- Micro - Finance

Each category contains about 3 to 20 output indicators, with the current value (quantity) and number of projects involved. For example, in « Micro- finance », we find:

Micro - Finance		
Type of Micro - Finance	Quantity	No of Projects
Microenterprises Created	400 Microenterprises	1
Loans Granted	355,950 Dollars	10
Benefeciaries of Grants	542 Benefeciaries	5
Cooperatives Established	265 Cooperatives	2

Through the selection of an output, the system displays more information for a specific project. For example, the results for « Beneficiaries of grants » for EGER & ABER projects are displayed here:

**Output Result for Benefeciaries of Grants for Active & Completed Projects Started Between 02/05/2005 and 08/05/2013**

Fund	Implementing Institution	Project No.	Project Type	District/ Region	Project Name	Value	Output
	PEPA II	BR-A354	EGER	Bender Bayla District	Provision of Technical and financial support to fishery and farming communities	144926.64	50
	TIDES	NU-A358	ABER	Garowe, Region, Nugaal	Livelihood Improvement Project for PLHIV through provision of micro-grants to 60 beneficiaries and capacity building	55171.2	60

Summary							
Status	No. of projects	No. of workers	Working Days Generated	Direct beneficiaries	No. of women	Value (USD)	Output ( <b>Benefeciaries</b> )
Completed	0	0	0	0	0	0.00	0
Ongoing	2	0	1,364	953	302	200,097.84	110
Just Approved	0	0	0	0	0	0.00	0
MOU signed	0	0	0	0	0	0.00	0
<b>Total</b>	<b>2</b>	<b>0</b>	<b>1,364</b>	<b>953</b>	<b>302</b>	<b>200,097.84</b>	<b>110</b>

The only M&E information found is related to **outputs**. The database does not take into account outcomes.

## 4.4 CROSS-CUTTING THEMES

### 4.4.1 Vulnerable people and gender issues

Evidence gathered by the Evaluation Mission shows that special attention has been given to women preoccupations, specifically that they participated in planning the interventions and were attributed a share of the work in the rehabilitation projects. The same can be said about youth and IDPs. Vulnerable people were also prioritized in the selection for vocational training and improved livelihood interventions. However, as pointed out by the UNDP Somalia ADR 2010 report (p.49), the projects lack a more comprehensive approach and strategy on vulnerable people and gender issues.

*«Too often, gender issues in programming are seen as quotas to be achieved in terms of women beneficiaries (30 percent in most projects). While this is a positive step and gives a concrete measure in the short run, a more nuanced and holistic understanding of gender in programming has yet to emerge. In specific terms, the following gaps were identified in programme documents and reports: (a) situations are not analysed using gender disaggregated data on poverty, access to services, the effects of violence, HIV/AIDS nor does the analysis show how gender relations at the household, family and community levels play out in terms of decision-making or control of resources; and (b) the monitoring tools and reports don't indicate any specific thrust on tracking how UNDP-supported programmes are affecting the gender relations at both household and community levels.»*

Note that in the above comments it is the monitoring tools that should provide the information on outcomes, not the evaluation mission.

Although EGER and ABER have to some extent addressed the following initiatives, more emphasis can be given to enhance key areas of gender to include:

- increased educational support for girls to remain in school
- increased number of women and girls with capacity to use ICT
- skills development for women leaders in business
- support activities aimed at empowering women and improving their lives including access to safe potable water, firewood and other renewable sources of household fuel
- inclusion of more diverse economically viable vocational skills such as ICT, leather making, baking, catering, brick making
- improved income-generating activities through equipment support and business management training
- increased recipients receiving agricultural assistance to boost production and promote food security
- increased research on issues affecting women and young entrepreneurs
- micro-credit schemes to provide women and the youth with access to loans for establishing small businesses

Participants in the local focus groups mentioned that there was some tension created by women participation in the planning process and the allocation of quotas in the rehabilitation interventions. It is thus possible that women and vulnerable people could not freely express their needs in view of some resistance of other participants. One way of avoiding this is to organise planning workshops on a thematic basis. By selecting and grouping themes such as baking, sewing and tailoring, small animal husbandry, and so on, there is a strong likelihood that the majority of participants will be women and that they will be able to freely express themselves, without formally excluding other member of the community in the workshop. Such strategies should be developed and included in the project implementation manual.

#### 4.4.2 Environmental issues

The Projects have included environmental concerns in the planning of all the rehabilitation projects. Furthermore, some interventions conducted under EGER and ABER have had a direct positive impact on the environment, such as garbage collection interventions and the construction and rehabilitation of flood canals.

Reforestation should be a priority in some areas, as a mitigation measure for the impact of droughts for example. However, the technical feasibility of such interventions needs to be assessed.

### 4.5 IMPACT OF EGER AND ABER

The “**Impact**” evaluation criterion refers to “*the extent to which and the ways in which activities on planning and service delivery improvements are resulting in **changes** in the lives of people in communities in targeted areas*”.

Given that both project documents lacked indicators, baselines and target values at the level of the goal (or ultimate outcome) of the projects, as well as most of the outcomes, it is difficult to assess the contribution of the projects and the impact achieved. The only intervention modality for which the mission was able to accurately assess the impact of projects interventions on beneficiaries was on “Vocational training”<sup>24</sup>.

For ABER, field surveys showed that following training, 29.6% of respondents from the intervention sites secured a job or acquired a skill (33.3%) related attachment. A further 11.1% started a skill related business, 7.4% developed a business related plan, while 3.7% were granted extended training. All these interventions resulted in a net income increase of 96% in the ABER intervention sites, compared with a 23% decrease in the control sites.

For EGER, the vocational training participation rate for the intervention group was 39%, compared with 4% in the control group. These measures combined resulted in a net income increase of 102% in the EGER intervention sites, compared with a 28% decrease in the control group.

### 4.6 SUSTAINABILITY

The “**Sustainability**” criterion measures “*the extent to which **changes** realized from the interventions can be expected to **result in long-term benefits***”.

The Evaluation Criterion of “**sustainability**” needs to be considered for each of the outcome areas that the projects focused on, namely: (i) Rehabilitation of social and productive infrastructures and Employment generation; (ii) Development of income generating activities; (iii) Vocational training, skills enhancement and capacity development; (iv) Capacity development for sustainable livelihoods and hazard / disaster risk management

#### 4.6.1 Infrastructures Rehabilitation

To better assess the impacts of the infrastructure rehabilitation scheme, it is useful to split the sub-projects interventions into 2 groups, public versus private-type infrastructures. Public infrastructures are the ones that provide a general and diffused benefit to the entire community (a village flood canal) as opposed to private-type infrastructures that yield a benefit to a specific and identifiable group (irrigation canal).

In their responses, participants in focus groups distinguished (in their own words) between the 2 types of infrastructures. For the public ones, most of them said that they did set-up community

<sup>24</sup> In the household survey for ABER, question 319 measured the impact of vocational training on beneficiaries.

maintenance committee (CMCs), but due to the poverty level, the CMCs were unable to raise enough money for maintenance. They considered that sub-projects designs should have included additional resources to support CMCs in their infrastructure maintenance effort.

For productive infrastructure sub-projects by contrast, they acknowledged some success in gathering resources for maintenance, since they essentially benefit to identifiable bordering farmers.

#### 4.6.2 Development of income generating activities and improved livelihood sub-projects

EGER and ABER used a set of intervention tools such as vocational training and small ruminants husbandry aimed at improving the livelihoods of beneficiaries. Amongst the sample examined by the mission, the implementation process was flawless. Needs assessments at the local/regional levels guided the choice of trainings to be targeted. Training institutions were evaluated before selection – in the case of animal husbandry some training was provided under an agreement with the Kenyan government department of agriculture. (South-South cooperation) Trainees were financially supported during the program. All the ingredients for success were gathered. However, project management did not put in place systematic follow up assessment measures to verify if the interventions were working and measure their impacts on beneficiaries on a regular basis, with a view to determining their sustainability. What was the rate of success? What were the difficulties encountered and the lessons to be learned from them?

#### 4.6.3 Vocational training, skills enhancement and capacity development

In the household survey for ABER, the impact of vocational training on beneficiaries was measured. Following the training, about a third of respondents from the intervention site secured a job (29.6%, say in plumbing) or acquired a skill related attachment (33.3%, say in a hardware store). A further 11.1% started a skill-related business, 7.4% developed business related plan, while 3.7% have were granted extended training. The rate of success was thus above 80 %, which is very good.

These are real **changes** on the employment and income opportunities of the beneficiaries achieved from the project interventions. Will they **result in long-term benefits** ? It may be too early to make such a definite assessment.

---

### 4.7 LESSONS LEARNED AND EXPERIENCE SHARING

---

Conversations with the communities indicate that UNDP Somalia should distinguish between infrastructure types in its sub-project design component for maintenance and sustainability. If the infrastructure is a quasi «public good» in the economics sense – non rivalry in consumption and non-exclusion – the project should envisage providing maintenance resources or increase significantly the quality of the infrastructure to minimize maintenance requirements. In the case of productive infrastructures, by contrast, the project should make sure that direct beneficiaries (such as farmers) contribute to maintenance and possibly capital costs.

The **Tandem “M&E FIRM-NGOs”**, under tight supervision by the project management, has been proven to be a very good organizational set up for the implementation of projects interventions and their monitoring by different entities. The efficiency of the Tandem approach is of the utmost importance if UNDP Somalia still feels an urge to increase the income of the Somali population. One alternative is to use government institutions as executing agencies and UNDP Somalia staff for M&E. However, government institutions are said to be so weak that institutional strengthening is required before funding and other support to Somali people can be channeled by them. The Tandem approach can be used to carry out both institutional strengthening of government institutions and immediate interventions at the community level. Using UNDP staff for M&E

activities is more costly than using a private sector firm. The Tandem offers a flexible and cost effective implementation structure. It increases the productivity of UNDP foreign staff and allows them to dedicate their time to superior management tasks. Taking into account the security situation still prevailing in South Central Somalia<sup>25</sup>, the Mission estimates that in the context of a potential future LED Programme, the Tandem approach would be the best option for handling the 2 functions of: (i) activities implementation and reporting; (ii) Process implementation monitoring and reporting. As for the **outcome monitoring** function<sup>26</sup>, it could be either handled by the same M&E firm with extended mandate, or sub-contracted to another local private firm. The latter would be preferable, according to the Mission, to triangulate the information.

The lack of monitoring of **outcome level changes** hampers the opportunities for learning of what works and what does not work.

---

<sup>25</sup> During the Evaluation Mission in March-April 2013

<sup>26</sup> This would include routine outcome monitoring on a six-monthly or annual basis.

## 5. CONCLUSIONS AND RECOMMENDATIONS

### 5.1 CONCLUSIONS

The Mission considers that both projects were very relevant. They were well designed to address some of the extreme difficulties faced by the Somali people; namely extreme poverty, unemployment, natural disaster crises (floods and draughts) and internal security problems.

The Mission considers that both projects effectively achieved the objectives expressed in the project documents: “*increase the income of beneficiaries in a large number of communities*”. The household survey shows that income doubled in the EGER and ABER targeted communities. Furthermore, a significant number of people benefited from vocational training, especially vulnerable people. For this latter group, the household survey shows that about 80% of beneficiaries of training either found work related to the training topic or benefited from it in other forms. Improved livelihood interventions have certainly contributed to increasing the income in targeted communities, although the extent of this impact is not precisely known. The projects also contributed to the improvement of a large number of basic social and productive infrastructures through its cash for work interventions, some of which contributed to reduce the negative impact and risks associated to natural disasters.

The Mission considers that EGER and ABER were efficient in delivering the expected outputs. The remote management system – the Tandem NGO-M&E firm approach – has proven to be efficient in both cases. The Projects appear to have been tightly managed. The process management tools developed were extensive and all adequate. The Mission was not provided with a complete set of work plans and annual reports on the projects achievements, limiting its capacity to appreciate the quality of the projects management. Documentation management needs improvements. A project manual to describe in details the project implementation and intervention strategies and to serve as a reference to all implementing agencies (NGOs mostly) should have been produced.

Sustainability of each intervention modality could not be assessed by the Mission for lack of appropriate data. EGER and ABER did not carry out systematic follow-up assessments to measure the outcome of individual interventions. On paper, the sample of sub-projects planning documents reviewed indicates they were appropriately designed to attain sustainability thank to the support in establishing Community Management Committees (CMCs). In the case of improved livelihood interventions, the information is insufficient to appreciate the potential for sustainability. Comments from local focus groups, combined with the observations of the UNDP 2010 ADR evaluation mission and that of this Mission’s visits in Mogadishu<sup>27</sup>, raise some issues as to the quality of some infrastructure rehabilitation undertaken. The observation sample is too small to be conclusive, but warrants further investigations.

The most important weakness of the EGER and ABER projects is the existing information management system, and more specifically the M&E system which focused too much on process monitoring and not at all on outcome monitoring<sup>28</sup>. The performance management frameworks of both projects were not adequately designed. The objectives were confusing, the indicators rarely adequate, and target values non-existent in most cases. The information collected by the projects is insufficient to substantiate most of the indicators of the initial results management frameworks.

<sup>27</sup> Notably the information provided by the Mayor of Mogadishu on the bad quality of some renovated roads and the fish market in the city.

<sup>28</sup> **Outcome monitoring** focus on measuring the changes on the beneficiaries of project interventions (What happen to the beneficiaries of training, assets tools, animals ? What happen to the rehabilitated infrastructures after few months ? and how communities benefited from them?), as opposed to **process monitoring** which tracks the implementation of the AWPBs focussing on inputs, activities and outputs.

Furthermore, the bundling up of information from sub-projects implementation in the project information system made it impossible to assess the specific effectiveness and efficiency of the various types of interventions made by the project. This combined with the lack of information on sub-projects implementation strategy or logic – objectives, inputs, outputs and outcomes – and their heterogeneity makes it impossible to carry out optimisation analyses and to formulate advice for improving the interventions.

The merging of EGER and ABER to pursue the interventions in Somalia through the LED project is a logical evolution. Both projects had similar objectives and used identical development tools and approaches.

## 5.2 RECOMMENDATIONS

### Recommendation to UNDP Somalia

- 10) EGER and ABER relevance indicators clearly favored the interventions implemented by UNDP between 2008 and 2012. Since the conditions in Somalia have not yet changed drastically, it is recommended that UNDP continue to fill the gap in development field aid support due to insecurity problems by implementing more sub-projects of the same nature as those of EGER and ABER. Merging the EGER and ABER projects under LED is a logical choice considering the proximity of the objectives and intervention type used in both projects.

### Recommendations to the PREP Programme

- 11) The main Mission recommendations to improve the future LED programme design are focused on the improving the information management system, the monitoring and evaluation system and the performance management framework. It stems to a large extent from the fact that both EGER and ABER were overall effective and efficient, but that lessons could not be learned and interventions optimized for lack of adequate information during implementation and evaluation. Both EGER and ABER have focused too much on achieving specified outputs, as opposed to supporting a transition process from outputs to outcomes. Any future LED programme will need to enhance its focus in this area, in order to facilitate change processes<sup>29</sup> and to ensure a stronger causal link between outputs and outcomes. More specifically, this would involve the following specific recommendations:
- 12) Significantly enhance the current M&E system that should comprise the following improvements:
- a. Urgently hire an M&E specialist to support the PREP program and steer it towards Results Based Management.
  - b. Provide training for all professional staff on results based management and project/program M&E.
  - c. Conduct a participatory revision of the logical and performance measurement frameworks of the PREP<sup>30</sup> Programme and its components, especially LED. This implies revising the outcomes and outputs definitions, the performance indicators, mean of measurement and so on.

<sup>29</sup> Both at individual and community beneficiary levels.

<sup>30</sup> The mandate of the evaluation mission included formulating recommendation on the future LED project. However, since LED is a component of the PREP Programme and that the logical framework of LED has to dovetail into the PREP Programme; PREP also has to improve its logical framework and performance measurement indicators.

- d. Design and implement an M&E information management system for PREP, including:
  - The production of an M&E Operations Manual
  - The definition M&E Plan, both for process monitoring and for results monitoring
  - The establishment of baseline and target values of indicators.
  - The establishment of an enhanced indicators tracking and reporting systems, both at output and outcome levels, adapting the templates shown in appendix 8 and 9.
- 13) Produce a LED project implementation manual that describes the strategy and logic of the project and each of its intervention; objectives, inputs, outputs and expected outcomes.
- 14) Produce annual work plans and corresponding annual reports that reflect activities, physical and financial achievements, and that explains differences between planning versus achievements. Progress reports should also be based on this model.
- 15) Continue with the model developed for remote management purposes: sub-projects implementation using tandems composed of NGOs and an M&E firm:
  - a. Make sure more than one M&E firm is hired, and avoid repeated work between the same combination of M&E and NGO;
  - b. Consider using an M&E firm different from implementing M&E to assess sub-projects sustainability and outcomes.
- 16) Modify the sub-projects design as follow:
  - a. Sub-projects design should include follow-up activities to assess sustainability and outcomes;
  - b. Duration of sub-projects should be increased to provide more flexibility in implementation;
  - c. Duration of sub-projects should be adjusted to the specificities of the intervention;
  - d. Reduce the type of interventions and standardize the remaining ones;
  - e. Consider supporting CMCs to enhance the maintenance of infrastructures with “public goods” characteristics for up to five years after completion.
  - f. Develop a vulnerable person’s support strategy that goes beyond the quota approach used under EGER and ABER.
- 17) Carry-out a comprehensive assessment of the quality and outcome of the infrastructure<sup>31</sup> rehabilitated under EGER and ABER as a learning process that should be part of the preparation of LED
- 18) C conduct a “Lessons learned workshop” that would involve selected implementing partners, M&E firms and some community delegates and beneficiaries to discuss the various experiences gained and the lessons to be learned through sub-projects implementation.

---

<sup>31</sup> Could be included in recommendation 9

## 6. APPENDIX -

### 6.1 APPENDIX 1: TERMS OF REFERENCE

**Country: Somalia (South Central)**

**Description of the assignment:**

**Evaluation of Employment Generation for Early Recovery (EGER) project and Area Based for Early Recovery (ABER) Project in South Central Somalia**

**Period of assignment/services: 4 to 6 weeks**

**Duty Station: Somalia**

#### **I. Background and Context of the Projects:**

In 2007, following violence between the Somalia Transitional Federal Government (TFG) and militias associated with the Council of Islamic Courts (CIC), humanitarian conditions in Somalia further deteriorated. As a result, approximately 336,000 Somali refugees fled the country, and an estimated 725,000 people relocated to other areas within Somalia. According to the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) as of August 2007 more than 1.5 million Somalis faced a critical situation as a result of the cumulative effects of drought, floods, and civil conflict.

In addition to security concerns, many have been displaced due to other pressing circumstances, such as lack of livelihood opportunities and increased cost of living. Communities returning to areas subject to fighting have witnessed destruction of homes and public infrastructure and lack of essential services provisions, including water and health services. The high population pressure on the IDP host communities compounds the severe deteriorating livelihood conditions, and escalates the competition over scarce, fragile and overstretched natural, social and economic resources within the host localities including employment opportunities, which in turn triggered new conflicts.

The dominant features of interventions in Somalia characterized by conflict and recurring droughts were humanitarian in nature, where most UN agencies focused their response on addressing the famine associated by drought and exacerbated by conflict. Whereas UNDP response was strategically positioned around recovery actions with intention to strengthen coping mechanisms by rehabilitating basic social infrastructure, restoring household food security and enhancing productive capacities. These actions were carried out by providing short-term employment opportunities through Cash For Work schemes, where target communities were provided with cash income in return for rehabilitating and/or upgrading these basic social and productive infrastructures including water canals, feeder roads, farm lands, schools, health facilities, market shelters but not limited to. In addition, micro-grants in support of setting up micro-enterprises or upgrading existing enterprises were provided to individual beneficiaries. These activities were funded under two projects, namely the Employment Generation for Early Recovery (EGER) Project and the Area Based for Early Recovery (ABER) Project. Please refer to the Annex for the complete list of proposals implemented under those two projects. Their report will be made available in the UNDP Somalia Poverty Reduction and Environmental Protection (PREP) Database.

All of these activities were carried out by communities themselves through local NGOs in a proactive manner. It aimed to promote livelihood assets possessed by vulnerable groups with

particular attention to women, to stabilize the economy, and to contribute to peace-building and reconciliation at national and local levels. The activities related to rehabilitating social infrastructure were intended to provide opportunity for target communities with cash income to meet daily basic needs. They also aimed at availing the rehabilitated facilities for the utilization by communities to enhance social services or economic productivity.

During the project period of 2008 to 2012, EGER and ABER projects had yielded over 125,000 short-term employment opportunities with a total expenditure of USD11.6 million. They focused mainly on rehabilitation of basic social infrastructure including rehabilitating of 15 water catchments, 78 canals and over 250 kms of feeder roads. In addition 127 classrooms were rehabilitated in 10 schools as well as over 20 latrines and a few hospitals. Both projects also managed to rehabilitate 5 markets. Project beneficiaries were provided with over 120 sewing machines, 8 boats to be used for fishing as well as 4 grinding mills, 3 bakeries and 13 water pumps were given to farmers as inputs to group farming activities.

The social infrastructure rehabilitation activities yielded a total of approximately four million workdays resulting in a significant contribution to the stabilization of the Somali livelihoods through the cash for work schemes. Moreover, the projects provided support to long term skills development through capacity building activities where 1963 men and women were provided with vocational training skills and 30 sets of carpentry tools were provided to carpentry graduates to help them start small and micro enterprises. Some of these capacity building efforts enabled the communities to better manage their natural resources in a sustainable manner. In addition, some of the tangible achievements of both projects were the improved nutritional status of the population due to the income generated allowing them to purchase food commodities with higher nutritional value.

In spite of this success, many reports produced under EGER and ABER projects highlighted some challenges; first the focus of both projects was on short term employment related interventions that yielded income for a temporary period of time. Long term interventions that can create longer term impacts were hardly addressed; secondly linkages of activities to local development plans were virtually non-existent thus undermining sustainability and local level ownership. With regards to the rehabilitated social infrastructure facilities, there is a perception that some of these rehabilitated facilities are either not used at all or are not used to their maximum potential. Moreover, the lack of Government and beneficiaries' counterpart funding to maintain these facilities or cover their recurring running costs renders them obsolete, which raises the concern on why they have been rehabilitated in the first place. Some other challenges that faced both projects were the massive displacement of communities leading to increased demands for support. In addition, capacities of some local implementing partners were quite modest.

Both projects have been implemented over a period of more than four years, now it is required that an evaluation be carried out to assess their performance and draw lessons from the experience as well as document some of the best practices generated. The evaluation is also important because the environment in which both projects were designed has changed dramatically, as both projects were designed during droughts, floods and intense armed conflicts. Today the famine has rescinded, even though 2.5 million Somalis are still vulnerable, and the UN is moving more towards building local resilience to cope with natural and man-made calamities. It is against this background that this evaluation is being envisaged.

The main purpose of the present evaluation will be to assess the value added of EGER and ABER operations in Somalia during the period 2008-2012 in the context of the overall UNDP support to the Horn of Africa drought response. A major aim of the review will be to provide the UNDP PREP with an appropriate level of assurance around the achievement of key performance

benchmarks and planned results for these projects. The review will also include recommendations aimed at improving operational aspects of the PREP project and may also identify relevant policy issues which need to be addressed at the country office or corporate global level.

An important output expected from the evaluation is the formulation of a succession programme with focus on enhancing community resilience, taking into account the locally adapted coping mechanisms intended to restore household food security, rehabilitate basic community infrastructure and create income generating opportunities, all during times of crises and disasters.

## II. Objectives of the Evaluation:

The objective of the evaluation is threefold:

- assess the efficiency, effectiveness, relevance, sustainability and the immediate impact of the EGER and ABER projects;
- assess the four modalities of intervention employed by these projects; i) Cash for Work, ii) Social Rehabilitation, iii) Private Sector Development; and iv) Capacity Building;
- based on evaluation findings and recommendations, provide strategic elements for the design of a new programme with a focus on enhancing livelihood resilience in targeted communities.

## III. Scope-Indicative issues and questions to be addressed:

The review will address the following issues and questions. The issues and questions mentioned below however, are only indicative and not prescriptive. The evaluation team could expand from those guiding questions and issues.

### 1. Efficiency

The review will look at the efficiency of the project implementation and delivery, more specifically addressing the following indicative questions:

- Were project implementation carried out in a timely fashion and manner, in accordance with the work plans, at planned costs, and well managed on a day-to-day basis?
- Were the project inputs (funds, equipment, human resource, and other material) sufficient and available when needed by UNDP, NGOs and beneficiaries?
- How can you value the work of NGOs implementing activities? Was the selection process open to all the interested stakeholders?
- How participatory and flexible was the M&E and reporting system being used?
- Are the costs allocated for skills and vocational training value for money? Would it have cost less if trainings were undertaken through community or Government resources if they were available?
- What is the cost efficiency in terms of training cost of a single individual versus total cost of all the trainings? Were economies of scale adopted in the delivery of skills and vocational training.
- Were skills and vocational training selected according to market needs? Were market labour test conducted prior to skills identification?
- The overall quality of the rehabilitated facilities and whether solid durable materials were used in the construction and if the facilities in terms of strength are similar to other constructed facilities providing the same service?
- Did the work undertaken reflect quantity and quality for what was specified in the project document with Implementing Partners?
- Did the work undertaken reflect both in terms of quantity and quality what was specified in the project agreement with Implementing Partners?
- Value for money in constructing the rehabilitated facilities as far as costs of materials, durability and whether those costs are justifiable in terms of community needs for the facilities;

- Whether other avenues of implementation with less costs could have achieved the same results;

## 2. Effectiveness

The review will look at the effectiveness of EGER and ABER projects in terms of output/outcomes, process, M&E system, and Implementing Partners, more specifically examining the following indicative questions:

- Are the over 130 rehabilitated classrooms being used effectively? Are there enough teachers ? Do all students have access to the schools?
- How can you value the process of identification of beneficiaries (Youth attending the training)? Was the selection of beneficiaries' gender and age balanced?
- How effective are the capacity building initiatives addressed to the project's field staff and to its beneficiaries?
- How has the project adapted to changing circumstances (if any)?
- How effective are the approaches to work planning and risk management?
- How effective has the Cash for Work Scheme and Private Sector Development modalities been in restoring livelihoods of the beneficiaries?
- Were the different sub-projects adopted under the above modalities effective to save lives and/or restore livelihoods?
- How effective was the modality of using young people and vulnerable groups in providing them know-how and employable skills and helping them to secure jobs?
- How effective have the local partnerships established by the projects been? Have the projects partnered with local districts? If so how effective were the partnerships in delivering the desired results?
- To what extent does livelihood support provided by EGER and ABER enable IDPs to resettle into the community of origins?

## 3. Relevance

The review will look at the relevance of the sub-projects under EGER and ABER carried out by Implementing Partners, more specifically examining the following issues:

- Was the design of the sub-projects well-conceived in order to address identified needs?
- How relevant was the design of the project to the humanitarian crises and did actions on the ground contribute to saving lives and restoring livelihoods?
- Have EGER and ABER projects contributed to addressing the conflict and have they contributed to peace building efforts?
- Were the modalities of cash injections, skills enhancement and assets provision viable in saving lives and have they addressed the famine and humanitarian crises and in what ways?
- Were the modalities of cash injections, skills enhancement and assets provision viable in restoring the livelihoods of people's affected by the famine and in what ways?
- Could these modalities be classified as appropriate recovery actions? If not, what other modalities could have been introduced?
- Were the sub-projects addressing the needs identified by the communities?
- How well have the projects' objectives adapted during the implementation to new emerging needs?
- Have the rehabilitated infrastructures been selected in a participatory manner?

## 4. Sustainability

The evaluation should assess the community capacity to maintain the systems supported and overall elements that influence sustainability of the projects including community ownership and partnership. In this regard the review should address the following indicative questions:

- Will the target beneficiaries including the larger community be able to maintain the rehabilitated water catchments, canals, schools and other infrastructures on their own?

Do they the technical know how to do so? To what extent have the projects strengthened the capacities of the community to sustain the project achievements on their own?

- Determine the views of the target group beneficiaries on the sub-projects and the extent of their involvement in the project design and implementation;
- Determine the major “gaps” in the implementation by national NGOs and whether there were any other viable actors;
- Assess the extent of local and national government involvement in the management and maintenance of the rehabilitated facilities
- Review whether elements of sustainability were integrated into the design of the individual sub-projects and if not, why?
- Determine if lessons learnt were documented and communicated?
- Assess whether the communities were satisfied with the overall management and impact of the projects?
- Assess the likelihood of the positive changes continuing in the future and whether there have been any multiplier effects resulting from the sub-projects?
- Determine the extent and value of counter-part support provided to sub-projects during the design and implementation phase and beyond.

### 5. Immediate Impact at the local level

The review will look at the relevance of the projects intervention to the specific needs of the affected population and whether the intervention served the intended purposes that they were created for. In this regard the review will address the following indicative questions:

- Were the modalities of Cash for Work, skills and vocational training, and assets provisions including micro-grants feasible and achieved their intended objectives?
- What impact did the rehabilitation of over 250 kms of access roads have on the local economy? Were new long term livelihoods created as a result?
- What impact did the rehabilitation of over 30 water catchments have on the local communities? Assess whether access to water has increased as a result and by how much?
- What impact did the rehabilitation of over 80kms of canals have on the local communities? Has agricultural productivity increased as a result? What were the other main uses for these rehabilitated canals?
- What impact did ABER/EGER projects have on the livelihoods of women? To what extent did those women as beneficiaries engage in the project activities? Have they been able to sustain their livelihood activities created as a result of provision with skills and vocational training, capital assets and tools?
- More than 5,000 beneficiaries trained in the following skills and vocational training: beekeeping, farming, effective crop management, poultry & livestock production, tailoring, hygiene, sanitation, approaches, leadership, etc. How useful were those training activities to the beneficiaries? Have they been able to acquire sustained livelihoods as a result? How much was the impact of the trainings on changing certain negative practices/behaviors?
- Did employment opportunities for Youth and Women increase as result of these interventions? By how much?
- What was the percentage of trainees benefiting from the skills and vocational training, who obtained long term employment?
- How many beneficiaries and vulnerable groups who were employed by these projects on short term basis to secure full-time job opportunities?
- How many beneficiaries have been positively affected and is there a specific group that has benefited more from assistance, how and why?
- Are there wider unintended impacts on the local economy (either positive or negative)?
- How were markets affected by cash injections?
- To what extent and in which way have cash transfers stimulated production and trade and had beneficial effects on the local economies?
- What was the direct impact of cash transfers on the economy of households?

- How large was the cash injection compared to the volume of cash normally exchanged in the local economy?
- What was the impact of cash injection in response to the crisis Somalia experienced last year?
- How did beneficiaries invest/spend the money that they earned?

#### **6. Capacity Building:**

The evaluation should analyze the technical and operational capacity of the implementing NGOs that received funding to implement sub-projects and should review the following:

- The process of channeling of funds through these sub-projects intended not only to give local NGOs access to the grants but also contribute to capacity building of these entities. Ascertain to what degree, if any, these grants had such impact on these local NGOs.
- The level of community participation in the interventions and assess partnerships of the local implementing NGOs with the affected communities.
- Whether the NGOs have managed to transfer some capacities to the local target communities to operate and/or maintain these facilities.
- How effective has been the Public Private Partnership (PPP) modality in capacity building of beneficiaries and management of relevant facilities?

#### **7. Management and monitoring of the project activities:**

UNDP uses remote implementation through local NGOs or Government ministries/departments to implement activities in Somalia. UNDP also engages local monitoring agents to monitor project activities such as SCORE (in South Central). The review should examine several elements relating to the management and monitoring of the project activities:

- Whether the monitoring agents have been proactive in addressing the needs of UNDP, and whether they have been able to provide monitoring support adequately;
- Does the monitoring agents play a role in the project design and/or capacity building of beneficiaries and government?;
- Could the monitoring aspects have been performed by other partners, aside from these agents?
- Is it cost effective to provide these monitoring costs? Is there value for money?

#### **IV. Methodology:**

The evaluation team should be able to provide quantitative and qualitative data through household and/or community surveys to cover South Central Somalia. Please refer to the Annex for further details regarding the districts/regions covered under AGER and ABER Projects. A control group (i.e. households that did not participate in project activities, for example, cash for work) for comparing results on evaluation issues would be a preferable option by using an experimental or quasi-experimental design. The collected data should be shared with UNDP preferably in MS excel form, while the specific software to capture and analyze survey data will be determined by the evaluation team (SPSS, STATA, MS Access etc). A participatory approach and evidence based approach should be employed in partnership with local partners (NGOs, authorities, communities and private sectors etc) through consultation meetings and interviews to ensure that all stakeholders have the sense of ownership on its findings and recommendations. To this end, the evaluation team could consider applying the following deliverables and structure but not limited to:

- Desk study and review of all relevant documentation on EGER and ABER projects. The documentation can be found in the UNDP Poverty Reduction and Environmental Programme database;
- Questionnaires for in-depth, Structured, Open-end, Semi-structured or combination of those interviews with relevant stakeholders and beneficiaries;
- Consultation meetings and interviews with beneficiaries through Focus Group Discussions (FDGs) and site visits;
- Consultations with relevant local partners and authorities;
- Household survey with a statistically significant sample of household. The analytical focus of the household survey will be guided by aforementioned scope-Indicative issues and questions to be addressed (section III of this terms of reference) ;
- Community survey with focus group discussions with men, women, youth (qualitative). The analytical focus of the survey will be guided by aforementioned scope-Indicative issues and questions to be addressed (section III of this terms of reference).

The service provider must provide a detailed methodology for the evaluation in the technical proposal.

**IMPORTANT NOTICE:** It is imperative for the evaluation team to work with local institution(s) so as to carry out the mission. ABER/EGER projects were implemented by UNDP local partners in the areas where international staff do not have access. The evaluation team should be able to collect quantitative and qualitative primary data through household and/or community surveys also in areas that may not be accessible by UN staff.

#### **V. Deliverables:**

The evaluation team is will deliver:

1. Inception report including work plan;
2. Draft Evaluation Report describing the findings and recommendations for future intervention strategies;
3. Data Set and Final Evaluation Report including future intervention strategy for the design of a new programme.

#### **VI. Modality of Deliverables:**

- These deliverables are to be prepared in English.
- Reports to be submitted to the UNDP Somalia PREP Programme Manager in hard copy format and soft copies.
- Data Set submitted to the UNDP Somalia PREP and made available in a digital format compatible with the UNDP Somalia Management Information System and usable for further statistical data analysis.
- Final Evaluation Report submitted to UNDP after the Evaluation Team clears the comments from UNDP and the Government.

#### **VII. Evaluation Management:**

The evaluation team will work closely with the UNDP Somalia PREP Team (in Nairobi and Somalia), as well as Government and other relevant stakeholders. Evaluation Team leader will report to UNDP PREP Programme manager or his designated staff.

#### **VIII. The Role of UNDP**

UNDP will make the complete list of proposals implemented under EGER/ABER projects as well as their report and related documentations available to the evaluation team.

**IX. The period of assignment services:** Four to Six weeks

**X. Evaluation team and Qualifications of Key Staff Required:**

The evaluation will be conducted by an academic institution or a consultancy firm with sound professional record on quantitative surveys in complex environments. The qualifications of key staff are as follows:

The Team Leader

- At least 10 years (5 of which international) of professional experience in combination of project formulation, management, and M&E in conflict and post conflict environment;
- Demonstrated experience in designing and conducting quantitative and qualitative surveys including field work, data analysis and reporting essential, experience of leading surveys in challenging environments an asset;
- Demonstrated knowledge livelihood systems in crisis contexts required, preferably with a focus on the Horn of Africa;
- Proven experience in livelihoods and economic recovery programme formulation in crisis (disaster and/or conflict) and post-crisis contexts required;
- Excellent analytical, writing, presentation and communication skills;
- Tact and capability to engage effectively with stakeholders at international, national and sub-national level
- Knowledge on Somalia socio-economic context an advantage.

The experience and expertise of the other team members shall be as follows:

- Sound knowledge and experience in conducting quantitative and qualitative surveys required;
- At least 5 years of working experience in project management and research;
- Working experience or demonstrable knowledge of Somalia or a similar crisis context required;
- Excellent analytical and communication skills required;
- Proven ability to endure effectively prolonged periods of work in challenging environments a requirement
- Fluent in Somali an advantage.

Information and the relevant experience should be supported by documentary evidence for each member of the team respectively.

## 6.2 APPENDIX 2: LIST OF PERSONS CONSULTED

NOM	ORGANISATION/INSTITUTION
<b>AT UNDP SOMALIA OFFICE (NAIROBI)</b>	
Ms Marie Dimond	Deputy Country Director - Operations
Abdul Qadir	PREP acting director
Kayed Janazreh	Project Director LED
Mohamed Bare Musse	Programme Officer
Susan Kihiu	Project Assistant, database manager
<b>IN Mogadishu</b>	
Mohamud Ahmed Nur	Mayor of Mogadishu and Governor
Abdirisak Aden	UNDP Office Mogadishu
Mohamed Ibrahim Ogle-	Program Manager SCORE
Halane	Executive Director SCORE
Abdulkadir Noor	HR Director Simad
Mohamed Hason Jimale	HINNA
Abukar Mohamed Jimale	HINNA
Abdnor Osman ( OSPAD) Dr. Ali Issa (Head of Pharmacy)	Medina Hospital
Dr. Shaafic Mohamed Sh. Abdi,	General Manager, Wardi Community Health Center
NGOs Representatives	OSPAD, HINNA, VARD0

## 6.3 APPENDIX 3: MAIN DOCUMENTS CONSULTED

1	<i>Amendment to Project Document - Area Based Early Recovery (ABER). ABER Project Document with Extension.</i> United Nations Development Programme. UNDP-Somalia. Alvaro Rodriguez, Country Director.
2	<i>UNDP-Somalia: 2011-2015 Draft 20 – 29 July 2010-</i> United Nations Development Programme / <i>United Nations Somali Assistance Strategy (UNDP/UNSAS).</i>
3	<i>Amendment to Project Document: EGER Project Document with Extension.</i> United Nations Development Programme. UNDP-Somalia. Alvaro Rodriguez, Country Director.
4	<i>UNDP Somalia Country Programme 2011_2015.</i> (UNDP).
5	<i>UNDP Country Programme Document for The Republic of Somalia (2011-2015) CPD_SOM_2011_2015.</i> 12 October 2010. UNDP.
6	<i>Employment Generation for Early Recovery - 2010 Annual Report.</i> Reporting Period: January – December 2010 - UNDP Somalia.
7	<i>Project Quaterly Results. Local Economic Development Project.</i> UNDP-Somalia Kayed Janazreh, Abdirisak Hussein Aden, Mayumi Ueno Poverty Reduction & Environment Protection. Report Period: Q3 - 1 July to 30 September 2012. 10/15/2012.
8	<i>Q2 Report_PREP_Local Economic Development_07.2012.</i> Report Period: 01 April – 30 June 2012. Kayed Janazreh. 11 July 2012.
9	<i>UNDP Somalia - Quarterly Results Report, Q4 2011.</i> Poverty Reduction and Environment Programme. Report Period: Quarter 4: October - December 2011. 10 February 2012.
10	<i>UNDP Somalia Annual report 2011</i>
11	<i>Assessment of Development Results: Evaluation of UNDP Contribution in Somalia.</i> Evaluation Office. Carrol Faubert, Abhijit Bhattacharjee Daudi Ekuam, Azusa Kubota, Chelsey Wickmark. United Nations Development Programme, July 2010.
12	Monitoring And Evaluation Framework - UNDP Somalia 2011 – 2015
13	<i>Quarterly Results Report, LED / EGER, Q1: 1 January – 31 March 2012.</i> 11 April 2012, Abdi Abokor; Kayed Janazreh.
14	MID YEAR REPORT 2009, January – June 2009, UNDP Somalia, UNDP BCPR, 2009
15	UN Somali Assistance Strategy (UNSAS) 2011-2015 Draft 20-29 July 2010.
16	<i>Employment Generation through Street Clearing and Garbage Collection Project,(Final Report.</i> KAASHIF Organization - Abdirahman Hussein, UNDP-Somalia, May 2, 2010
17	<i>Final Report - UNDP Employment Generation Market Rehabilitation Project 2011</i>
18	<i>Employment Generation Hoosh Market and Suuq yare Rehabilitation Project - Dharkenley District, KAASHIF Voluntary Organization, January 27, 2011.</i>
19	<i>Contract for Professional Consulting Services UNDP Somalia/SCORE, 2011-016-CON-RSL, 24th March 2011</i>
20	<i>NGO Himilo foundations (HIMILO) project verification: Report, SCORE Certified by Ali Abtidon Halane-SCORE/RSL Program Team leader, Reporting Period: 12th may – 2010, Report No: 01 /EGER/HIMILO/SCORE/May/-2010</i>
21	<i>SADO-Field Monitoring Report, Report No: 02/June/July/ABER/SADO/SCORE/2010: Reporting Period: July, 2010. Mohamed Ibrahim Ogle (Mr) RSL/UNDP-SCORE Consultant Program planner. 2010,</i>
22	<i>Monitoring and Evaluation, (M&amp;E I) Report, NGO Name: Shabelle relief &amp; dev. Org (SHARDO). Report No: 01 /EGER/April/SHARDO. Reporting Period: April 2010. Mohamed Ahmed Mo'alim - EGER-Project – score consultant</i>
23	<i>Monitoring and Evaluation, Backstopping Report: NGO Name: SAF- EGER project – SCORE. Report No: 02 /EGER-1/SAF/SCORE/February-2010. Reporting Period: Abdullahi Mohamoud Nur-SCORE- EGER-Project –consultant, February – 2010.</i>

24	<i>WARDI-Monitoring and Evaluation Field report. April report /EGER/WARDI/SCORE/2010. Reporting duration: March /April 2010. Mr. Idil farah sabrie, O.D Consultant -RSL/SCORE program.</i>
25	<i>Monitoring and Evaluation, Backstopping, JCC-IN BUALE. Mr. Abdullahi Mohamoud Nur. Report No: 01-/EGER/JCC/SCORE/May-June-2010 Reporting Period: June- 2010</i>
26	<i>Government of Italy / UNDP Partnership. Progress Report/ 2011-2012.</i>
27	<i>Japan / UNDP Partnership Fund. Employment Generation for Early Recovery (EGER). Executed by UNDP Somalia Final Report. Reporting Period: July 2009 – Dec. 2010</i>
28	<i>Master Work Plan 2011_Q2--UNDP-Somalia.</i>
29	<i>Somali Association for Rehabilitation and Developments (SARD) IV Micro-Capital Grant (MCG) &amp; Proposal: For Non-Credit Related Activities-UNDP-Somalia. Marie Dimond, Mohamud Hassan Isak. December, 10<sup>th</sup> 2012.</i>
30	<i>Weekly Progress Report - 2 UNDP-Somalia/ PREP/LED. Period : 3/11/2012 To 9/11/2012. Ahmed Moi Moalim. 12/11/2012.</i>
31	<i>Monitoring and Evaluation, Backstopping: JCC Monitoring and Evaluation report. Reporting Period: June- 2010: Mr. Abdullahi Mohamoud Nur Consultant &amp; RSL/SCORE-Community Mobilization Specialist Report No: 01-/EGER/JCC/SCORE/May-June-2010.</i>
32	<i>Principles For Evaluation Of Development Assistance. Development Assistance Committee. OECD, Paris 1991.</i>
33	<i>UNDP Somalia Country Programme 2011</i>
34	<i>Weekly Report Format #1 - UNDP-Somalia/ PREP/ ABER</i>
35	<i>Work plan Sept-Oct 2009- SCORE</i>
36	<i>Somali Youth Get Jobs, Businesses From U.S.-Funded Training. 19 March 2013</i>

## 6.4 APPENDIX 4: ABER PROJECT RESULTS MEASUREMENT FRAMEWORK

OUTCOMES / OUTPUTS / ACTIVITIES	INDICATORS	Baseline	Target	Data source/ methodology of data collection
<b>RESULTS MONITORING</b>				
<b>DO1</b> Vulnerable communities have increased income from equitable and sustainable employment opportunities	<b>IDO1.1</b> Number of people who benefitted from new or rehabilitated infrastructures (per gender, age)	0	10 000	Socio-economic survey
	<b>IDO1.2</b> Change in turnover among businesses assisted by the project (US Dollars per community)	0	8 000	Socio-economic survey
	<b>IDO1.3</b> Average increase in revenues (USD per month) for assisted households	0	100	Socio-economic survey
<b>DO2</b> Vulnerable communities are better able to manage natural resources and hazards / disasters	<b>IDO2.1</b> Change in number of people affected by floods	0	-20000	Socio-economic survey
	<b>IDO2.2</b> Change in number of people affected by droughts	0	-20000	Socio-economic survey
<b>PROCESS MONITORING</b>				
<b>A. Technical design of community driven intervention packages and strategies for sustainable livelihoods finalized</b>				
<b>A1.</b> Sensitization and general needs assessment of target communities covering a stratified sample in the South Central with focus on Bay and middle Shabelle regions	<b>IA1.1</b> Number of target communities identified	0	25	Project database
	<b>IA1.2</b> Number of needs assessments done for identified communities	0	25	Project database
<b>A.2</b> Mapping of hazard and disaster risks in selected geographic area and application of this mapping to the existing livelihood maps for Somalia	<b>IA2.1</b> Number of communities where hazard assessment conducted	0	25	Project database
<b>A.3</b> Assessment of existing institutional capacities and institutional needs for sustainable livelihood support and hazard / disaster risk management	<b>IA3.1</b> Number of communities (and related councils) where assessment of the institutional needs were done	0	25	Project database
<b>A.4</b> Design of tools for targeting and assessment of individual household needs & livelihood potentials; poverty score card ; livelihood assessment tools	<b>IA4.1</b> Intervention plan and approach developed for targeting of individual households	0		Project database
<b>A.5</b> Design of participatory and engendered intervention strategies for the various components supporting livelihood assets and institutional support	<b>IA5.1</b> Intervention plan and approach developed and agreements done for at least 10 communities	0	10	Project database

<b>B Livelihood outcomes of target communities Improved</b>				
<b>B.1</b> Develop Short-term employment opportunities with special attention to youths and women in relation to productive infrastructure or protection of natural resources	<b>IB1.1</b> Number of community projects designed and implemented in relation to productive infrastructure	0	10	
	<b>IB1.2</b> Number of women beneficiaries per project	0		
	<b>IB1.3</b> Number of youth beneficiaries per project	0		
	<b>IB1.4</b> Number of community projects designed and implemented protection of natural resources	0		
	<b>IB1.6</b> Number of women beneficiaries per project	0		
	<b>IB1.7</b> Number of youth beneficiaries per project	0		
<b>B.2</b> Carryout labor intensive interventions for improvement or construction of infrastructure for increased production or reduction of losses	<b>IB2.1</b> Number of households identified and support implemented	0	400	
<b>B.3</b> Support introduction of value chains for agricultural products and small ruminants	<b>IB3.1</b> Number of communities sensitized	0	10	
	<b>IB3.2</b> Number of potential value chain improvements identified and supported.	0		
<b>B.4</b> Introduction and training of technical and vocational skills for increased productivity and improved land use	<b>IB4.1</b> Capacity of local administrations and communities to manage and maintain community and public infrastructures	0		
	<b>IB4.2</b> Number of functional systems for natural resource management	0		
	<b>IB4.3</b> Number of functional systems for environmental protection	0		
	<b>IB4.4</b> Number of communities for which the need for technical and vocational training was identified and supported for increased productivity	0		
<b>C. Required structures and institutional capacities for sustainable livelihoods and hazard / disaster risk management established and strengthened in support of community resilience</b>				
<b>C.1</b> Introduction of systems related to hazards, disaster prevention or control	<b>IC1.1</b> Number of communities where Systems for disaster risk reduction and prevention identified and training / sensitization started	0	25	
<b>C.2</b> Development of community-based financial and social protection schemes	<b>IC2.1</b> Number of communities where social protection schemes identified and implementation started	0	10	
<b>C.3</b> Human resource development at local level for participatory planning , implementation, M&E , disaster risk management & sustainable livelihoods	<b>IC3.1</b> number of courses / workshops and sensitization timed with other interventions for participatory and transparent approaches	0	10	
<b>C.4</b> Establishment of coordination mechanisms for early recovery	<b>IC4.1</b> Coordination mechanisms and staff in place for efficient early recovery coordination early 2008 and continuation until end of project			

## 6.5 APPENDIX 5 : EGER PROJECT RESULTS MEASUREMENT FRAMEWORK

Outcomes / outputs / activities	Indicators	Baseline	Target	Data source / methodology of data collection
<b>RESULTS MONITORING</b>				
DO1 Short and longer term employment and income generation opportunities are created and provided for both skilled and unskilled women and men	IDO1.1 Number of skilled and unskilled workers recruited	0	50 000	Project database
	IDO1.2 Number of work-days generated	0	1 000 000	Project database
DO2 Communities (groups) in 6 target areas benefit from project interventions in improving their social and basic infrastructures	IDO2.1 % of social infrastructures still functional (per type of infrastructure)	0		Surveys
DO3 A great number of families provided with alternative sources of income	IDO3.1 Number of families with alternative sources of income	0		Surveys
DO4 About 2000 beneficiaries including civil servants, local administration and CSOs' staff are empowered and more competent to deliver services firmly and efficiently	IDO4.1 Number of beneficiaries of vocational training centers and capacity development	0	2 000	Project database
DO5 Confidence building measures are enhanced; relation between the communities and their representatives improved (based on the communication strategy, conflict mitigation measures and other means)	IDO5.1 Level of confidence between the communities and their representatives	0		Surveys
<b>PROCESS MONITORING</b>				
<b>A. Employment generation and rehabilitation of social basic infrastructures</b>				
A1. Identify and prepare of social basic infrastructure sub-projects	IA1.1 Number of target communities identified	0		Project database
	IA1.2 Number of needs assessments done for identified communities	0		Project database
A.2 Implementation of social basic infrastructure sub-projects	IA2.1 Number of infrastructures constructed (per type)	0		Project database
	IA2.2 Level of communities' involvement in the planning and implementation of the sub-projects	0		Surveys (focus group)
<b>B. Design and implementation of income generating activities</b>				
B1 Pre-Qualifying NNGOs, CSOs institutions and INGOs	IB1.1 Number of potential partners pre-qualified	0		Project database
	IB1.1 Fairness and transparency of the pre-qualification process	0		Surveys (focus group)
B2 Selection and contracting Implementing Partners	IB2.1 Number of implementing partners contracted			Project database
B3 Monitoring of implementation and reporting				Project database
<b>C. Vocational training, skills enhancement and capacity development</b>				
C1, Training and capacity development needs assessment and preparation of business plan for vocational training centers	IC1.1 Institutional capacity of vocational training centers	0		Surveys (focus group)
C2. Implementation of assessment results	IC2.1 Number of training and skill development activities carried out	0		Project database
	IC2.2 Number of individuals trained (by gender)	0		Project database
	IC2.3 Level of improvement of management tools	0		Surveys (focus group)

D, Effective communication, management and M& systems are established				
<b>D1.</b> Development and establishment of a web based M&E information system	<b>ID1.1</b> Level of functionality of the web based information system	0		Project database
<b>D2.</b> Communication strategy (with conflict mitigation measures) developed and disseminated	<b>ID2.1</b> An integrated communication strategy endorsed and shared	0		Project database
<b>D3.</b> Design and implementation of a monitoring plan	<b>ID3.1</b> Adoption of the monitoring plan	0		Project database
<b>D4.</b> End of project evaluation	<b>ID4.1</b> Evaluation report endorsed and disseminated	0		Project database
<b>D5.</b> Auditing of implementing institutions	<b>ID5.1</b> Auditing report discussed and disseminated	0		Project database

## 6.6 APPENDIX 6 : EGER AND ABER: QUALITATIVE INFORMATION

### EGER

#### A PROJECT RELEVANCE AND TRANSPARENCY OF SELECTION PROCESS

##### **204 Was the local consultation process extensive, transparent and fair?**

Selection was done at two major levels namely the selection of the local NGOs which was deemed to be done in a fair and transparent manner; and the selection of the project activities, which was done along various criteria including:

- Relevance of the activity and the anticipated impact of the project,
- Inclusiveness of participation with emphasis on women and marginalized communities like the IDPs, poor community members,
- Feasibility of the projects, and
- Resource allocation, as based on the cost and expenses of the material, labor force, input, and as well as production and facilitation.

The local project selection was largely community driven mainly through local or district authority, community leaders and village elders, target groups, religious leaders as well as women groups.

##### **205 Did final selection create division in the community or consensus?**

It was reported severally that instead the projects could be praised for fostering unity and togetherness and developing the specific communities. There was adequate consultation with the community through their leadership since the inception of the projects.

##### **206 If divisive, what were the sources of tension? Gender, tribal, geographic, etc**

Although it was resolved through negotiation, gender balance was a contentious issue in some projects, especially the inclusion of a substantial percentage of women beneficiaries. Results from a clear line of communication ensured that projects did not bring about any conflict among community members on implementation.

##### **207 Did you benefit from management training offered by the project?**

Training and skill development mainly to manage and implement the project activities like sewing, farming, masonry, construction,

##### **208 How many people were involved in training?**

10-12 people were trained in farming on how to treat, plant and manage beehives, the training was an option but most of the training was given to farmers in Gedo. In every area, 3 people were given an opportunity for training.

##### **209 Did the project allow you to increase your competence in project management?**

The empowerment of community to manage the project for their own benefit through involvement in management committee which have even been diversified to accommodate women and all the tribes in the village so they have equal access. They reportedly trained them on how to manage modern beehives. Vocational training benefited the community

**210 Did the project modify the relationship people local leaders and their community?**

Not all local community got the opportunity to be trained, but those trained will instruct others, that is how we do but it is not something that can solve the problems of this community. It brought togetherness within the community. There is no negative change only togetherness and unity and helping the weak or priorities the weak people from others.

**211 Do you feel the projects had a significant impact on local populations' income?**

Although the majority of people are farmers who produce vegetables and keep livestock, this project is not only helping the farmers, but also the people who live in the region, because they benefit from the harvest. The farmers are willing and happy to welcome anyone who can help.

**D SUSTAINABILITY**

**212 Are the infrastructure financed by the project still operative?**

Yes some are working, but there is a lot of canals that need to be built for the community. However the ones built by this organization will not last long. Some of the canals are not operative and half of the farms don't get water. Other canals built by various organizations had already collapsed. It was noted that canals are not built with rocks and cements. The workers dug the ground at a depth of about 1 meter and used mud. In approximately two month time it was destroyed especially when the floods come.

**213 Who was empowered to manage the infrastructure?**

There is a committee but they work or are supervised through the owners of the farms. There is a supervisor who manages and instructs the workers. For the farmers to benefit, they have to join the committee.

**214 Is there a mechanism to ensure maintenance of the infrastructure?**

Farm owners are responsible for their canals including repairs which they may do through his workers and pay them extra. They maintain according to the scale of the project, big projects with big returns have beneficiaries caring about maintenance as opposed to small micro-projects. In some instances some give-up, others use what came out of their farms for maintenance.

**215 Is there a mechanism to finance the maintenance plan?**

There is no budget from organization; every beneficiary uses their skills and pocket. This cannot be practical because of the poverty level in the communities. For example if they are given a generator or engine they will not be able to maintain it unless UNDP assist the communities in maintaining it.

**216 Were you aware of project communication tools to promote conflict mitigation measures?**

Yes, in Mogadishu but in some other areas the beneficiaries never knew that this project was carrying peace initiative, but according to how these projects are conducted it has created peace, because it was transparent, the poor and marginalized tribes were inclusive; it has also brought togetherness within the community. These projects have participated in peace, we are farmers and the farmer always love peace because our asset is solid we can't move, without the community we can't sell the vegetables.

## **ABER**

### **A PROJECT RELEVANCE AND TRANSPARENCY OF SELECTION PROCESS**

**217 How did you determine the number of beneficiaries from the infrastructures?**

When selecting beneficiaries, there were certain criteria in place. The Project Implementation Committee (PIC) work is to select the beneficiaries based on three issues; considering poverty level in the area, the vulnerable person(s) in the area is given priority, they also consider the local people, women and men with orphaned children, the person who is not involved or has never engaged in any criminal activity before and the most trusted person in the area is also given a chance to benefit from the project, and finally PIC forward the selected beneficiaries to the implementing organization for consideration.

### **B IMPACT**

**218 How many people benefited per gender, per age, IDPs?**

Several people benefited from the projects, e.g.:

a. Under SARD, the number of households who benefited from the project stood at three hundred and fourteen. A breakdown of that figure in terms of gender, age and IDPS is as follows;

- Female – 84
- Male - 230
- Age - 18 yrs and above
- IDPS - 56

b. In the Livestock Committee under SARDO, the benefited families are around 18, 13 are women with orphans children, 5 are man, we selected thorough process which give poorest families in the village to be priorities, there age is between 35-60 years who are displaced.

c. Under FARJANO, the number of beneficiaries from the project are 626 families, the general figure are 3756 individuals who benefited in different ways.

d. Under GREDO, 75 women were given training as well as credit-money.

**219 What was the impact on turnover of businesses assisted by project (usd per community)?**

Under SARD, the income depended on the businesses people were involved in. People with small business get approximately \$10 – \$15 a day or \$300 per month, while farmer's income stands at \$500 - \$600 a month. In the case of the beneficiaries under the Livestock Committee under SARDO, the main financial income came in the harvesting season, approximately \$10500 thousand from the 18 families benefited from this project. For OSPAD, the focus of the project was 50 women in the Internal Displaced Persons and other vulnerable women in the community. The beneficiaries were given skills and they were also provided with skills and tools to generate income for themselves.

**220 Would you say that the capacity to manage and maintain infrastructures has increased due to ABER?**

Yes under SARDO, they benefited and they have the capacity to take care of their farms and livestock. On the other hand, OSPAD saw many women have been empowered through this vocational trainings and new skills. Many among the beneficiaries were provided with tools after the training to improve their living standard. They received a lasting benefit because the project has covered almost all the challenges and problem they faced in many years. Yes, because the health care system was rehabilitated and many other projects done. It has had a positive impact on the community and desired changes were realized either individual or community level. Yes indeed the community have the capacity to rehabilitate and maintain the project because they were train have the skills to do that.

GRED engaged with the local people to see how the project was being implemented at the grass-roots and the impact it had on the community. From this project, it became obvious that community consultation is very important because it showed me that if the stakeholders are given chance the success of the project will be realized. Local leaders and the community were working closely and this has strengthened the working relationship between them. The project was another opportunity for the community to integrate. The project had a positive impact on the community because since its inception it empowered them and became a source of income and this has given them the opportunity for them to start a small scale business. The community was empowered to manage the project for their own benefit. We diversify the management committee to accommodate women and all the tribes in the village so they have equal access. There are traditional mechanisms in place. The elders came up with penalties. The community rehabilitates and maintains the project through fundraisings and contributions. The project is a communication tool to promote conflict mitigation measures because the construction of canals and conservation of water catchment areas has reduced people fighting over access of water and other resources.

**221 Has your community benefited from technical and vocational training?**

We benefited and appreciate the organizers of this organization. Many people participated in the trainings. We benefited a lot from the training, especially Kuraji village. We benefited from the training including farming, constructing. We benefited, we are waiting the organization the canal were destroyed they need to be repaired, last time they build two bridge but also others need to be repaired.

## D SUSTAINABILITY

### **222** *Is there a coordination recovery mechanism in place in the community?*

Projects were not sustainable because of the poverty levels of the community. For example if they are given a generator or engine they will not be able to maintain it unless UNDP assist the communities in maintaining it. Some projects were not sustainable because of poor quality of the work (occasioned by limited funding and project duration). Some of the canals built by various organizations had already collapsed. It was noted that canals are not built with rocks and cements. The workers dug the ground at a depth of about 1 meter and use mud. In approximately two month time it was destroyed especially when the floods come.

## 6.7 APPENDIX 7: FIELD VISIT REPORT (2<sup>ND</sup> -4<sup>TH</sup> APRIL 2013), MOGADISHU, SOMALIA

### **A: Interview with Abdirisak-UNDP (2<sup>nd</sup> April 2013)**

- PREP Program Officer since 2011
- At program level, currently in charge of all the projects
- Project Manager was based in Nairobi, but has since moved to the field (Garowe)
- Project Manager also double up as Area Program Manager (APM) who have a core area of management but stand in whenever needed
- PREP was formed in 2012 after the phasing out of Recovery and Sustainable Livelihoods (RSL) which merged with Human Management to form PREP
- LED started in 2012, and is still on the ground until 2015
- LED is a project under PREP
- EGER and ABER were two year programs that finished before 2012
- External Monitoring Systems (EMS) – basically deals with security and saving
- Abdirisak portfolio: Currently working on
  - alternative livelihood to piracy through training and loans
  - monitoring of tools used in LED
  - assisting implementing NGOs in the running of the project. In Galkayo was able to disburse 60,000 USD worth of loans and has seen 90% return without delay. The revolving fund is monitored by loan agents
  - giving opportunities to youth through capacity building and training
  - providing youths arena to generate income
  - identifying skill gaps together with the NGOs and providing marketable training
- Impact Assessment has been carried out
  - to create immediate jobs
  - sustain jobs
- UN staff have no access to any direct evaluation (field visits)
- After the project was finished, process of follow-up is very scanty and scare, with some informal taking place if tool is working or determine whether there is any level of formal follow-up
- Follow-up should ideally be done
  - on the assets
  - to ensure high quality of work
- Reporting is done by SCORE
- Activities undertaken include “cash for work:” and these are oriented to provide immediate interventions
- Sustainability has not been factored into the planning
- SCORE works together with the government who should have the commitment to deliver
- The question remains: “Is there follow-up of maintenance to improve sustainability?”
- Some level of commitment to sustain projects has been obvious in some areas, however, sustainability has been totally left to the implementing partners
- Currently a communication unit has been set up in Nairobi
- However, the presence of LED on the ground can actually go a long way in influencing follow-up activities
- Another notable action has been the prequalification of some NGOs (instigated by an EOI notice) to provide feedback. However this action is still in the process stage of identification and engaging.
- Currently UNDP depends entirely on SCORE for monitoring activities in South Central Somalia.
- SCORE is tasked with all activities of the programme including monitoring, capacity building, training
- Programs have also been affected by
  - high staff turnover at UNDP, with the initial personnel leaving with significant knowledge of the projects

- time factor
- absence of the immediate presence of UNDP on the ground (the relocation of UNDP from Nairobi to Somalia is long overdue)
- increased cost of program implementation resulting from the current approach
- How can the program be improved:
  - presence of UNDP at field level

### **B: Interview with Mohamed Ibrahim Ogle-SCORE (3<sup>rd</sup> April 2013)**

- Halane – Executive Director
- Program Manager
- SCORE was established in 2005 after about 40 beneficiaries were trained by Oxfam Novib in a build to build capacity of civil societies and establish local consultants through the Soxis program. Training participants were recruitment from all over Somalia (South Central, Somaliland and Puntland)
- The one and a half year training aimed at training local consultants on
  - Research
  - Organizational development
  - Consultancy
- In 2006, a request was made to withdraw from Oxfam and establish a consultancy firm arising from three main steps through the development of a business plan and business strategy
- SCORE contracted IIRR to build up their capacity in 3 main issues
  - How to develop a business
  - How to market a business
  - Consultancy ethics
- SCORE was eventually launched in as a profit making organization in Hargeisa with a core membership of 23 and a management of 5 core members. Founding members include engineers, M&E and other professionals. SCORE was established with 3 main areas of operation:
  - M&E (strongest arm of SCORE)
  - Capacity Building
  - Research-surveys and big studies
- However, the research wing of SCORE was eventually not developed due to the state of insecurity in many parts of Somalia
- SCORE won a project from Oxfam in 2007 on HIV/Aids. Has also done assessments for UNOCHA and IOM
- In 2008, partnered with UNDP in 3 main areas:
  1. Verification of projects to ensure that the project need is on the ground. It did this through carrying out a needs assessment, talking with the community, and getting a signed letter from the community. A complete verification report includes supportive evidence like pictures and videos. In the process of making recommendations to UNDP, SCORE rejected approximately 10% based on the fact that these projects either
    - did not show sustainability,
    - were duplicate projects,
    - were government owned projects (eg relocating IDPs)
    - were in very insecure areas
    - were none existent

Made recommendations of one project per team for 3 months- translating to 2 projects per year. UNDP however made the final decisions on projects to fund which translates to about 60% of the 90 recommended projects. Project selection procedure included a call for proposals to be sent to UNDP who short-listed and forwarded list to SCORE as blind proposals for verification and make recommendations. SCORE was also tasked to monitor on-going projects

2. Plan for monitoring of approved proposal. SCORE planned and conducted short one-day training of especially for financial skills including reporting, financial template etc. SCORE also planned for monitoring training including the development of work-plans (annual, quarterly, monthly and weekly planning), which they reviewed for and together with the NGOs. Back stopping or building up the capacities of the NGOs in financial reporting, work-plan reporting and final report development
  3. Certification that normally accompanies the final report and hands over the project to the community including visual evidence. No UNDP representation has been witnessed at any handover. In order to carry out their mandate SCORE develop different evaluation questions for different projects leading to specific project report
- Projects have resulted in
    - Employment creation
    - Capacity building
    - Skill development
  - However, projects lack in
    - Follow-up
    - Vocational training
  - Recommendations from SCORE include:
    - need for project focus
    - targeting of specific projects
    - need to increase the limit of funding up from USD150,000

#### **C: Visit with Mayor Mohamud Ahmed Nur (3<sup>rd</sup> April 2013)**

- Civil war in Mogadishu since 1995
- Belief that whoever controls the capital, will control the nation sustaining war in Mogadishu
- Development to improve the lives of the people
- Concerned about UNDP rehabilitation of specific road and the fish market, products that were done very poorly and have necessitated to be redone through other sources of funding

#### **D: Visits undertaken on 3<sup>rd</sup> April 2013**

- Mogadishu Fish Market
- Haman Boarding School

#### **E: Visit to Simad University-rehabilitated by HINNA NGO (4<sup>th</sup> April 2013)**

- Present:
  - Mohamed Hason Jimale- HINNA
  - Abdulkadir Noor – HR Director Simad
  - Abukar Mohamed Jimale – HINNA
  - Mohamed Ibrahim Ogle – SCORE
- Rehabilitated by HINNA in February 2010 (EGER Project of 2009/2010)
- Initially characterized by poor sanitation
- Rehabilitation involved 368 workers in total comprising the marginalized, IDPS (75), unskilled worker (71), and even 15 elderly workers who were trained as masons
- Rehabilitation involved removing of bushes, refurbishing of walls, floors, and ceiling, including paintwork
- Repairs took 3 months
- Facility was handed over to the local government who allocated it for use by Simad University
- Simad University currently caters for about 4,000 students and occupies that building temporarily which has the intention of eventually handing back the building to the local government and moving to their own campus outside Mogadishu.

- Simad University is a private university funded by the African Muslim Agent which provides development funds. Tuition fees paid in by the students provides funding for the running costs.

#### **F: Visit to Wardi Community Health Center (4<sup>th</sup> April 2013)**

- Run by Dr. Shaafic Mohamed Sh. Abdi
- Offer free treatment for various services including
  - consultation,
  - ante-natal,
  - post-natal,
  - maternity and delivery,
  - laboratory (equipped by WHO)
  - under 5 years services
  - pharmacy
  - surgery for minor cases
- UNDP rehabilitation included walls (paint work)
- Other areas in the clinic were done by other international organizations (UNFPA-drugs, IOM-sunk well, UNICEF-immunization)
- 100-200 patients get services from the clinic per day
- Salaries for medical staff are funded by other UN bodies

#### **G: Visit to Medina Hospital (4<sup>th</sup> April 2013)**

- Present included:
  - Abdnor Osman ( OSPAD)
  - Dr. Ali Issa (Head of Pharmacy)
- Rehabilitated through OSPAD in 2010 under EGER projects
- Renovations made manly in the pharmacy warehouse
- Rehabilitation of
  - Floor,
  - Roof
  - Paint work
  - Ceiling
  - Shelving
- Rehabilitation budget was USD 83,000 for 2 projects
- Medina is the biggest referral hospital in South Central Somalia
- Rehabilitation was also done in building that houses both the ICU, female surgery ward and physiotherapy unit
- Doctor-in-charge of pharmacy thanked UNDP for the financing, but said that they clearly need more money for further rehabilitation and to enable them to separate medical supplies and equipment - maybe 20million

#### **H: Interview with NGOs (4<sup>th</sup> April 2013)**

- Present: representatives from OSPAD, HINNA, VARD0 (refer to attendance form)
- Did the cash injection save lives?
  - Yes it improved lives, it had many beneficiaries
- Did the projects make sense?
  - Projects helped IDP, marginalized, women-headed households on matters of health, education and issues concerning children
  - Projects were able to bring about recovery and life-assistance
- How were the NGOs identified?
  - NGOs knew about project through the internet in 2008/2009 and also through the local newspaper
  - NGO officials had all previously been trained by Oxfam Novis in 2005/2006

- Project was also advertised through a local webpage (Hirran Online) who put out an advertisement for EOI for the prequalification selection.
- The pre-qualified organization were then asked to develop project proposals (Call For Proposals)
- The selection was deemed to have been fair
- Projects were identified by the NGOs who carried out informal needs assessments to help set priorities in order to enable them to develop project proposals. Actually worked with community leaders and district governors of the different districts to determine which projects were viable and of high priority. Projects were eventually determined at community/district leadership level closely with the community leaders and governors
- Project Costs
  - Was determined by project undertaken
  - OSPAD had 2 phases of projects at USD (83,887 + 75,998) totalling USD 125,000 to carry out work on Medina Hospital and Hamar Boarding School
  - NGO contracted to do waste management actually hired a livelihood specialist consultant who facilitated the development of the project proposal. Submitted a proposal costing USD 132,000 but were only allocated USD 102,000
- SCORE came into the projects immediately at implementation until the closure of the projects
- Issues of Efficiency
  - Yes the NGOs delivered the projects on time
  - Embarked on the mobilization of resources at the district level immediately the contracts were signed
  - Sat together with SCORE and chartered the way forward
  - Established community management teams
  - In some instances, the beneficiaries had to be reduced to take care of the reduction in project cost. However, their days were extended
- Selection of Beneficiaries
  - Only one person was selected per family
  - Selection was done according to the UNDP quota to take into consideration the marginalized, IDPs, women and youth
  - NGOs had to work on a reasonable proportion to include all the categories of people
  - Challenge in selection was experienced when skilled labor was needed because the NGOs had to be more selective
  - Women were mainly used in unskilled labor to meet the UNDP quota
  - Project payment procedure was fair with the transfer of funds from UNDP being very timely
  - The NGOs individually supported any expenditure over the agreed budget
- Impact
  - Beneficiaries received on-the-job training
  - Rehabilitation of projects
  - Vocational training was done especially through facilitation by consultants e.g. For the female who underwent tailoring classes
  - NGOs hired and used skilled foremen to lead different groups
- Did local community receive lasting impact or benefits from the projects?
  - Rehabilitation of schools
  - Rehabilitation of the pharmacy
  - Impact of education among the youth who were ideally militants before the project but are now students in the education establishments especially the universities
  - Garbage collection. This project had a sustainability workshop where they invited the participation of community leaders (district, women and local leaders). Project provide tools-of-trade and training to ensure the garbage collection was sustainable
- Sustainability
  - Yes communities can sustain the projects
  - In some areas, there were major conflict issues. NGOs had to address and reduce possible conflicts among community members. Conflict mitigation and resolution

was conducted through the leaders of the community to create an environment in which the project activities could be accomplished

- Accountability
  - NGOs satisfied with SCORE who have been on the ground guiding the projects since inception
  - All NGOs have individual procurement policies
- Challenges
  - Removing the combatants and militants from the institutions. This challenge was addressed through negotiation by the government authorities
  - Roadblock and security checkups which thankfully have reduced drastically currently
  - Duration of implementation of 3 months was too short to make meaningful impact. In some cases, some NGOs had to request no-cost extension in order to accomplish their tasks. It was the general feeling that 6 months was a more adequate time allocation per project depending on the type of project. Specifically, group recommended that rehabilitation be awarded 4-5 months, while training gets 6 months in order to properly train in the basic skills for the job. Some NGOs shared experiences of their TAP projects with other organizations that lasted 10-12 months with training (6-8 months) and placement (3-4 months). This is was felt was especially important in skills like electronics
- Recommendations
  - Extension of the project duration
  - Revision of the contract terms to include placement especially in the case of vocational training where it was anticipated that up to 80% could be placed in relevant industries while the other 20% could go into individual businesses and corporations
  - Improved time span in the duration needed by UNDP to approve project proposals. For example, it was felt that UNDP changed proposals drastically and then went on to give feedback even after 6 months

**6.8 APPENDIX 8: PROPOSED TEMPLATES FOR LED RESULTS MONITORING**

(A) LED Results Indicators Tracking Table (RIIT) – **Values for current year**

OUTCOME/OUTPUT INDICATORS	Baseline	Indicator values for Current year			Data collection Form No.	Comments
		Target	Actual	% Achieved		
<b>SUBOUTCOME 3.4: Local communities empowered to analyze, participate in and advance recovery and development, local enterprise, conflict and sustainable environment management</b>						
IDO1						
IDO2						
IDO3						
IDO34						
IDO5						
<b>OUTPUT 1: Community capacities enhanced to identify and manage local economic development needs and priorities</b>						
IR1.01						
IR1.02						
IR1.03						
<b>OUTPUT 2 : Community based social, economic and productive infrastructure rehabilitated in a sustainable manner</b>						
IR2.01						
IR2.02						
IR2.03						
<b>OUTPUT 3: Short and long term employment opportunities created for skilled and unskilled Somalis</b>						
IR3.01						
IR3.02						
IR3.03						

(B) LED Results Indicators Tracking Table (RIIT) = **Cumulative values**

OUTCOME / OUTPUT INDICATORS	Baseline	Targets and Results															CUMULATIVE		
		YEAR 1			YEAR 2			YEAR 3			YEAR 4			YEAR 5					
		Target	Actual	% Achieved	Target	Actual	% Achieved	Target	Actual	% Achieved	Target	Actual	% Achieved	Target	Actual	% Achieved	Target	Actual	% Achieved
IDO1																			
IDO2																			
IDO3																			
IDO4																			
IDO5																			
<b>OUTPUT 1: Community capacities enhanced to identify and manage local economic development needs and priorities</b>																			
IR1.01																			
IR1.02																			
IR1.03																			
<b>OUTPUT 2 : Community based social, economic and productive infrastructure rehabilitated in a sustainable manner</b>																			
IR2.01																			
IR2.02																			
IR2.03																			
<b>OUTPUT 3: Short and long term employment opportunities created for skilled and unskilled Somalis</b>																			
IR3.01																			
IR3.02																			
IR3.03																			

**6.9 APPENDIX 9: PROPOSED TEMPLATES FOR LED AWPB IMPLEMENTATION MONITORING**

(A) For the present period (Quarter or Semester)

Output: .....

Code	Activity	Sub-activity	Indicator or milestone	Financial achievement for present period			Physical achievement For present period			Analysis		
				Budgeted	Spent	% achieved	Quantity achieved	% achieved	Level of implementation	Actions to be taken	Problems encountered	comments

Level of implementation : (i) On-going; (ii) Finalized , (iii) Cancelled

(B) Template for accumulated values of LED AWPB Implementation Monitoring

Output: .....

Code	Activity	Indicator / milestone	Up to date Financial achievements			Up to date Physical achievements			comments
			Budgeted	Spent	% achieved	Quantity achieved	% achieved	Level of implementation	

Level of implementation : (i) On-going; (ii) Finalized , (iii) Cancelled

