

Independent Evaluation Report

SOMALIA

Integration and progress through skills and employment for displaced groups in Somalia

UNIDO Project Number: TF/SOM/11/001



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

UNIDO EVALUATION GROUP

Independent Evaluation

Somalia

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Abbreviations and acronyms

AMC	Programme Approval and Monitoring Committee
AYODA	Africa Youth Development Association
CCF	Country Cooperation Framework
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DG	Director General
FAO	Food and Agriculture Organisation
FC	Field Coordinator
GOJ	Government of Japan
GOSL	Government of Somaliland
HAVAYOCO	Horn of Africa Voluntary Youth Committee
IDP	Internally Displaced Person
IFAD	International Fund for Agricultural Development
LER	Local economic recovery
MDG	Millennium Development Goals
MIPS	Integration and progress through skills and employment for displaced groups in Somalia
MoA	Ministry of Agriculture, Somaliland
MoCIT	Ministry of Commerce, Industry and Tourism, Somaliland
MoE	Ministry of Education, Somaliland
MOFA	Ministry of Foreign Affairs of the Government of Japan
MOL	Ministry of Livestock, Somaliland
MOLSA	Ministry of Labour and Social Affairs, Somaliland
MoNPD	Ministry of National Planning and Development, Somaliland
MoPDE	Ministry of Pastoral Development and Environment, Somaliland
MSME	Micro Small and Medium Enterprises
NDS	National Development Strategy
Nuba Hoe	A simple spring-tine cultivator that can be used for both soil preparation and weeding by changing the working tool
NWICDP	North-Western Integrated Community Development Programme (IFAD)
PCA	Peace and Conflict Assessment
PM	Project Manager
PMT	Project Management Team
PMU	Project Management Unit
PSC	Project Steering Committee
QIP	Quick impact project
Sl. Sh.	Somaliland Shilling
ToR	Terms of Reference
ToT	Training of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSAS	United Nations Somali Assistance Strategy
UR	UNIDO Representative
USD	United States Dollars
VTC	Vocational Training Centre

Glossary of evaluation related terms¹

Term	Definition
Conclusions	Conclusions point out the factors of success and failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically inputs (funds, expertise, time, etc.) are converted to results.
Impacts	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Indicator	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
Institutional development impact	The extent to which an intervention improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human, financial, and natural resources, for example through: (a) better definition, stability, transparency, enforceability and predictability of institutional arrangements and/or (b) better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements. Such impacts can include intended and unintended effects of an action.
Lessons learned	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.

¹ Based on a glossary prepared by OECD's DAC working party on aid evaluation, May 2002

Term	Definition
Logframe	Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution and evaluation of a development intervention. Related term: results based management.
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs. Related terms: result, outputs, impacts, effect.
Outputs	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Recommendations	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.
Relevance	<p>The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.</p> <p>Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.</p>
Results	The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention. Related terms: outcome, effect, impacts.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long term benefits. The resilience to risk of the net benefit flows over time.

Executive Summary

Background

An independent final evaluation has been conducted on the Project *“Integration and progress through skills and employment for displaced groups in Somalia”* (MIPS). The overall goal of the project launched in March 2011 was to assist Somaliland in its efforts to promote integration and reduce conflict by fostering economic recovery and increase resilience in the presence of droughts among marginalized groups. Direct beneficiaries of the project included 700—900 beneficiaries among disadvantaged rural groups such as semi-skilled workers, poor farmers, women and youth. The targeted communities were located in the regions of Awdal, and Woqooyi in the northern part of Somaliland state. Beneficiaries of the project also included the vocational training centres (VTCs) of the Horn of Africa Voluntary Youth Committee (HAVOYOCO) and Sooyal (war veterans association) and Mandhera prison through building the institutions’ capacity for training. The Hargeisa slaughterhouse has also benefitted via the acquisition of improved skills for its female workers.

The project was funded through a USD 1.2m grant provided by the Government of Japan (GOJ) under a ‘humanitarian, post-crisis’ umbrella and through a supplementary budget from the Japanese Ministry of Foreign Affairs (MOFA). This was part of an overall contribution of USD 9.8 million from the GOJ to respond to humanitarian crises in seven countries in Africa. The *note verbale* was issued from the Permanent Mission of Japan in Vienna on 8 December 2010. The project commenced on the 1 March 2011 with UNIDO as the executing agency while the counterparts were initially proposed as the Ministries of Agriculture (MoA), Livestock (MoL) and Pastoral Development and Environment (MoPDE), and 2 NGOs, as well as the International Fund for Agricultural Development (IFAD). During implementation, partners were expanded to include a third NGO (AYODA) and the Ministries of Education (MoE) and National Development and Planning (MoNDP). Although the project was due to close by the end of February 2012, a three-month extension from 1 March to 30 May allowed for prisoner training in Mandhera Prison and to retain staff under existing budgets.

The new project *“Supporting economic revitalisation through income generation and employment creation in Somaliland”* commenced on 1 May 2012 until April 2013 under an additional USD 1.5m contribution from the GOJ. The new project under an additional one year allocation of funds is seen as an extension by UNIDO or Phase II and is anchored in the lessons learned from the MIPS project.

The independent final evaluation of the MIPS was mandated by the Programme Approval and Monitoring Committee (AMC) decision of 10 December 2010 as part of a wider evaluation of 5 of the 7 countries that were receiving Japanese contributions for post-crisis interventions. The main objectives of the final evaluation were to contribute both to future UNIDO cooperation with the Government of Somaliland (GOSL) and UNIDO’s institutional learning in short-term, post-

crisis interventions. The evaluation field mission took place in June 2012 and the main findings are outlined below.

Findings

Project identification and development

There is little indication that UNIDO considered **conflict sensitivity analyses** including stakeholder and target group analysis or risk analysis in the project formulation, thus running an increased risk of 'doing harm'.

To attempt to develop domestic **value chains**, the project was set up with dual objectives. It addressed the urgent needs of creating sustainable income generation or *value addition* for beneficiaries, while also aiming for *industrial transformation* by directly building up the capacity of vocational training centres (VTCs). Establishing training workshops within the VTCs aimed to support long-term initiatives in training people to generate additional value from enhanced skills and products

The **relevance** of the project is high. It is clearly in line with the Government of Somaliland (GOSLs) priorities towards agricultural development and is mainly in line with UNIDO's thematic priorities. Additionally the project fits well with the United Nations Somali Assistance Strategy (UNSAS) and the donor's priorities. The project's preference for procurement through local suppliers rather than international ones also fostered its relevance to local economic recovery (LER).

With regard to **project management and coordination**, though the international advisors and national project staff have excelled, there is currently limited government management or coordination, and there is no Project Steering Committee mechanism in place.

Given the limited timeframe of the intervention, the project's **efficiency** is assessed as good. Efficiency of the project was ensured by building on methodologies and institutional relationships established by IFAD and the provision of experienced and multi-skilled, technical advisors.

Occasional delays when funds were not disbursed from UNIDO in time did have a minor reported impact on the training schedule and in several instances, the quality of raw materials supplied. However, training of trainers and beneficiaries was relatively low cost and training of the latter resulted in the actual production of marketable goods. Project efficiency was enhanced through an emphasis on local procurement, which was faster and therefore more conducive to a Quick Impact Project (QIP).

Closer engagement of the UNIDO Regional Office in Nairobi was highlighted as a need, particularly in the context of other UN agencies operating out of there.

Despite the one-year period for the project, and challenges in access to the beneficiaries given their widespread geographical dispersal, the **effectiveness** of the intervention can be assessed as high. With respect to the intended outcomes of the project, beneficiaries have reportedly

improved skills and in all cases incomes were reported to have increased. Beneficiaries are producing products, but no permanent marketing outlet was rented during the first phase of the project.

The project has achieved the majority of its outputs. Although the project trained 512 male and 154 female beneficiaries in a wide range of technical and practical skills, the number of women trained has fallen short of the fifty per cent target. Basic equipment necessary for training has been distributed to the VTCs, which has enhanced their capacity to operate as multi-sector training centres. Equipment has also been provided to the most dynamic beneficiaries in the form of income generating toolkits. To the extent possible, the project used local procurement in order to ensure greater project effectiveness in supporting LER.

The objective of providing equipment to the VTCs was twofold. First the creation of facilities for skills development aimed at immediate livelihood recovery, and secondly, the strengthening of institutional capacities that will contribute indirectly to social stabilisation and economic development.

In terms of advocacy, good use has been made of local print media for promoting the project, though local radio channels were underutilised despite being the most pervasive medium used among the country's population.

The project has had an immediate short-term **impact** indicated by the verifiable increases in beneficiary incomes in the range of 25 to 50 per cent across the project's various skills training areas. In the short to medium term, the project has had a positive impact through the provision of life skills to geographically dispersed rural individuals and their communities and the building of capacity in two VTCs, a prison and a slaughterhouse. With respect to the slaughterhouses, treatment of effluent, however, remains an environmental issue.

The **sustainability** of the project has been helped by the selection of existing entrepreneurs with guaranteed markets for their products. However, the overall objective and outcomes of the project are by no means assured due principally to the short duration of the project and the limited involvement of the government. Moreover, the sustainability of the VTCs is unclear due to longer-term funding challenges in the absence of donor support.

Conclusions

MIPS was ambitious and relatively complex for a QIP focussing on multiple training types for the development of agricultural and rural non-farm skill sectors. During the period of its development and implementation there have been some problems. The Logical Framework was poorly designed and limited the evaluability of the project.

The intervention was in a sector of relevance to all project partners and particularly the beneficiaries. Methods of implementation were cost effective through training of trainers (ToT) and the fact beneficiaries once trained were sharing tools and experience in their community.

The project worked within the areas of comparative advantage for UNIDO focussing on not only Track A emergency employment style interventions, but also Track B recovery and Track C

developmental style interventions. This was achieved within a limited funding and time period. UNIDO was well positioned to engage non-governmental and crisis-affected communities, as well as adopting private sector approaches. Prioritisation of local procurement over international suppliers also supported the project's relevance, efficiency and effectiveness. Project implementation was enhanced by building on UNIDO's partnership with IFAD. In MIPS it was therefore feasible for humanitarian resources to implement a project that focused on productive development.

Value chain development formed an important focus of the project and the project managed to adopt an integrated agro-processing value chain approach in the areas of agro machinery, food processing and basic non-farm crafts skills.

Main recommendations

Recommendations are based upon findings of the independent final evaluation and with regard to the fact that a new phase of the project has already been agreed.

The following recommendations are made to UNIDO.

- With respect to project formulation, risk analysis and conflict sensitivity should be conducted in the next phase of MIPS.
- The role of the Government should be clearly articulated in the next phase of the project.
- The project should place greater emphasis on the training of women who should constitute 50 per cent of the targeted beneficiaries. This is in line with the project document.
- A permanent marketing outlet also should be rented to facilitate the sale of products.
- In addition to the project's use of print media for advocacy purposes, promotional efforts should also use radio programmes, as these are more accessible for the local population.
- The Regional Office in Nairobi should have a central role in supporting UNIDO's operations in Somalia, as is the case with other UN agencies.

The following recommendations are made jointly to UNIDO and the GOSL.

- A Project Steering Committee should be created to assist coordination and strengthen Line Ministries' involvement and input.
- MIPS should be further integrated into existing UN and government livelihood coordination activities in Somaliland to help generate further awareness of MIPS and its methodologies within the sector.
- UNIDO should support Somaliland's capacity in the treatment of tannery effluents, including in the recovery of chromium.

The following recommendations are made specifically to the VTCs.

- VTC Business Plans should be developed. This would enable the VTCs to consider commercial services and production to support sustainable training in absence of public sector funding. Additional equipment and TA needs should be identified.

Lessons learned

In a complex development context like Somalia's, UNIDO's approach of focussing on value chains and equitable development across provinces and clans can lead to conflict reduction as trading has the potential to transcend clan and spatial divisions.

Smaller scale traditional inputs (such as the *nuba hoe*) that represent a small step forward in use of technology are the preferred option in long-term conflict contexts like Somaliland.

The project's emphasis on local (decentralised) procurement of goods in Somalia constitutes a best practice for UN programmes in crisis contexts, as the approach is more relevant (supporting local enterprises), efficient (faster than international procurement) and effective (supporting LER through a greater engagement of aid resources with the local economy).

1. Introduction and background

1. 1. Independent final evaluation

An independent final evaluation of the project “*Integration and progress through skills and employment for displaced groups in Somalia*” referred to as the MIPS ² was mandated by the AMC decision of 10 December 2010. The evaluation formed part of a wider evaluation of five of the seven countries that received Japanese contributions for post-crisis interventions. Given the time and resources available, the evaluation method was predominantly a rapid qualitative assessment undertaken in June 2012, though quantitative surveys and qualitative data continued to be collected immediately following the initial field mission. The evaluation team consisted of two independent consultants, Mr. Mustafe Elmi (National Project Evaluator) and Mr. Andrew Young (International Project Evaluator).

1. 2. MIPS

The MIPS project commenced in March 2011 following confirmation of a USD 1.2 million contribution from the GOJ by *note verbale* of 8 December 2010. The overall goal of the project was to assist Somaliland in its efforts to promote integration and reduce conflict by fostering economic recovery and increase resilience in the presence of droughts among marginalized groups.

The project included a strong agricultural element that was based on the experiences of IFAD. Intended outcomes of the project were increased productive skills and employment among vulnerable groups and an increased economic opportunity for rural communities through the development of viable cottage industries. During implementation, it was intended 700—900 beneficiaries (50 per cent women) would have their livelihoods strengthened through a deepening of technical and vocational skills aimed at improving both agricultural productivity and complementary non-farm activities. Beneficiaries were selected from disadvantaged rural groups such as semi-skilled workers, poor farmers, women and youth. Indirect beneficiaries of the project included the VTCs of HAVAYOCO and Sooyal and Mandhera Prison through

² The Project was initially entitled “Market Integration and Progress Through Skills and Employment in Rural Somaliland”

building institutional capacity for training in a range of trades and crafts. Selected individual trainers would receive international training and in turn impart their skills through ToT.

1.3. Project context

Somaliland is internationally recognised as an autonomous region of Somalia. In 1988, the Siad Barre regime committed massacres, which led to the Somali Civil War severely damaging Somaliland's economic and social infrastructure. After the collapse of the central government of Somalia in 1991, the local government, led by the Somali National Movement (SNM), declared independence from the rest of Somalia on 18 May 1991. Since then, the territory has been governed by an administration that seeks self-determination as the Republic of Somaliland. To date, however, Somaliland's self-proclaimed independence remains unrecognised by any country or international organisation.

Figure 1: Map of Somaliland



There is little recent statistical data available for Somaliland and figures from the UN, the World Bank and other agencies are frequently many years out of date. Somaliland has an estimated population of 3.85 million according to the Ministry of National Planning and Development (MoNPD). The country now operates almost entirely on grants and from donations from the foreign Diaspora as reported by the GOSL and international aid agencies. According to the United Nations Development Programme (UNDP), The GOSL gets no direct budget support. Of the approximate USD 100 million received annually by the Transitional Federal Government of Somalia (TFG) from foreign donors none is allocated to Somaliland.

According to the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), livestock export formed the backbone of the Somaliland economy. This sector, however, has been exposed to several shocks in recent years, including several years of drought, which severely impacted pastoral livelihoods. The drought caused enormous hardship as livestock losses amounted to 60-80 per cent of herds; destitution; creating rural–urban migration; and severe environmental degradation.³

Presently, the most pressing humanitarian concerns in Somaliland focus on the continued fragility of livelihoods following several years of drought; issues relating to IDPs, returnees and the urban poor; inadequate protection particularly for IDPs and other vulnerable groups and continued low human development indicators, especially in education and health.

Less than 10 per cent of rural households are reported to have any non-agricultural/pastoralist skills. However, nearly a quarter of households have been reported to be involved in manual labour, whilst about 15 per cent are involved in petty trading and 14 per cent in farming as an alternative income. Only a small proportion of the population have technical skills such as masonry, carpentry, welding and plumbing. Other skills possessed by a small fraction of people are metalsmithing and shoemaking skills.⁴ The civil war exacerbated an already poor situation with widespread destruction of basic infrastructure. Two ‘lost generations’ have resulted, who, lacking skills and education, have sometimes been drawn into criminal activity.

Almost 50 per cent of the people are in need of urgent external assistance and close to 1.5 million are internally displaced⁵. Livestock and their products account for 80 per cent of export income in normal years, but trade has been significantly interrupted by drought and international livestock bans in the last decade. The cycle of drought in the last 4 to 5 rainy seasons has led to a significant loss of livestock, severely affecting the livelihoods of pastoral communities, with a rise in pastoral dropouts.

The average annual income reported was US\$ 890, varying between US\$ 504 in Maroodi Jeex to US\$ 1,212 in Sanaag. Household debt is growing with 83 per cent owing an average of US\$ 406, about three times their monthly expenditure. According to the Somali pastoralist situation assessment, 74 per cent of households are in debt. The largest agricultural problem overall, cited by 42 per cent of respondents, was the lack of tools.

Through its United Nations Somali Assistance Strategy (UNSAS), the UN in Somalia is working with partners to help Somaliland move from recovery to longer-term development. This includes the restoration of livelihoods opportunities and alleviating the consequences of famine, drought and conflict. According to the Office of the Resident Coordinator, there are 19 UN agencies and funds operating in Somaliland. Through the MIPS and the United Nations Hargeisa Team

³ UNOCHA: Overview Of Humanitarian Environment in Somaliland (21 May 2007)

⁴ *Assessment of the education, livelihoods, living conditions and welfare of somali pastoralists* Roy Carr-Hill and David Ondijo.

⁵ *Somalia Combined IPC Population*, (UNDP: 2005)

(UNHT) UNIDO is an active partner in this process and the project falls within the second UNSAS outcome which is poverty reduction and livelihoods.⁶

Existing coordination mechanisms include Sectoral Coordination meetings held by the respective line ministries functional groups include health, education, agriculture/food security and water. In addition, the Ministry of Pastoral Development and Environment (MoPDE) convenes a periodic Pastoral Forum.

Non vocational and technical qualifications

MIPs identified the key challenges in the current training context in Somaliland.⁷ The first of these is access to training. The current training is conducted primarily in Hargeisa and this centralization makes it difficult for most of the population to access training. Another issue that impacts accessibility is the lack of a coordinated student recruitment and selection process.

The second challenge is the quality of training. MIPs Reported there was no cohesive, structured training model with recognized standards, credentials and learning outcomes. Although this is being addressed through the Vocational Qualifications Framework for Somaliland it still requires adoption and implementation. Corresponding curricula need to be identified and/or developed along with relevant evaluation processes. Training tends to be basic-level and inconsistent from programme to programme. Programme offerings are sporadic and unreliable with no fixed annual scheduling. Both subject matter expertise and instructional expertise also need to be improved.

Additional challenges relate to the fact that resources are not currently allocated and utilized in a manner that reflects a long-term vision and coordination of efforts. Currently, training is not administered by a national body to ensure consistency and quality from programme to programme. A direct connection between the secondary school system and the vocational training system needs to be established. Finally, consultation with direct beneficiaries and stakeholders such as the business community, donors, implementing partners and different levels of government authorities needs to be promoted and improved.

1. 4. Evaluation background

MIPS was funded by a USD 1.2 million contribution from the Government of Japan, and implemented by UNIDO. Although the project ended on the 29 February 2012 there was a three month extension from 1 March to 30 May 30 to allow for planned prisoner training in Mandhera Prison and to retain staff under existing budgets. The duration of the project was slightly over one year, with the extension. During implementation, main Government counterparts were the MoNPD and the Ministry of Livestock (MoL). Main implementing partners included the VTCs of HAVAYOCO and Sooyaal, the maximum-security prison of Mandhera and the Hargeisa

⁶ *Overview of the United Nations Somali Assistance Strategy-2012*

⁷ TF/SOM/11/001. End of Activity Report: Study Tour

slaughterhouse. The broad objective of the project was to enhance social stability for 700—900 beneficiaries through the provision of training to vulnerable communities and empowering them economically. A final evaluation of MIPS was mandated by the Programme Approval and Monitoring Committee (AMC) decision of 10 December 2010.

1. 5. Evaluation purpose and scope

Terms of reference, provided by the UNIDO Evaluation Group, determined the broad objectives, purpose and scope of the evaluation. The main objectives of the final evaluation were to contribute to a) future UNIDO cooperation with the GOSL, under the new financial commitment to the project and b) UNIDO's institutional learning in short-term, post-crisis interventions with a forward-looking approach. The latter would be part of a wider thematic evaluation of multiple projects throughout Africa that are receiving Japanese Trust Fund contributions for post-crisis interventions. The evaluation was also to take full account of an earlier thematic evaluation of UNIDO's post-crisis interventions completed in 2010.

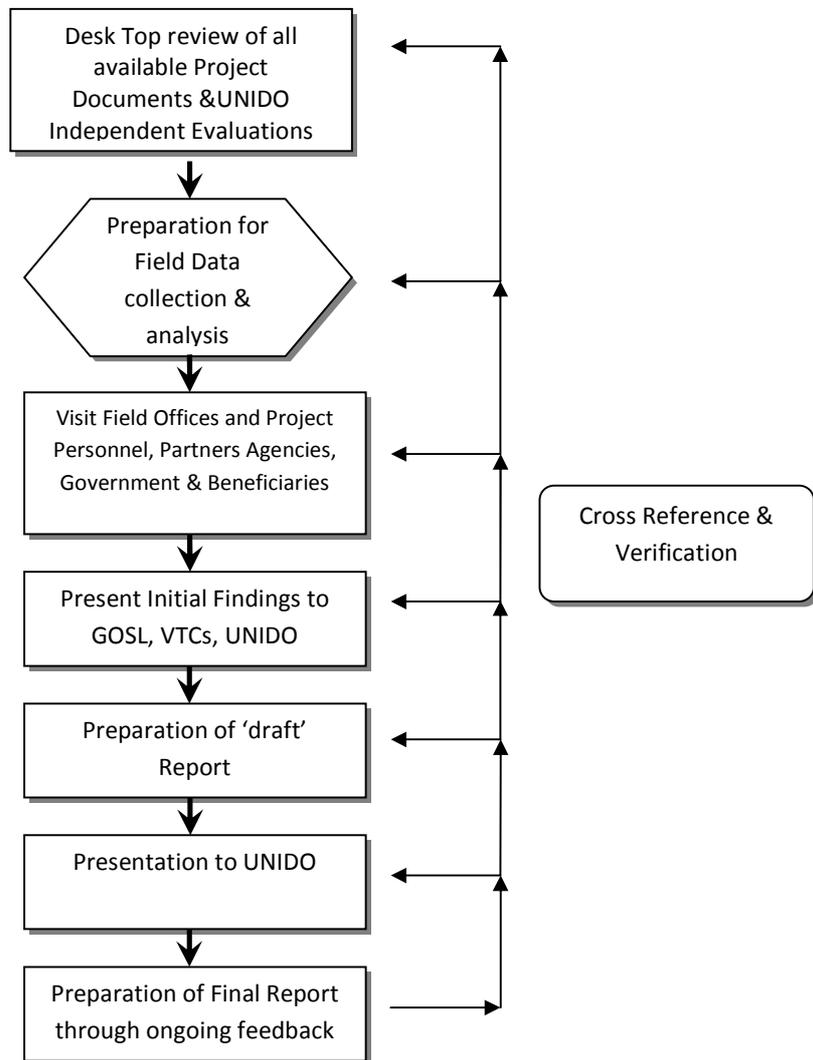
The final evaluation was undertaken in June 2012. The evaluation focussed on the manner of project identification and formulation, how relevant the project was to Somaliland's crisis-to-development transition, the likely cost-effectiveness of the project design, project ownership, coordination and management, how efficiently the project was implemented, the projects effectiveness and its expected impact and sustainability. Finally, the evaluation was to consider recommendations for the next phase (See Annex 1 for the TOR).

1. 6. Evaluation methodology

The evaluation team consisted of two independent consultants Mr. Mustafe Elmi (National Project Evaluator) and Mr. Andrew Young (International Project Evaluator). Invaluable in-country coordination was provided by the MIPS project, particularly the CTA and the projects field coordinators. Figure 2 below outlines the overall evaluation process.

The independent final evaluation based its findings on an extensive review of written documents as well as quantitative and qualitative data gathered from UNIDO headquarters and from both of the main project locations in Somaliland. The field mission was undertaken over a period of 18 days from 1—18 June. This included logistical preparation, necessary security briefings and meetings with the UNIDO Representative (UR) Office for Kenya and Eritrea in Nairobi.

Figure 2: Evaluation process



Document Review

The evaluation draws on information gathered by both the international and the national project evaluator. Background information was collected from a desktop review principally of documents relating to MIPS. These included the project documents “*Integration and progress through skills and employment for displaced groups in Somalia*”. Additional project documents included the project inception reports, a brief final project report written respectively by the project CTA and the PM. Multiple progress and final reports from technical advisors in agriculture or the training in the VTCs were also reviewed. Documentation from the GOSL, though limited was also reviewed, particularly the Somaliland National Vision 2030 and Somaliland in figures, both from the MoNPD. UN documents reviewed included the Somali Assistance Strategy 2012—2015 (UNSAS). Of particular use considering the recent nature of its data and relevance to the MIPS focus, was the *Assessment of the education, livelihoods, living conditions and welfare of Somali pastoralists* by Roy Carr-Hill and David Ondijo.

Previous UNIDO Evaluation Group publications were reviewed and proved very useful to the evaluation. These included the thematic review on Agri-business/Agro Industry Development Interventions and the thematic review on UNIDO's Post-crisis projects.

Interviews with project partners

The national and international evaluators interviewed representatives of the Donor, project partners and beneficiaries, multiple Ministries in Somaliland, UNDP, FAO, IFAD and representatives of local government in Borama. Selection of interviewees was assisted jointly by the UNIDO headquarters, Vienna and particularly by the MIPS Office. The list of people interviewed is included in Annex 3.

Selection of beneficiaries for data collection

In order to involve the principal project partners in the project evaluation stage, data was also gathered directly from the project beneficiaries primarily from the VTCs where they had been trained, but also from their villages. Considering the limited time to prepare and undertake the final evaluation, the largest possible sample size was taken for all variables. Variables included types of training, geographical location and sites of training and included both trainers and trainees. The validity and reliability of the data collected was ensured by the large size of the samples selected for FGDs and questionnaires and the fact that the selection of participants was spread equally across the multiple training courses and training locations in and around both Hargeisa and Borama. An even gender distribution was also incorporated as an essential part of data collection.

In some cases beneficiaries were visited by the evaluators, such as visits to Mandhera Prison, abattoirs and remote agricultural villages. Field visits were principally undertaken within the vicinity of Hargeisa and Borama within the Awdal and Woqooyi Regions. *Nuba hoe* sites were visited in Galoolay and Shirwa' lagu baney in Bal-dere. Female beneficiaries of the hides training were visited in Baki and Ruqi of Baki District. The Cattle Market in Tog Walalay, on the Somali border with Ethiopia was visited as were product markets in Hargeisa and the Da'ar Buduq Tannery on Berbera road.

Qualitative focus group discussions (FGD) and interviews were held with about 150 respondents equally across training type and gender, or 25 per cent of the total possible sample. With respect to quantitative analysis about 200 Questionnaires were distributed, again, equally across training type and gender (about 35 per cent of total trainees and trainers) Of the respondents, 92 reported they had no formal education, 59 reported they had primary school education between grades 1—8 and 25 reported undertaking secondary education from grades 1—4. None of the beneficiaries interviewed or submitting questionnaires reported they had received any form of post-secondary education.

Coverage of themes in the questionnaire

Quantitative data was gathered by the use of a questionnaire designed to assess the overall goal of the project, the expected outcomes and the project's outputs. The questionnaire was purposefully kept simple and focussed on whether training had been received, the quality of

training, and whether trainees were producing enhanced products. The questionnaire considered the baseline situation of the beneficiaries and the effectiveness of the project intervention by examining the effect on their income. The questionnaire was designed in a way that it could be adapted for trainers and for prisoners in Mandhera prison, where slightly different questions were asked (See Annex 4 Questionnaires).

At the VTCs, participants were split into groups relating to the training they had received and the questionnaires were coordinated by the national evaluator and assisted by volunteer spokespersons within the different groups.

Focus group discussions

Quantitative and qualitative data derived from the questionnaire survey of trainees was complemented with qualitative FGDs held at the VTCs of HAVAYOCO and Sooyaal, Mandera Prison, Hargeisa Abattoir and some remote villages where beneficiaries had returned after training. To ensure freedom of expression of opinions, groups were divided into men and women.

FGDs were held around a predetermined series of general questions related particularly to the projects relevance, effectiveness, efficiency, impact and sustainability. Both independent evaluators led the FGDs and questions were in Somali, with the national evaluator assisting in local translation where necessary. The FGDs involved both male and female beneficiaries from multiple courses. FGDs were facilitated by the national evaluator and representatives of local agricultural communities and training courses. Observations were also made within and around remote beneficiary locations to assess their socio-economic situation and general welfare, particularly in light of training impact and sustainability.

2. Project identification and formulation

2.1. Funding

As part of an overall contribution of USD 9.8m to respond to humanitarian crises in seven countries in Africa, the GOJ provided a grant of USD 1.2m to the MIPS project through a supplementary budget from the MOFA of Japan.

UNIDO operated from the outset in the area of its comparative advantage. UNIDO adapted to the donor conditions for short-term projects with a generally realistic plan. Although funds were provided by the donor for only one year and would be typically targeted at post-crisis (Track A) interventions⁸, the formulation of the MIPS project initiated not only immediate human security requirements for vulnerable drought affected beneficiaries, but also the medium to long-term issues of institutional capacity building of VTCS.

The project was formulated to provide not only immediate stabilising income generation and employment (Track A), but also made some headway in local economic recovery (Track B) and sustainable employment generation (Track C). It was crucial support to UNIDO from IFAD both during the preparation of the project and during implementation that enabled this.

2.2. The Intervention logic

UNIDO confirmed that the Project Document for MIPS was prepared rapidly after the confirmation by the GOJ that money would be made available under its humanitarian assistance to Africa. Consequently, the project document and its Logframe are not fully developed and this makes the project difficult to systematically evaluate. Additionally the monitoring and evaluation requirements are not specified in the project document, which further impedes evaluability. The CTA also reported that there was a limited participatory approach in project identification because of time constraints and the lack of a UNIDO presence in Somaliland. The entry point of the project was reported as IFAD.

With respect to the Logframe, the overall objective of *promoting integration and reducing conflict by fostering economic recovery and increasing resilience in the presence of droughts among marginalized groups* is not measurable. Reduction of conflict is not quantified or qualified, or

⁸ Track A, stabilising income generation and emergency employment. Track B local economic recovery and reintegration and Track C sustainable employment creation and decent work. From: UN (2009) *UN Policy for Post-conflict Employment Creation, Income Generation and Reintegration* pp.5.

measured by the project. The two major outcomes for the project simply refer to an increase in productive skills and employment and an increase in economic opportunities.

Neither does the Logframe define targets for outcomes or outputs. Indicators for outcomes are non-specific and throughout the Logframe indicators are not quantified, referring instead only to indeterminate numbers which are not measured against any baseline. For example, a *reported increase in production/sales among beneficiary groups* is given as an indicator of the project's outcomes. Neither the beneficiary groups nor the quantity of production or sales is quantified. It is also assumed that an increase in production means an increase in sales, with an assumption that ready markets exist.

It is notable that involvement of the private sector, which is part of UNIDO's core mandate, is not even mentioned in the Logframe or the specific outputs and activities of the project. Local counterparts are indicated as the Ministries of Agriculture, Livestock and Pastoral Development, IFAD and NGOs. The NGOs are not specified and Ministries such as Education have been initially omitted.

Despite weaknesses within the Logframe, the implementation of MIPS has mainly followed and further developed the intervention logic of the project document. Local partnerships have been expanded beyond those specified in the original project document and this has been based on the experience of implementation in Somaliland. The project builds on the recovery stage that Somaliland is undergoing and focuses on peace-building efforts by enabling integration of returnees and drought affected vulnerable beneficiaries in host communities. The project aims to foster economic integration and contribute to the reduction of friction between local sub-clans that feel their livelihood threatened by other members of society. This is done through the training in productive skills, enabling enhanced beneficiary participation in the local economy. Interviews with Ministries, IFAD and the VTCs confirmed that provision of training to people within vulnerable communities does actually reduce the likelihood of conflict. It was reported that individuals with skills are valued in the marketplace in Somaliland and trading is more important than clan or regional differences.

The project adopted an integrated agro-processing value chain approach with a clear rural development focus. This includes both agro-machinery such as the *nuba hoe* to enhance agricultural productivity, and livelihoods with the provision of basic tools and equipment to rebuild the basic crafts skill sector. The latter were assessed by the project as supportive economic non-farm activities that help increase coping mechanisms for climatic and economic shocks that usually make livestock and agriculture production volatile.

The project also focuses on non-food processing through the upgrading of technical skills for the basic production of higher quality animal skins. This last intervention suggests an international competitive focus with the export of leather overseas. The development of this part of the project is still assessed by the independent final evaluation as very rudimentary, but the project reports it will focus on the development of this in the second phase of the project under the new Japanese financial contribution.

The value chain included primary producers who receive training coupled with capacity building of VTCs to sustain and impart knowledge and add further value by providing high quality inputs and finishing of outputs. Further up the value chain, the project attempted to enhance product marketability and generate required benefits for producers.

Effects of drought are pervasive through Somaliland and the project includes numbers of former nomadic pastoralists and returnees. The project has upgraded the capacity of VTCs through the provision of equipment, international training of Trainers and has achieved 95 per cent of its target with respect to total anticipated trainees.

The project document did state that 50 per cent of the beneficiaries would be women. In practice this has not happened. The project has trained a total of 666 individuals and of these 512 were males and 154 female, a ratio of 70:30. It was indicated by the project team that the limited technical training fields for women (at least in such areas as welding, masonry, furniture-making and mechanics) as well as cultural barriers that prevent women from being in mixed classes were a reason for the shortfall. These were trades whose outputs were also used in the development of VTCs' physical infrastructure and equipment (e.g. furniture). Furthermore, some equipment types (e.g. *Nuba hoe*) are quite heavy – even for some men. Additional factors include UNIDO's support to male prisoners at Mandhera.

2. 3. MIPS and IFAD

MIPS had a strong relevance and continuity with IFAD's North Western Integrated Community Development Project (NWICDP), funded by the Belgian Fund for Food Security and under implementation since 2001. This programme covers the Maroodi Jeex and Awdal regions in Somaliland. It addresses the needs of the rural poor population in the target area, of which at least 30 per cent are households headed by women. The programme's overall objective is to reduce rural poverty by helping introduce sustainable improvements to incomes, food security and basic nutritional, health and sanitation of targeted communities. The project also aims for a substantial improvement in the productivity of the agriculture and livestock sectors.

Strong synergies existed between adding value to livestock products and by-products in the agricultural sector and in the initial selection of communities. The project document refers to IFAD as a project partner and UNIDO reported IFAD facilitated discussions with a large number of stakeholders involved in various activities all along the livestock value chain. The project document specifies that UNIDO and IFAD agreed to present the proposed project as a joint initiative to expand the on-going programme, which has already been reviewed and approved by the GOSL.

UNIDO reported the project was overall enhanced by experience gained by IFAD. In preparing the MIPS project document, existing institutional relationships between IFAD and its government counterparts and implementation methodology (rural training and institutional

strengthening) were transferred to the UNIDO project. IFAD reported the project was very effective and has built on country experience. The project is seen as particularly effective due to the high level of consultants brought in at an early stage, according to IFAD.

There remain differences in approach between the agencies, the majority of UNIDO training is urban focussed, and is not really an agricultural extension service, and microfinance is not playing a prominent role in the UNIDO framework.

2. 4. Conflict sensitivity

Employment is vital to short-term stability, reintegration, economic growth and sustainable peace in post-conflict situations. The 2009 *UN Policy for Post Conflict Employment Creation, Income Generation and Reintegration*, contributes to a United Nations approach to employment and reintegration, built around a set of common guiding principles. The policy aims to scale up and maximize the impact, coherence and efficiency of support provided to post-conflict countries. The UN policy emphasises the importance of conflict sensitive approaches such as ‘do no harm’ and Peace and Conflict Assessments.

An independent report of the UNIDO Evaluation Group has recommended the importance of referring to this policy and that conflict sensitivity should be mainstreamed into all UNIDO post-crisis interventions, and as a minimum, ‘do no harm’ principles should be applied to all UNIDO post-crisis interventions.⁹

There is little indication that UNIDO considered conflict sensitivity analyses such as a Peace and Conflict Assessment (PCA) including stakeholder and target group analysis, despite the post-conflict position, and the economic and social vulnerability of many of the intended beneficiaries. MIPS management reported that with respect to conflict sensitivity there was limited knowledge of the clan system in the design phase.

The CTA stated that UNIDO has a bias towards urban and semi urban development projects and towards male trades. This is not necessarily the most conflict sensitive approach as it is often women who can provide long term economic stability through rural crafts and production.

However, despite little focus in the project proposal, the project is being implemented with a good measure of conflict sensitivity. Multiple agencies from IFAD to the Government and the VTCs confirmed that training and a focus on added value to products and marketing chains reduces conflict in practice. IFAD reported that UNIDO’s approach of focussing on marketing chains and equitable development across provinces and clans could lead to conflict reduction as trade has the potential to transcend clan and spatial divisions.

⁹ Thematic Evaluation, *UNIDO Post-crisis projects* (UNIDO: 2010)

2. 5. Inception phase

UNIDO and IFAD conducted a joint inception mission in Somaliland from the 3—12 February 2011 to launch MIPS. The project's geographic coverage was the Awdal and Woqooyi regions and reached rural communities that were already participating in IFAD's NWICDP. The implementing strategy consists of building on the production and organizational capacities that the NWICDP has been promoting within target communities. This enabled UNIDO to focus MIPS on providing household members with the necessary skills and equipment to increase their participation in later segments of the value chains by further processing their products and improving their access to markets.

At the outset, local counterparts were involved in the project formulation. Beneficiary communities were defined together with the MoNPD, the MoA and the MoL, and several of these were visited in order to meet with community leaders and determine the specific project activities based on the local needs and potential. The regional veterinary officer for the MoL reported that the first UNIDO PM came to the Ministry before the project commenced and requested the ministries assistance in selection of beneficiary communities. Trainers were then selected in partnership.

3. Project relevance

3. 1. Alignment to partners and beneficiaries

The relevance of MIPs is high and is in line with UNIDO's thematic priorities of poverty reduction through productive activities and capacity building for trade. Though not explicit in the project document, it was evident from discussions with diverse partners that the project was helping farm-based households reduce risks; offer more remunerative activities to supplement or replace agricultural income and provide a means to cope or survive when farming fails.

The project falls well within the UNIDO priority area of rural entrepreneurship development establishing locally pertinent cottage industries, common service facilities, and vocational training schemes. This essential recovery input forms a major part of UNIDO's involvement in post-crisis countries.¹⁰ The project is also in line with development norms such as the Millennium Development Goals such as MDG 1, the reduction of extreme poverty and with MDG 3, the promotion of gender equality.

The Project does not yet fall within the priority UNIDO area of environmentally sustainable production. This is due principally to the chemicals used in treatment and processing of animal skins that could seep into the water table if not disposed of properly. In the inception phase of the project, focus was on the value addition to hides and the ultimate processing was outside the scope of the project. The new phase of the project intends to rectify this issue by mitigating the worst aspects of the potential pollution.

The project is relevant to the priorities and strategies of the GOSL. The severe drought was reported by the Africa Youth Development Association (AYODA) to mean more youth needed training as they were now unemployed. Additionally returnees were coming back from Ethiopia and Djibouti. AYODA estimated that the training of 80 direct beneficiaries represented about 500 people in terms of extended families, especially as those trained can train others. UNDP estimates that unemployment is at 60-80 per cent and is the country's number one priority.

There was unanimous positive feedback about the relevance of the project from not only the direct beneficiaries but from the VTCs selected as implementing partners. HAVAYOCO's Mission is to alleviate poverty through sustainable development. Its Mission Statement is to address primarily the needs of the disadvantaged and vulnerable groups through grass roots

¹⁰ Service Module 4 (Private Sector Development) of UNIDO's Service Modules as given in the latest Corporate Strategy document

mobilization and participation, and its objectives include the promotion and empowerment of community self-reliance to attain a sustainable livelihood and rehabilitate, reconstruct and develop the community following the civil war.

The project is also relevant to the donor as funding was provided under a post-crisis/humanitarian umbrella through a supplementary budget from the Japanese MOFA as a response to humanitarian crises in Africa. The intention was that employment training would be the focus of implementation. The funds were managed by UNIDO using a Trust Fund modality.

Following the war, and according to the MoNDP, the government aims to revive the rural economy based on small-scale agro pastoral and processing activities. In that respect, the selection of the location for the livestock intervention was particularly relevant as confirmed by the MoL. Overall, about a quarter (24 per cent) said that they own land and practice agriculture, but that was mostly in Maroodi Jeex (W. Galbeed) where over four fifths own land and practice agriculture. Lack of rain and agricultural inputs are the main impediments to agriculture as confirmed by a majority of those interviewed. Also important, according to the GOSL, are technical skills in masonry, carpentry, plumbing, welding, electric works and automotive technicians. Despite the fact that there is serious demand for these skills in the rapidly growing towns, less than 2 per cent of the pastoralist population have training that would allow them to provide such services. There is a need to establish vocational training centres where pastoralist children and youth can attend.

It is difficult to assess the project's relevance to the overall strategic priorities of the GOSL, as the GOSL's National Development Plan (NDP), drafted with support from the UN includes five pillars that are not prioritised and within the pillars, the 37 sectors are also non-prioritised with no time-frame for implementation. Moreover, the document has also not been translated into Somali and is not available in the regions.

Under the Somaliland National Vision 2030, the MIPS falls somewhere between Pillar 1 Economic Development (under agriculture and livelihoods) and Pillar 4 Social Development (under poverty, food insecurity and vulnerability to natural disasters). Agricultural and butchering skills, food processing and hygiene were also among the national development priorities of Somaliland, according to the DG for the MoNDP. According to the MOA, while the project was very relevant with the introduction of improved machinery there was a greater need to focus on agro-processing in the future.

With respect to the focus of international assistance to the GOSL, there is currently no United Nations Development Assistance Framework (UNDAF) or Country Cooperation Framework (CCF). UNIDO reportedly operated under sector 2 of the UNSAS. The GOSL has just launched the livelihoods and economic sector and UNDP reported that UNIDO could play an important role here. UNDP requested that other agencies be further involved in the planning for UNIDO's project so other agencies can benefit from UNIDO's experience.

3. 2. Project methodology

In discussions with FAO it was evident that they fully endorsed the focus of UNIDO's agricultural training, which used traditional methods including oxen and the *nuba hoe*. FAO referred to this as improved sustainable technology due to the fact there was a limited dependence on foreign spare parts (e.g. as compared with tractors).

Of relevance to the methodology being used by MIPS was the example of the modern slaughterhouse in Borama that had been funded by the World Bank. This was reported by the MoL as a comparatively expensive but ineffective intervention compared to UNIDO's low cost technology transfer. As a result of multiple problems with the facility people were slaughtering and skinning animals outside the facility.¹¹

UNIDO had considered providing basic outdoor facilities for the beneficiaries and this seemed to be the preferred option from conversations with the final evaluation. The lesson seems to be that smaller scale traditional inputs are the preferred option in Somaliland (such as the *nuba hoe*).

3. 3. Value chain development

MIPS has a relevant focus on value chain development (VCD) for both small-scale producers at the micro level, and for VTCs at the meso level. FGDs and individual discussions with the trainers highlighted the relevance of their training and the relevance and usefulness of the rehabilitated buildings, and equipment provided to both the VTCs and the trainees themselves. Of particular relevance to value addition was the fact that the project not only provided training but also the means to implement the trainings in the form of toolkits to the most active potential entrepreneurs.

With respect to the value chain, the project operates on the supply side of the value chain as the primary supplier and producer. The project also focuses on producers that can use design and high quality finishing as a competitive advantage. To some extent, the demand side of the project is assuming the existence of markets. Considering the overwhelming reported need for craft skills particularly in manufacturing and the fact that many beneficiaries are already working in the sectors for which they are receiving training, this appears to be a relevant assumption and

¹¹ While the facility was very modern, beneficiaries were dissatisfied. The mechanical hoist had not worked from the first day, the floor was tiled incorrectly and the slaughterhouse was reported to be too small to slaughter large animals. However this was a million dollar facility provided free of charge in partnership with the local Mayor's Office. According to local line ministries only about 220,000 USD had been provided of the promised USD 1m and the facility was considered incomplete. Incomplete project components included a borehole, freezer rooms a dormitory for butchers, high animal fencing and a mosque. The MoL indicated there should be collective management for the next set up. The Ministry also reported it had no money to repair or contribute to facilities.

was confirmed by interviews with the beneficiaries and the VTCs. There are many people who are owner operators. The PMT did suggest more time should have been spent with these owners in order to link them to microcredit facilities. The absence of micro credit facilities in Somaliland was a reported issue.

Value chains are being developed through the focus on existing entrepreneurs, the use of some local materials and the use of local suppliers, even if some of the supplies need to be imported. The best example of UNIDO's approach to VCD comes from the selling of hides. Selected skimmers (in nearly all cases females) were provided toolkits and training. The skins they produce were of higher quality and the skimmers got a higher rate of return for skins that they could now produce more quickly. They are sold for higher prices to the local tanneries who in turn can make more by selling the higher quality products internationally. Money from the marketing in all cases is likely to remain within Somaliland and assist local economic recovery. According to the Berbera road tannery owner this represents an increase in job security along the entire value chain.

4. Project coordination and management

4. 1. Project management

MIPS was run by a project management team (PMT) situated in Vienna, and at Project offices in Hargeisa. In terms of overall financial administration and coordination the project was executed by UNIDO under the overall guidance of a project manager (PM) based in Vienna Headquarters.

An international Chief Technical Advisor (CTA) based in Somaliland for about 6 months a year managed the overall project implementation, planning and budgeting in the field. It was assessed the CTA was operating as an unofficial UNIDO representative in Somaliland, actively seeking extensions of funding and UN partnership development. Although Nairobi was not the designated UR Office for Somaliland, it was providing some administrative support to the MIPS. A more formal relationship and support from the UNIDO Regional Office in Nairobi was highlighted as a need, particularly as most other UN agencies were operating from the same location.

The CTA operated nominally under the supervision of the PM in Vienna though the staff performing this function did not remain consistent as the PM changed half way through the project. Additionally the CTA operated with a great deal of necessary autonomy with respect to methods and schedules regarding implementation. The national Field Coordinators (FC) in Hargeisa and Borama, took responsibility for supervision of much of the day-to-day project implementation though, due to the short duration of the project, the CTA reported a need to continue to empower national staff.

The PMT consisted of national and international members fully employed by UNIDO as outlined in Table 1 below. There were no seconded staff from Ministries or national organisations.

Concerning management, while lines of reporting were not described in the project proposal, the PM from Vienna and the CTA in Somaliland fully controlled the overall project and the national managers controlled most of the routines workload.

The Project document indicated that implementation would be supported by local counterparts to increase the cost-effectiveness of interventions. The main counterparts were the MoE, MoL and MPDE and IFAD. The project was intended to complement and be an integral part of IFAD's on-going 'North-western Integrated Community Development Programme'.

Table 1: PMT support staff

Field Coordinators (2)	UNIDO
Beneficiary Mentoring Officer	UNIDO
Regional Project Officer	UNIDO
Procurement and Purchasing	UNIDO
Micro-Enterprise Development Researcher	UNIDO
Finance and Admin Officer	UNIDO
Information and Communication Specialist	UNIDO
Procurement and Purchasing Officer	UNIDO
Beneficiary Mentoring Researcher	UNIDO
Technical and Vocational Training	UNIDO

Although the VTCs and regional government authorities were fully involved in beneficiary selection, there was no indication in the project document or evidence from the field of any national partners jointly participating in the overall management of the project. Despite the project documents assertion that a Project Steering Committee would ‘provide guidance on how to address serious delay risks and prevent future ones’, none had yet been established. The only reported informal working group with some oversight was coordination between Havayoco, Sooyaal and IFAD. Project mission reports have reported that the Minister of the MoA has proposed a working group to include the MoA, UNIDO, FAO and IFAD to coordinate project activities.

Responses to who ‘owned’ the project invariably focussed on UNIDO. The VTC of Sooyaal, for example, reported that UNIDO was the major project implementer and Sooyaal considered that to some extent they were a minor partner. Sooyaal felt they were insufficiently empowered by the UNIDO project and wanted more control of activities such as local procurement.

The relationship with government counterparts is complex and at times difficult for the project. It was evident from interviews with Ministries in Somaliland that every line Ministry believes it was the appropriate implementing partner for UNIDO.

In some respects, the presence of a UNIDO project and project office has significantly raised expectations within the Government that UNIDO is entering Somaliland with a permanent presence on the ground. Line Ministries are poor in terms of resources, especially technical expertise and equipment and they expect support ‘in kind’ from operating UN agencies. Such ‘in kind’ resources means technical assistance and use of project equipment and facilities.

Closer engagement of the UNIDO Regional Office in Nairobi was highlighted as a need, particularly in the context of other UN agencies operating out of there.

4. 2. Coordination and partnership

UNIDO had signed Letters of Agreement (LOAs) with the project implementers HAVAYOCO and Sooyaal and an MOU with the MONPD. Some Line Ministries felt that a second MOU should be signed with them. Particularly the MoCIT. MOCIT reported this was necessary as they were responsible for reporting all aspects relating to the private sector to the cabinet and they stated they did not have details on UNIDO's project. The Ministry went so far as to suggest UNIDO was not accepting the local policies of Somaliland.

Interviews with UNDP and FAO indicated the project was working with other UN partners through the United Nations Hargeisa Team (UNHT), a semi-formal gathering of senior UN project personnel stationed in Somaliland. UNDP also reported UNIDO was working within the UNSAS and was an important contributor to the multi-sectoral meetings. FAO reported, however, that UNIDO could upgrade its sector coordination activities.

4. 3. Reporting, monitoring and evaluation

Regular monitoring was conducted on all training activities. Additionally, regular training reports were produced together with some ad hoc reports. With respect to project M&E, and despite a lack of impact indicators in the project LogFrame, the project monitored post-training outcomes typically using a 10 to 25 per cent sampling approach and examined whether there was an increase in the number of productive hours engaged in the formal market economy and whether trainee income levels had risen after receiving toolkits. The project also followed up with 25 per cent of people that received toolkits to try and find out the personal characteristics that make them successful - a form of personal profiling that could inform the process of future beneficiary selection.

To ensure that proposed training areas reflect demand side forces, UNIDO and its partners conducted technical assessments and surveys of training institutes, trades workshops, food processing enterprises, rural communities, and other micro-enterprises and held FGDs to identify problems encountered by small producers. During the curriculum development workshops participants reviewed proposed training areas and made recommendations on sequencing and course details. These two-day participatory workshops were reportedly a core feature of the projects curriculum development approach.

The CTA produced a technical report on project start up activities as well as a final report and an end of project technical report. Quarterly Project Reports from MIPS to UNIDO or from UNIDO to the donor were not produced, as these were not required under project agreements for either the donor or UNIDO. The CTA also compiled reports prepared by the project team.

5. Efficiency of Implementation

5. 1. Project design

Efficiency of the project is rated as high. Efficiency was enhanced by building upon previous experience of IFAD in the project identification and formulation stage (See Chapter 2). Previous UNIDO interventions were also considered such as the CLARIS project in Sudan which introduced the *nuba hoe*.

The project was designed to increase productive skills and economic opportunities as intended outcomes. It was the first time UNIDO had an active presence in Somalia for twenty years. Considering the project was multi-sectoral, working in a range of geographical locations, with different clans and implemented across a broad range of agricultural and crafts skill, efficiency was high. This was evident from interviews with ministries, the VTCs and direct beneficiaries.

The ToT methodology used for skills training had a multiplier effect as international experts' trained VTC staff who would in turn transfer their new skills and knowledge to the trainees. The ToT was designed to contribute to the overall success of the project and lay out a foundation for sustainability. Once trained, it was evident from FGDs and data collected by the final evaluation that efficiency was enhanced by the fact the trainees were then proceeding to train others in their community as well as share toolkits.

Closer engagement of the UNIDO Regional Office in Nairobi was highlighted as a need, particularly in the context of other UN agencies operating from the same base.

5. 2. Cost of outputs

The actual cost of training appears quite low. Six hundred and sixty six graduates received training for a total cost of USD 281,000. This included training equipment, toolkits, and project assets in the form of training equipment for the VTCs. In addition, nine training halls have been constructed or rehabilitated.

The training cost included the provision of 305 toolkits worth an average of USD 250 each, though the actual costs of toolkits varied widely depending on the type of professional training. The average for field training of one beneficiary (including the toolkits) was therefore around USD 400. The total cost also included ToT trainings, without which it would not have been possible to train people in the field. Under the training of beneficiaries, incentives included 12

USD for trainers and 3 USD for trainees. Rental charges of 150 USD were paid by the project to the VTC for each training session.

To enhance efficiency of budgets related to toolkit disbursement only the top 25 per cent of most dynamic trainees were provided with an income-generating toolkit at graduation. Toolkits were awarded to students that demonstrated the highest technical proficiency and were most likely to commence economic activity. The VTCs worked in partnership with UNIDO to decide on the selection.

5. 3. Inputs

Despite the lack of a specific UNIDO representative for Somaliland there is no evidence of significant delays in disbursement of funds, poor UN coordination or problems with administrative or financial authorisation from HQ in Vienna.

The project clearly benefitted from efficient management in the field by the CTA and the project team there, and a strong relationship between the CTA and the PM in Vienna. Additionally the project indicated the high technical capacity and degree of personal support of both the previous and the current PM. This was evident from interviews with UNIDO, the Ministries as well as the VTCs and beneficiaries.

Work plan schedules were adhered to and project activities moved very much on schedule. Of particular efficiency was the fielding of multi skilled experts, which meant the number of international advisors could be reduced, but their inputs were both broader and for longer. Given the short time frame between the confirmation of funds and commencement of implementation of MIPS, UNIDO provided high quality technical assistance. This was confirmed by PM, the CTA and independently by IFAD and the local counterparts.

The project has improved its efficiency by identifying opportunities for improving and adding onto existing development assistance. IFAD was supplying oxen to villagers, so the project worked in partnership with IFAD to provide improved ploughs. UNDP and UNODC were providing equipment for the prison, and UNIDO largely operationalized this through small facilities improvements and training. Finally, FAO had provided an abattoir that was in the opinion of the project being undermanaged and UNIDO then fixed electrical issues in the plant. In many ways, the project has used its entry point in Somaliland in a dynamic and responsive manner.

The project document indicated that ministries would provide in-kind support by providing office space. To date, however, the GOS has not provided facilities for the project. Additionally, it was difficult to get active involvement of government and other local institutions, as it was widely reported they require incentives to attend. There is an overwhelming amount of foreign aid coming into the country and local agencies seem to expect their in-kind contributions.

The majority of beneficiaries surveyed by the evaluation team indicated that the toolkits provided were of good quality. Of the 114 beneficiaries that reported they had received a tool kit

(in one of the areas of training) 80 per cent reported the toolkits received were of good quality and the remaining 20 per cent indicated the toolkits were of medium quality. Not one respondent reported that the toolkit was of poor quality.

5. 4. Procurement

With respect to procurement, basic equipment for training was provided early in the project. In the first month of the project, professional toolkits for the VTCs, as well as basic toolkits for training courses were provided. The VTCs reported that all equipment had been procured on time. It was evident that under any further extensions of the project, VTCs were anticipating delivery of more substantial equipment.

There were some minor reported local issues regarding procurement of basic raw materials. Both VTCs and their trainers reported there were sometimes insufficient amounts of raw materials for training. They reported this made it difficult to achieve the objectives of the UNIDO training. AYODA reported that for most international and national agencies there were sometimes delays with respect to procurement, which made planning difficult.

Local suppliers to MIPS indicated that many NGOs are now procuring directly from Nairobi and this is not good for LER. Decentralised procurement for a quick impact project (QIP) is essential and local suppliers were used, to encourage LER. The project also indicated that an international full time procurement officer in Nairobi could also assist international procurement.

At the time of the evaluation mission, the project was procuring a lot of equipment through Ominco Trading LLC¹² with its offices stationed nearby in Somalia, the United Arab Emirates, Kenya, Ethiopia, and Eritrea. UNIDO Vienna procurement was reportedly too slow for the project and an added advantage of using local procurement was that it could support LER by engaging the local economy. The project management reported that decentralised procurement had many advantages.

¹² A supplier also used by IFAD, UNHCR and UNHabitat.

6. Effectiveness

In terms of effectiveness or achievement of results, field data was collected from the VTC trainers and the beneficiaries. This was used to supplement extensive data collected by both the project itself and extensive secondary sources. Quantitative survey data were triangulated with information obtained through focussed group discussions and client interviews. The main points of analysis were the beneficiary selection and results of the training, and whether MIPS had generated employment opportunities and income (See Logframe Annex 2 and Table 2 below). It was generally apparent through interviews with project staff and the Ministries that the CTA was a strong driving force behind much of the production of the project's outputs.

6. 1. MIPS

A major long-term recommendation that came out of the pastoralists situation assessment by Roy Carr-Hill and David Ondijo, was that in order to engage non-school going youth into gainful production activities, there should be skills training through vocational training centres and apprenticeships. It was concluded this would help in diversifying livelihood activities to complement pastoral production.

Although very much in its pilot phase the MIPS management indicated that the aim of the project was the development of vocational skills training centres through equipment transfers and Training of Trainers (ToT). The training of marginalized groups was reported as central to the project and MIPS intervened in several ways. It conducted a ToT programme to build local capacity and implemented a series of market-oriented trainings for beneficiaries. The project upgraded technical vocational education centres and provided income-generating toolkits to the more entrepreneurial training graduates. As well as facilities upgrading, a focus of the project was skills deepening through longer and more technical courses than those that were provided by many non-governmental agencies. Beneficiaries tended to come from small workshops and/or were existing entrepreneurs.

Initially MIPS made small targeted investments in rehabilitating a number of training halls in Boroma and Hargeisa. Under the project, construction and/or rehabilitation works were conducted to upgrade training delivery space for courses like welding, woodworking,

construction, mechanics, and masonry. Nine training halls were constructed or rehabilitated and a reported USD 281,000 was spent on training equipment, toolkits, and project assets.

6. 2. Beneficiary selection

There were multiple categories of beneficiaries in the MIPS Project all with a clear rural development focus. Broadly, the focus was on youth and women from IDP groups and young entrepreneurs living in communities with high incidence of IDPs. More specifically beneficiaries covered the following categories, (See Table 3 for a more detailed breakdown of numbers trained):

- a) The primary beneficiaries of the agro-machinery element of the project which included 46 direct male beneficiaries of the *nuba hoe* trained in the Maroodi-Jeex Region.
- b) Beneficiaries within the non-food processing element who were in the majority women. These included 40 trainees in the MANDEEQ Abattoir in Hargeisa and 25 from the NAFAQO Abattoir in Borama
- c) With respect to food-processing 30 women trained at HAVAYOCO, Hargeisa.
- d) Beneficiaries within the basic artisans' sector included male and female beneficiaries who received training in welding and metalwork, masonry, form carpentry, woodwork, sewing and tailoring, tie dye and batik, electrical installations, mechanics and commercial painting. This included also 20 inmates from Mandhera prison who received training in woodwork.
- e) Secondary beneficiaries consisted of existing and new trainers working in local training centres, especially those selected for the ToT component.
- f) With a view to sustainability of the project and technology and skills transfer, other beneficiaries of the project were the institutions of HAVAYOCO, Sooyaal and Mandhera.
- g) The final group of beneficiaries were indirect beneficiaries including the total population in intervention communities who saw how value could be added to basic production and who in some cases received training from beneficiaries and used the toolkits.

With respect to the initial selection of beneficiaries' sites, the VTCs in Hargeisa and Borama reported that selection was based initially upon an equal geographic distribution of districts. This was confirmed by IFAD who reported the UNIDO project was equally distributed over two provinces and two clans.

With respect to training requirements, needs assessments were based upon demand for training in particular skills and selection was not focussed on the poorest of the poor, but rather

on existing small scale entrepreneurs who needed their existing skills upgraded. This was undertaken to enhance sustainability.

Training sampling was reported as a thorough process including questionnaires focussed on the candidates' original and current geographic location, their gender, clan, household details, education and work experience. Questionnaires also included a range of socio economic indicators of wealth including ownership of computers, vehicles, livestock and land. Practical and theoretical tests were taken by prospective candidates to ensure they met the basic skills requirements for training. Selection was undertaken primarily by the VTCs, but UNIDO provided oversight and verification through a selection panel with the trainers.

Table 2: Independent evaluations measurement of achievements against the Logical Framework

Results	Means of Verification/Project Activity	Progress
Objective		
To promote integration and reduce conflict by fostering economic recovery and increasing resilience in the presence of droughts among marginalized groups	Income Generation and reintegration	Progress can only be assumed. Cannot be measured
Outcomes		
Increased productive skills and employment among vulnerable groups		Project M&E indicated 80% of sample reported more productive hours engaged in the formal economy
Increased economic opportunities within communities through the development of viable cottage industries	Internal Monitoring establishes that on average employment opportunities and income streams have been strengthened	Progress can only be assumed. Cannot be measured 80 per cent of project sampled beneficiaries have had increased the number of productive hours engaged with in the formal market economy. For trainees income levels have risen by over 40 per cent for those receiving toolkits and approximately 28 per cent for those that received just training only Independent Evaluation finds incomes reportedly increased between 25-50 per cent
Outputs		
Optimal training framework is defined and viable cottage industries are identified	Appropriate Training Institutions identified Gender specific training and MSMEs identified	TVET and NVQs.HAVAYOCO, Sooyaal, Mandhera Prison and AYODA identified for training Training in Welding and Metalwork, Masonry, Form Carpentry, Woodwork, Sewing and Tailoring, Tie Dye and Batik, Food Processing, Animal Traction, Skins and Hides, Electrical Installations, Mechanics, Commercial Painting
Training and technology transfers are delivered in order to equip training facilities, increase employment and develop agro-industries	ToT workshops Advanced Technical Vocational Training	Number Trained 666. 512 Males &:154 Females 9 training halls upgraded and Trainers Identified \$281,000 spent on training equipment, toolkits, and project assets
Marketing strategies adopted by producer groups	Promotion and determination of time sharing and financing schemes	Not determined
Main Activity Clusters		
Conduct rapid appraisals and training needs assessments to determine viable cottage agro-industries and training requirements		Beneficiary surveys, skills requirements and selection completed in partnership with IFAD
Develop training curricula, rehabilitate existing training facilities and conduct productive skills training courses for beneficiary groups	Establishment of Training workshops Dissemination of Technical Information	305 Toolkits distributed 9 Training Halls have been constructed or rehabilitated
Conduct appropriate technology transfers for the development of viable cottage agro-industries conducted by benefited groups	Distribution of Basic toolkits	\$281,000 spent on training equipment, toolkits, and project assets 305 Toolkits have been distributed
Determine and promote appropriate producer organization schemes that enable beneficiaries to adopt new technology and access local markets.		Relationships developed with MANDEEQ, and NFAQO and Tannery. Limited indication of market studies. Project worked with project stakeholders to expand the use of UNIDO procured training. Beneficiaries share toolkits Micro financing schemes not found

Table 3: Technical and Livelihoods Training Reporting Table (No. of Trainees)

Training Centre	Welding and Metalwork		Masonry		Form Carpentry		Woodwork		Sewing and Tailoring		Tie Dye and Batik		Food Processing		Nuba Hoe		Skins and Hides		Electrical Installations		Mechanics		Commercial Painting		Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
HAVOYOVO (HGA)	41	0	59	0	-	-	36	0	9	29	-	-	0	30	-	-	-	-	10	0	-	-	-	-	214
SOOYAAL (HGA)	-	-	10	0	28	0	-	-	0	39	0	75	-	-	-	-	-	-	-	-	40	0	-	-	192
MANDEEQ Abattoir (HGA)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	20	20	-	-	-	-	-	-	40
Nuba Hoe (Maroodi-Jeex Region)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	44	2	-	-	-	-	-	-	-	-	46
HAVOYOCO (BOR)	-	-	40	0	-	-	20	0	-	-	-	-	-	-	-	-	-	-	11	0	-	-	-	-	71
AYODO (BOR)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	10	0	10
NAFAQO Abattoir (BOR)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	20	5	-	-	-	-	-	-	25
Nuba Hoe (Awdal Region)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	44	4	-	-	-	-	-	-	-	-	48
Mandhera (MAN)	-	-	-	-	-	-	20	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	20
Total	41	0	109	0	28	0	76	0	9	68	0	75	0	30	88	6	40	25	21	0	40	0	10	0	666

HGA = Hargeisa

BOR = Boroma

MAN = Mandhere

6. 3. Technical training

For the majority of courses training was for a period of 42 days and there were as many as three training cycles per year. Due to the less complex nature of the training, some disciplines were trained for a shorter period. Table 4 below indicates the number of training days.

Table 4: Number of training days by trade and sector

Training Course	Days training
Carpentry, Welding, Masonry, Tie and Dye, Mechanics, Food Processing, Electricity	42
Sewing	25
Hides and Skins	18
Nuba Hoe	10

Craft skills

FGD with electricians, carpenters and masons with HAVAYOCO Borama revealed the beneficiaries perceptions that the training had empowered them. Many had received basic training from UNHCR before as they had been agro pastoralists but had lost their livestock and livelihood due to the drought. UNIDO had now upgraded their training and they reported an increase in income and more work. They also indicated that even if many more people received training this would not likely saturate the market, as infrastructure development needs in Somaliland were acute. Although not every graduate received a toolkit this was not considered a problem as beneficiaries reported they shared them. During the FGDs with beneficiaries, it was evident, however, that they believed everyone should get a toolkit.

Tie and dye and Tailoring

All female beneficiaries of food processing, tie and dye, and sewing received a toolkit. These included essential basic elements such as cloth and silk and colorants for tie and dye or sewing machines scissors and tape measures for the tailoring beneficiaries. With tailoring, the idea was to train in the production of clothes that were not competing with imports but to make local styles clothes that could ultimately be exported. From FGDs the female beneficiaries reported the need for initial investment after graduating from the training to support their livelihoods.

Hides and Skins

To build the technical capacity of local skimmers, MIPS assessed raw materials and skins/hides production in the regions and developed the technical specifications for equipment and toolkits. It was evident from FGD with female beneficiaries of the hides and skins component that they felt considerably empowered by their training. Beneficiaries of this component reported their extreme satisfaction both with the training they had received and with the butchering knives that they had been provided with. They indicated they could now work more quickly and produce

improved quality skins that fetched a higher market price. With respect to any need for replacements of the high quality knives imported from Germany, beneficiaries stated they would find a way to replace them as they considered themselves trained professionals and high quality knives were essential. For each beneficiary of a knife set the trainees trained about seven other people and they reported they generally shared the tools in the local community.

While female beneficiaries in the extremely remote villages of Baqi and Ruki still indicated the drought was the greatest mitigating factor to their income they estimated they were now earning about 25 per cent more for their produce. The village headman of Ruki also reported improved sanitary meat handling practices and how beneficiaries had learned that animal skins actually had value. He requested the training be extended to other communities and the construction of a small local slaughterhouse centre.

The increase in income was also confirmed by the skinners who were contracted by farmers to skin animals in the Hargeisa slaughterhouse. The women were paid on a piece rate per animal skin. The women reported about a 25 per cent increase or 500 shillings per skin. Their employer, Nafoqo also reported improved levels of hygiene and improved quality of skins. The development of the value chain was reported by the Berbera Tannery to include the export sales of skins internationally, though the tannery requested that UNIDO assist with treatment of effluent through chrome recovery.

FGDs with trainers in skinning in Borama also revealed their very high level of satisfaction with the training. They indicated it was the highest level of training they had yet received. They reported they had formed a collective and were using the local slaughterhouse provided by FAO where they were slaughtering about 180 sheep and goats and 40 large animals per day.

Nuba Hoe

With respect to the *nuba hoe*, beneficiaries universally stated that production had increased significantly, with figures ranging from 50 to 100 per cent improvement. One beneficiary stated that what had previously taken five days could now be done in two. While he would still take about five days to plough the same area he reported it was now possible to rest his oxen which was better for the animals health in the long term. Beneficiaries stated the *nuba hoe* was excellent for weeding and seeding and very good for softer soils types. It was reported by UNIDO that the *nuba hoe* is also more environment friendly as they reduce soil erosion by only disturbing the top soil sufficiently for seed planting.

As suggested by MIPs and IFAD it was anticipated that ultimately the *nuba hoe* could be completely contracted out locally. Beneficiaries did, however, state one drawback to the *nuba hoe*: they all indicated it was heavy and a little unwieldy and that if all five blades were used two large oxen were required to pull the plough.

Prisoner training

The Chief of Custodial Corps reported high satisfaction with the project and indicated UNIDO was the first organisation to work so directly with the prisoners. Priority for training was given to

prisoners with short-term sentences and 42 days training was provided in carpentry to 18 prisoners. All reported they expected the training provided would lead to work on their release.

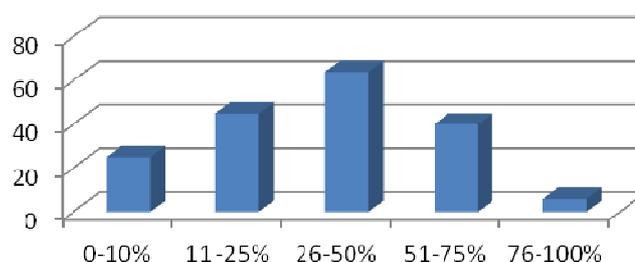
The Somaliland Correctional Services felt the MIPS project was highly effective. They reported their belief that 90 per cent of criminal activities were a result of a lack of skills and ability to generate income. They also believed that at least 60 per cent of inmates would not reoffend directly because of the training they had received. Two inmates had been released and were now continuing their training with HAVAYOCO. The prison services had an existing reintegration programme, established in 2005 but it had not functioned until the partnership with UNIDO due to a lack of trainers and equipment.

The Somaliland Correctional Services endorsed the cost effectiveness of the MIPS as it was providing training and the outputs of the training were saleable goods. UNIDO had also operationalized a large donation of carpentry equipment from UNDP by repairing the generator, providing storage space and shelving and provided training in the use of the equipment.

6. 4. Income generation

The anticipated outcomes of the MIPS project were an increase in productive skills and employment and increased economic opportunities. Beneficiaries had high expectations of the training with 80 per cent of questionnaire responses indicating expectations that the training provided would lead to work. The diversity of training and training sites is represented in Table 3 (previously). The table is disaggregated by Training Field, Training Centre, Gender, and Location.

Figure 3: Increased income following training (by total number of responses)



MIPS own M&E indicated that about 80 percent of project sampled beneficiaries had increased their number of productive hours in the formal market economy and that income levels were reported to have risen by over 40 percent for those that had received toolkits.

FGDs during the independent final evaluation confirmed these figures with reports that about 26 to 50 per cent additional income is being generated across every training sector. Ninety-four per

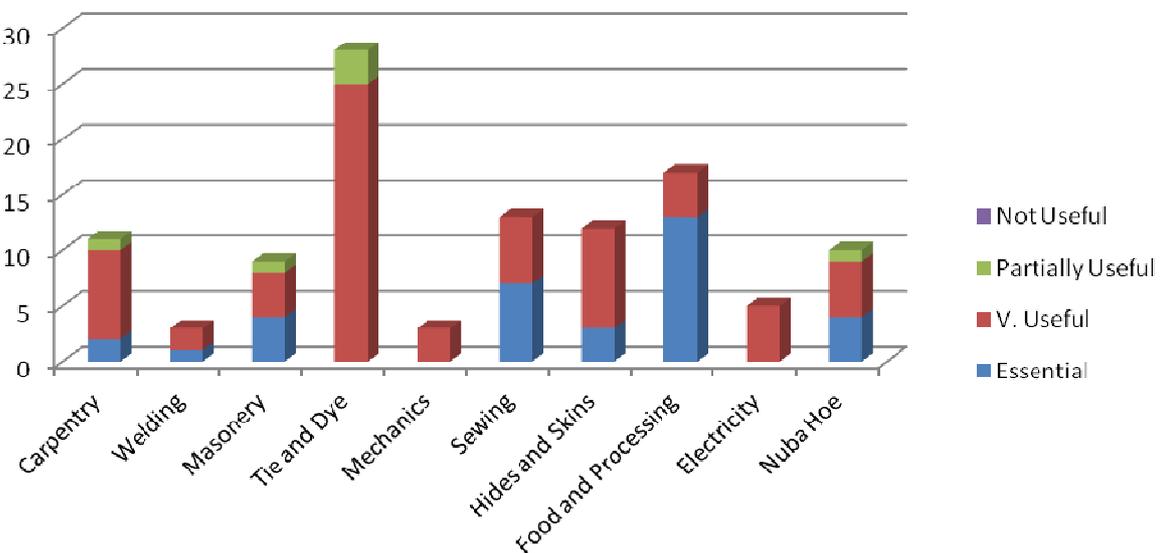
cent of all respondents reported their income had actually increased because of the course with just under thirty six per cent of the sample reporting an increase of income between 26—50 per cent (See Figure 4).

During FGD, respondents almost all stated they would like further training either at an advanced level to help them sell their produce or to generate a better income in their trade.

6. 5. Toolkits

Concerning the distribution of toolkits, the vast majority of beneficiaries across every training sector indicated the toolkits were either essential or very useful in their current occupation. (See Figure 4 below). Of the 180 beneficiaries selected during the final evaluation, the majority, or 114 reported they had receives a toolkit. Aggregated across gender and training, 95 per cent of recipients indicated the tools provided were either essential or very useful. Of all the toolkits provided, the greatest satisfaction came from female beneficiaries of food processing training, with 76 per cent indicating the tools were essential. Not one respondent from any training discipline indicated the toolkits were not useful.

Figure 4: Reported usefulness of toolkits to current occupation (by number of responses)



6. 6. Institutional strengthening of the selected VTCs

Trainers are currently selected from the private sector and first phase of rehabilitation of the VTCs is complete. Twelve new trainers were recruited under the MIPS and they receive about USD 12 per day as an incentive. UNIDO has now extended VTC facilities and upgraded the skills training. It was reported by management of the VTCs that they would need continued foreign aid unless they could move to more extensive production. It was suggested that there be further focus on the export market by developing a higher quality of products by a smaller number of beneficiaries. This was particularly true for the hides and skins element of the project.

Havayoco Borama reported that it was already selling products in order to get new training materials. In terms of the UNIDO contribution the VTC reported it had been in technical upgrading of the facilities and training. For example, the VTC reported it could not do joinery for carpentry before the UNIDO project. The VTCs were working in partnership with multiple agencies. HAVAYOCO, for example was working with UNHCR, UNIDO, Save the Children and the USADF. Havayoco Borama facilities were originally largely constructed by UNHCR with the provision of basic equipment.

6. 7. Marketing strategies and producer groups

With respect to the project document, inputs were the same but there was some deviance with respect to outputs. In some cases, it was reported the project is deviating significantly from the project document but not the intention. Linking to producers organisations was not a specific focus of the project. The MIPS management indicated that the determination of producer marketing strategies was unclear in the project document. Activities under Output 3 were to determine and promote appropriate producer organizational structures that enable beneficiaries, especially vulnerable groups, to access markets and input providers and determine and promote time-sharing and financing schemes. These activities were not clearly defined according to MIPS management. Producer groups do not really exist yet in Somaliland so the project is necessarily collaborating with people who have a long-term presence in the marketplace.

Universities do not focus on vocational training and some technical training units have not been used because of their low level of capacity. The project does not work with traders, but with private sector value adding activities. It was reported by the CTA that small light industries will

be created under the next phase but could present a problem with managing conflict when one group is selected over another for UNIDO support.

One of the potential marketing strategies suggested by project document was to rent a permanent marketing outlet. The idea of having an outlet shop was to create links with intermediate traders, craft shop owners and hotels who might be potential buyers of products. Plans for renting a permanent marketing outlet had not been completed by the end of the first year of MIPS though this is reported to be a priority for the future phase.

6. 8. Government participation

While it was evident from interviews that MIPS was working with decentralised government agencies and departments, particularly for example in Borama, there was little evidence of full government involvement in MIPS. This was evident from review of the project documents and confirmed during interviews with multiple ministries and UNIDO. This could negatively affect the project in the longer run. It is important to note, however that relationships between agencies and the Government can be complex. It was reported that the mandate and ownership of particular projects was often an internal debate among Ministries.

There were direct requests particularly from the MOLSA and MoCIT for much greater participation in the project, particularly with regard to selection of beneficiaries, and monitoring follow up. The MOE indicated that while it supported any vocational training it was important for all training to fall under a central body and that the MOE should sign off on all certificates issues by VTCs, to overcome concerns the MoE had about QC for some training initiatives. One respondent in the evaluation felt the project while positive should fall under a larger coordinating body and 'fit in the big picture more strategically' to allow lessons learned, upscaling and replication. The respondent DG stated "UNIDO one of the best when it comes to groundwork but what will it leave behind?"

6. 9. Use of the Media

The project has also received positive full-page press coverage in the main national newspapers. MIPS is using the media, especially SNLTV for reporting during graduation ceremonies. It was evident from discussions with the media, however, that radio was being underutilised as overall 35 per cent of households confirmed ownership of radios in separate studies undertaken in Somaliland. Radio Hargeisa, for example reported it knew nothing about the project.

7. Impact and sustainability

With respect to impact and sustainability, the final evaluation considered both the direct training of beneficiaries and the capacity building of the institutional partners selected under MIPS. Regarding the sustainability of the project, two aspects can be considered. The first relates to the sustainability for the individual and the second to the institutional methodology and approach. From discussions with the beneficiaries and partners in MIPS, it appears the project has realised sustainability for direct beneficiaries with the provision of life skills for the individual, an increased professionalism and personal empowerment. For the second aspect, that of institutional capacity, the investment in upgrading of training centres and the ToT has also certainly increased educational capacities. However, long term sustainability of the VTCs cannot be assured.

In a short time frame the project has contributed to basic LER. Beneficiaries were reporting increased hours of productive work and increased incomes as a result of the training and the provision of toolkits. They also reported that skills training they had received would help them integrate better into society. This was confirmed by discussions with several ministries in Somaliland that confirmed that productive income transcended clan boundaries. Although relatively small numbers of beneficiaries have been trained, they were trained to a high level. The MoL summarised the project as “small compared to our need but with a big impact” The ministry also emphasised the behaviour changes evident amongst the beneficiaries, especially with respect to enhanced professionalism. It was reported by the MoE that UNIDO was working in an innovative way with the private sector and local partners.

While the project specific impact is high, sustainability is not possible after only one year. Many of the training activities could not continue without UNIDO, though the VTCs could continue training, albeit at a lower level, and the entrepreneurs who were trained could continue to utilise their new skills. MIPS reported that if it were to leave the country tomorrow it has provided life skills and a methodology of focussing on quality and not quantity that will remain.

7. 1. Development of the VTCs

The combination of training, the construction of buildings and the provision of training equipment to the VTCs was all intended to improve the projects sustainability. The methodology of providing equipment to VTCs so that trainers can implement their training and pass on their knowledge mirrors that of the approach used for the beneficiaries. The most dynamic trainees were also provided equipment with which they could put their training into permanent practice.

Both MIPS and the VTCs themselves articulate that light production is a sustainable way for the VTCs to generate income, especially in the absence of private and public investments in Somaliland. To become a full-fledged production centre, however, the VTCs would need to compete in the marketplace and this could fundamentally alter their role. Equipment provided to the VTCs within the first phase of the project, was intended for the purpose of basic training and would not be sufficient if they decided to go into full production in a competitive marketplace.

7. 2. Vocational skills training

Regarding the training provided by the MIPS the project has had a significant direct impact. Focussed group discussions, interviews with VTCs and quantitative data all confirmed this. Nearly all the persons trained reported that they are generating in between 25 to 50 per cent greater income. The project has provided income generation activities in the short term and life skills for the medium to long term. These benefits are likely to be sustainable as beneficiaries were now earning increased income from basic skills, independently of further support from both UNIDO and the VTCs.

The MoL reported that the impact of the hides and skins component is at the initial level but that the skills training impact is already realised. The MoL reported there is no need for local abattoirs as there are no collectives, only trained individuals. The MoL indicated the sector which could really impact the project were tanneries, demanding higher quality skins; but none yet existed in Borama.

Currently while the UNIDO courses were of the highest standard they were still focused on the most elemental types of training. It was reported, for example, by the MoE in Borama and AYODA that there were enough trainees in basic skills such as masonry and carpentry already, The MoE saw the UNIDO supported training development as part of a progressive and ongoing process. UNIDO, for example had expanded the VTC facilities already provided by UNHCR and upgraded training already being provided by such organisations as UNHCR, Save the Children and Oxfam. While basic training has been provided, higher levels of training for technical professionals would assist deeper LER and this is being considered by the next phase of the MIPS.

7. 3. Environmental impact

It is difficult to assess the environmental impact of the project as this was not considered in the project document or the LogFrame. The project cannot be assessed as having a positive environmental impact principally because the hides component had a potentially negative environmental impact. While the ultimate processing of animal skins in tanneries was outside the scope of the MIPS it was obvious that for value chain addition to operate in this sector, skins would be processed using chemicals. In the fragile state of Somaliland's economy, it was also likely this would not be done in the most environmentally sensitive manner. MIPS has identified this issue, however, and intends to focus on resolving the problem in the following phase.

With respect to the *nuba hoe* it was reported they were environmentally friendly as they only disturbed the top soil sufficiently for seed planting, consequently reducing soil erosion. Environmental impacts of deforestation were not reported as an issue as the majority of wood was being imported by the projects suppliers.

7. 4. Social impact

The direct impact of this output is also difficult to define predominately due to the LogFrame and the fact that social impact is notoriously difficult to measure. Additionally it was not defined whether an increase in employment opportunities meant actual jobs in the formal sector or an increased capacity for self-employment.

The indirect social impact of technical training was reported to be significant. As well as improving technical skills for life and providing immediate income generation opportunities beneficiaries were undertaking more productive activities and this was evidently improving self-esteem and empowering beneficiaries as indicated by numerous FGDs especially with the female beneficiaries of skins and hides. Coupled with the indications from the government and other international agencies that business is paramount over clan divisions it is suggested that the project has indeed supported reintegration for lesser-skilled returnee IDPs and ex-prisoners from Mandhera.

While not required or specified in the project document, MIPS has responded to small scale social need in Somaliland. It has done this through the provision of bed sheets for hospitals, small donations of utensils to orphanages, laboratory coats for the universities, garbage cans, prison uniforms, school water towers and squat toilet plates. These were all outputs of early training and an examination of potential producer groups.

8. Conclusions and findings

8. 1. Project Management and Coordination

Selection of beneficiaries of training was well developed within the project. The VTCs and regional government authorities were fully involved in beneficiary selection, training and follow up. However, there was no indication in the project document or evidence from the field of any national partners jointly participating in the overall management of the project. This is assessed as a risk to the project especially in the longer term.

Due to the short duration of the project there was a reported need to continue to empower national staff. In addition, the CTA was operating as an unofficial UNIDO representative in Somaliland, and he was also actively seeking extensions of funding and UN partnership opportunities. More formal support from the UNIDO Regional Office in Nairobi was highlighted as a need, particularly as other UN agencies were operating from the same location.

8. 2. Relevance

The project is assessed as relevant on several levels pertaining to the local priorities and needs, beneficiaries' needs as well as UNIDO's mandate. Moreover, there is good scope for further extensions, as

UNIDO is encouraging its trainees to establish small scale and micro enterprises to take advantage of improved income derived from better quality and market opportunities. The project has, for example, provided training on food processing technologies that can both add value and avoid waste in addition to improving the food security of rural livelihoods. Evidently, the project was particularly relevant to the priorities of the GOSL, the thematic intervention priorities of UNIDO and particularly relevant to the beneficiaries at both the institutional and individual level. Due to its industrial development mandate, UNIDO was well positioned to engage with non-governmental and private sector organisations, as well as crisis-affected communities, to ensure that humanitarian resources were used to help stimulate the local economy.

8. 3. Efficiency

The project was assessed as efficient mainly because of the number of cost effective trainings that have been provided over the limited period of the project, as well as use of local suppliers in procurement. However, delays in procurement of raw materials supplied as discussed in Chapter 5 were reported to have a minor impact on the training schedule.

8. 4. Effectiveness

Due to the Logframe's design shortcomings, it is difficult to quantify whether the anticipated outcomes and outputs of MIPS were achieved. It is apparent the CTA was a strong driving force behind much of the effectiveness of the projects outputs.

The capacity of the VTCs to transfer needed crafts skills at a higher quality has been enhanced and VTCs now operate at a higher professional capacity. Basic machinery has been installed in the VTCs and at Mandhera prison, technical training has been provided to selected beneficiaries and the equipment is already in use. Additionally trainers have received detailed and expert training from international advisors.

Practical vocational skills have been identified, technical training courses have been provided for 512 males and 154 males, and 305 toolkits have been handed over to beneficiaries to facilitate micro-business start-ups. The efficiency of the training provided was enhanced through the selection methodology. During the selection process, the project attempted to focus its training on those who had previous and relevant experience either as existing entrepreneurs or those who had received basic training already. This resulted in more motivated and committed trainees.

In terms of advocacy, good use has been made of local print media for promoting the project, though local radio channels were underutilised despite being the most pervasive medium used among the country's population.

8. 5. Sustainability and Impact

Institutional sustainability remains a potential issue. Despite an increase in technical capacity provided by the project, to become financially sustainable VTCs will need to operate more as private sector institutes, especially in the light of a lack of available public funds. It was reported that VTCs could move toward the production of saleable light fabrication and high quality finished products as part of their training mandate. Under the first phase of MIPS there were no

business plans created for the VTCs and increasing institutional sustainability is envisaged by the project management as a focus for the second phase of the project.

With regards to national ownership, it was evident from discussion with ministries that they wished to be further involved in the management of project activities and requested the establishment of a functioning PSC to strengthen the role of the government. It is concluded that this would encourage sustainability and help to institutionalise vocational training initiatives as government policy.

9. Recommendations and lessons learned

Per the requirements of the terms of references, recommendations and lessons learned should focus on UNIDO's cooperation with Somaliland particularly in the context of the agreed follow-up project phase. Recommendations and lessons learned also consider the approach for a wider thematic evaluation of UNIDO's Japanese-funded post-crisis projects and take full account of previous thematic UNIDO evaluations.

9. 1. Recommendations

Project identification and formulation

- Risk analysis and conflict sensitivity should be conducted in the next phase of MIPs. Despite the post conflict nature of the environment of the IDPs there was no evidence of Peace and Conflict Assessments or conflict sensitivity analyses in the formulation of the Project Document. This is also in line with recommendations made by the UNIDO Evaluation Group's evaluation report entitled *UNIDO Post-crisis projects* (pp.49).
- UNIDO should determine appropriate local partners with a stronger management role for the project, especially in the second phase, which is moving beyond the 'pilot phase'.
- PTC/AGR should cooperate with the Environment Branch in the next phase of the project in order to support Somaliland's capacity in the treatment of tannery effluents, including in the recovery of chromium.

Coordination and Management

- The Regional Office in Nairobi should have a central role in supporting UNIDO's operations in Somalia, as is the case with other UN agencies. This could include decentralised procurement. Nairobi is where the majority of UN agencies and heads of agencies are already headquartered.
- UNIDO should further develop its national livelihood coordination activities in partnership with the UN Humanitarian Team in Somaliland. Further integration with UN agencies, local authorities and other potential partners, specifically those working in the livelihoods and vocational education sectors should be strengthened. This would help generate further awareness of MIPS and its methodologies within the sector.
- A Project Steering Committee should be created to assist coordination and strengthen Line Ministries' involvement and input.

Efficiency

- UNIDO should consider ways of devolving more procurement authority to the field where the bulk of immediate funding, tasking and procurement decisions are made.

Effectiveness

- The project should place greater emphasis on the training of women who should constitute 50 per cent of the targeted beneficiaries.
- Longer-term market opportunities can be assisted by the rental of a permanent marketing outlet. It is recommended this be implemented as a matter of priority during the agreed next phase of MIPS.
- In addition to the project's use of print media for advocacy purposes, promotional efforts should also use radio programmes, as these are more accessible for the local population.
- Any future project phase should to be instituted as part of a national vocational training programme or as part of a national livelihoods programme with a minimum three-year timeframe.

Sustainability

- The role of the Government should be clearly articulated in the next phase of the project.
- VTC Business Plans should be developed. This would enable the VTCs to consider commercial services and production to support sustainable training in absence of public sector funding. Additional equipment and TA needs should be identified.

9. 2. Lessons learned

- In a complex development context like Somalia's, UNIDO's approach of focussing on value chains and equitable development across provinces and clans can lead to conflict reduction as trading has the potential to transcend clan and spatial divisions.
- Smaller scale traditional inputs (such as the *nuba hoe*) that represent a small step forward in use of technology are the preferred option in long-term conflict contexts like Somaliland.
- The project's emphasis on local (decentralised) procurement of goods in Somalia constitutes a best practice for UN programmes in crisis contexts, as the approach is more relevant (supporting local enterprises), efficient (faster than international procurement) and effective (supporting local economic recovery through a greater engagement of aid resources with the local economy).

9. 3. Recommendations for the thematic evaluation

Part of the purpose of the MIPS evaluation is to feed into and help shape the approach for a wider thematic evaluation of multiple projects funded by the GOJ. The intention is to help UNIDO shape its overall strategy in post-crisis settings, and to further identify UNIDO's specific role and added value in supporting crisis-affected countries making the transition through rehabilitation, reconstruction and development.

Based specifically on the findings of the MIPS evaluation it is recommended the thematic assessment pays due consideration to the following factors. These factors relate particularly to initial project preparation and implementation methodologies.

- Utilisation of funds relevant to post crisis approaches and how UNIDO is working in the area of its comparative advantage. For example, whether short durations of funding arrangement make it feasible to implement projects that focus on productive development.
- The consideration of conflict sensitivity and 'do no harm' approaches during project preparation.
- A consideration of existing institutional relationships and implementation experience in project preparation to enhance longer-term project deliverables.

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ANNEX – A: Project Evaluation Terms of Reference

“Integration and progress through skills and employment for displaced groups in Somalia”

TF/SOM/11/001

Budget: \$1,200,000

Period covered: March 2011 – June 2012

1. Introduction

This evaluation TOR is part of (and an annex to) a wider thematic evaluation of UNIDO’s Japanese funded post-crisis interventions in 7 countries¹³, launched in 2011 with a total budget of \$9.8 million. The evaluation was mandated by the decision of the Programme Approval and Monitoring Committee (AMC) meeting on 15 December 2010. What follows is the specific TOR for the project in Somaliland with a budget of \$1.2 million.

The evaluation is to be conducted during the final weeks of project implementation, in May/June 2012.

2. Project background and context

The long-term conflict situation together with repeated experience with drought has led to the displacement of an estimated 1.4 million people from the south and centre of Somalia to the northern regions, including Somaliland. The situation has led to tensions with host communities in the north and repeated evictions and displacements in recent decades.

The project was designed to enhance community resilience, recovery and peace building efforts in three northern regions of Somaliland through skills training, employment generation and the development of cottage industries with special focus on IDPs, their host communities and women and youth. The project was initially designed for a one year period, and extended to June 2012, and was implemented in cooperation with IFAD.

Details of the project results are given in the LogFrame attached under Annex 2 below.

¹³ The original list of countries was: DR Congo; Eritrea; Kenya; Liberia; Sierra Leone; Somalia; & Sudan. Later, Afghanistan was also added.

A follow-up project entitled “*Strengthening economic revitalization through income-generation and employment-creation in Somaliland*” was launched in March 2012 with a budget of \$1.5 million (gross).

3. Rationale and purpose

The AMC decision of 15 December 2010 mandated the Evaluation Group of UNIDO to conduct an evaluation of projects in 7 countries receiving Japanese TF contributions for post-crisis interventions.

The main objective of the thematic evaluation is to contribute to UNIDO’s institutional learning in short-term, post-crisis interventions, and is expected to contribute to:

- a. Learning lessons in Somalia/Somaliland with a forward looking approach that can feed into future UNIDO cooperation with the local and central Government as well as the project’s next phase; and
- b. Feeding into the wider thematic evaluation that seeks lessons and recommendations on UNIDO’s post-crisis interventions.

The evaluation exercise will therefore help UNIDO shape its overall strategy in post-crisis settings, and to further identify UNIDO’s specific role and added value in supporting crisis-affected countries make the transition from humanitarian assistance to early recovery, reconstruction, and sustainable development.

The report will therefore be of interest to concerned UNIDO staff at HQ and the field, as well as UNIDO’s Somali and Japanese counterparts.

In order to meet tight deadlines before the project’s formal closure, the evaluation must be launched as the earliest opportunity in May and completed by 30 June 2012.

The stakeholders will be consulted in Vienna and in the field as part of the evaluation exercise, and their comments and feedback will be sought as part of the report finalization process.

The evaluation will take full account of an earlier thematic evaluation of UNIDO’s post-crisis interventions completed in 2010.

Due to security requirements for UN personnel in Somalia, the evaluation must include a briefing session by the UN Security Coordinator in Nairobi prior to travel to Somaliland, and will also include a visit to UNDSS security briefings in Hargeisa.

The evaluation team will also visit IFAD’s offices for consultations.

4. Scope and focus

The evaluation will be carried out in keeping with agreed evaluation standards and requirements. More specifically it will fully respect the principles laid down in the “UN Norms and Standards for Evaluation” and Evaluation Policies of UNIDO.¹⁴

The evaluation will attempt to determine as systematically and objectively as possible the relevance, efficiency, achievements (outputs, prospects for achieving expected outcomes and

¹⁴ All documents available from the websites of the UN Evaluation Group: <http://www.uneval.org/>

impact) and sustainability of the project. To this end, the evaluation will assess the achievements of the project against its key objectives, as set out in the project document and the inception report, including re-examination of the relevance of the objectives and of the design. It will also identify factors that have facilitated or impeded the achievement of the objectives.

The evaluation will be carried out through analyses of various sources of information, including desk analysis, survey data, and interviews with counterparts, beneficiaries, partner agencies, donor representatives, programme managers and through the cross-validation of data.

The evaluation team will consist of a national consultant and an international evaluator working under the guidance of the UNIDO evaluation manager in EVA/ODG.

The consultants will be expected to visit the project sites and to conduct interviews with various stakeholders in the field before the end of June 2012. Some of the key project sites to visit are based in the Awdal and Woqooyi regions of Somaliland.

The evaluation will span the entire project process from the beginning to the present, but will be limited in focus to major project activities and results given the time constraints. The evaluation will cover all specific geographic areas covered by the project, and assess the entire results chain, but will focus more specifically on outputs and planned outcomes, and also the likelihood of achieving planned impacts despite the short duration of the project in a crisis context. Inter alia, this includes analysis of pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability. The evaluation will take full account of a previous thematic evaluation on UNIDO's post-crisis interventions conducted in 2009, analyse the implementation of its recommendations, and suggest any adjustments based on factual findings and emerging lessons identified.

5. Evaluation issues and key evaluation questions

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties. It will address the following issues:

Project identification and formulation

- The extent to which a participatory project identification process was applied in selecting problem areas and counterparts requiring technical cooperation support;
- Clarity and realism of the project's broader and immediate objectives, including specification of targets and identification of beneficiaries and prospects for sustainability within the context of a one-year 'crisis' framework.
- The feasibility of meeting the project's stated targets and objectives given its one-year duration.

- The extent to which lessons from earlier UNIDO projects in Somalia were taken on board in the formulation process including lessons and recommendations given on existing evaluation reports at the time;
- Relevance of the project to Somalia's crisis-to-development transition priorities and needs including in the choice of beneficiary institutions and communities;
- Relevance of the project to the needs of target beneficiaries
- Clarity and logical consistency between, inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame);
- Realism and clarity in the specification of prior obligations and prerequisites (assumptions and risks);
- Realism and clarity of external institutional relationships, and in the managerial and institutional as well as security framework for implementation and the work plan;
- Likely cost-effectiveness of the project design.

Project ownership

- The manner in which beneficiaries were selected, and the extent of participation by the national counterparts and/or target beneficiaries;
- Whether the counterparts have been appropriately involved and were participating in the identification of their critical problem areas and in the development of technical cooperation strategies and are actively supporting the implementation of the project approach
- Counterpart contributions and other inputs have been received from the Government (including at the local level) as compared to the project document work plan.

Project coordination and management

- The extent to which the national management and overall field coordination mechanisms of the project have been efficient and effective;
- An assessment of crisis context-specific measures devised and put in place by UNIDO and the project managers, and related recommendations and lessons;
- The UNIDO-based management, coordination, quality control and input delivery mechanisms have been efficient and effective;
- Monitoring and self-evaluation has been carried out effectively, based on indicators for outputs, outcomes and objectives and using that information for project steering and adaptive management;
- Changes in planning documents during implementation have been approved and documented;
- Coordination envisaged with any other development cooperation programmes in the country has been realized and benefits achieved.
- Synergy benefits can be found in relation to other UNIDO and UN activities in the country.
- The effect of and lessons from the institutional set-up on project implementation.

Efficiency of Implementation

Efficiency and adequacy of project implementation including: availability of funds as compared with budgetary inputs by both the donor and national component; the quality and timeliness of input delivery by both UNIDO (expertise, training, equipment, methodologies, etc.) and the Government as compared to the work plan(s); managerial and work efficiency; implementation difficulties; adequacy of monitoring and reporting; the extent of national support and commitment and the quality and quantity of administrative and technical support by UNIDO.

Assessment of whether the project approach represented the best use of given resources for achieving the planned objectives.

Effectiveness and Project Results

The evaluation will include a full and systematic assessment of outcomes and outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives).

This includes the relevance of the outputs produced and how the target beneficiaries use the outputs, with particular attention to gender aspects as well as capacity development plans and outcomes; as part of the outcomes, which have occurred or which are likely to happen through utilization of outputs.

The evaluation will also assess the contribution of the project to enhancing local community resilience, recovery and peace building efforts in targeted regions. Particular attention must be paid to the effectiveness of realising 'community resilience' against crises as stated in the project document, and any lessons that arise.

Attention must also be paid to assessing the effectiveness of selecting the poorest/most vulnerable members of targeted communities for skills training, as against selecting the more 'dynamic' (entrepreneurial) members.

Prospects for achieving the expected impact and sustainability:

Prospects for achieving the desired outcomes and impact and prospects for sustaining the project's results by the beneficiaries and the host institutions after the termination of the project, and identification of developmental changes (economic, environmental, social and institutional) that are likely to occur as a result of the intervention, and how far they are sustainable. This, inter alia, should include an assessment of local commitment at various levels to resource allocation for scaling up similar interventions, and an analysis of the impact of the project – and how these relate to and build on earlier UNIDO projects - in Somalia.

The likely impact that the project will have on the beneficiaries (displaced people and their host communities as well as targeted institutions) and the development of targeted value chains.

Recommendations for the next phase

Recommendations should include consideration of project sustainability, particularly with regard to the promotion of agri-business, marketing of products and the development of targeted value chains within a crisis context.

It is expected that the report's recommendations would also cover pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability in a crisis context.

Based on the above analysis the evaluation team will draw specific conclusions and make proposals for any necessary further action by the Government and/or UNIDO to safeguard a transition to sustainable development in the context of an ongoing follow-up project phase launched in March 2012, also funded by Japan.

The mission will draw attention to any lessons of general interest in post-crisis settings, and in relation to the design and orientation of the aforementioned, planned thematic evaluation.

6. Special considerations

Due to strong time constraints for this exercise, the evaluators will concentrate on the core issues of interest rather than details of activities, and will receive proactive support from the project management team (UNIDO HQ and field) and the Evaluation Group (HQ) throughout the exercise. This will ensure that all key substantive issues will be identified in a participative manner at the start of the exercise (mission to Vienna), that the project management team will provide solid logistical and administrative support for the field mission expected during the latter part of March.

The evaluators will use a mix of document reviews, interviews, field visits and any local surveys needed for verifying relevant facts. The approach will be a forward looking one with a close eye on the thematic evaluation.

7. Time schedule and deliverables/outputs

The evaluation is scheduled to be launched and completed as early as possible in May 2012, and the first draft report is to be completed by the end of June. A team of 2 consultants – one international and one national - will be recruited for the purpose (see Annex 3 for job descriptions) working under the overall supervision and guidance of the UNIDO ODG/EVA evaluation manager.

Draft Timetable (proposed start date: May 14th)

Activity	Work days (International evaluator)	Work days (National Evaluator)	Deliverable
Desk study of project documents & relevant reports on the context	2	2	Inception report - Methodology, questionnaires and mission plan completed
Design a suitable initial evaluation methodology including a detailed field assessment plan – draft inception report	1	1	
Finalise mission plan and appointments and ensure logistical support in place	1	3	
Visit Vienna for preparatory meetings	2	0	
Conduct field assessment**	14	14	Presentation on preliminary findings
Detailed analysis of assessment results and follow-up surveys	2	2	
presentation of preliminary findings in Vienna & further consultations	3	0	
Preparation of first draft evaluation report & submission for UNIDO feedback	8	8	First draft Report
Prepare second draft & submit to Evaluation Group to circulate report among stakeholders for factual verification & feedback	2	1	Second draft Report
Finalization of report upon receipt of stakeholders' feedback and final presentation in Vienna	1	0	Final draft Report
Total	36	31	

** For the international consultant, the field mission must include a mandatory stopover in Nairobi for a UN security briefing.

X. CONSULTATIONS

The mission will maintain close liaison with the representatives of other UN agencies, UNIDO and the concerned national agencies, as well as with national and international project staff. Although the mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of the Government, the donor, or UNIDO.

XI. Deliverables

All following deliverables are expected in electronic format:

1. Final evaluation report
2. Initial and final survey reports
3. Draft evaluation report
4. HQ and field presentations
5. Draft survey questionnaire(s)
6. Copies of all completed survey questionnaires
7. Inception report

The evaluation report must follow the structure given in Annex 1.

Draft reports submitted to UNIDO Evaluation Group are shared with the corresponding Programme or Project Officer(s) for initial review and consultation. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. The evaluators will take the comments into consideration in preparing the final version of the report.

One copy of all survey interview reports and a copy of all completed survey questionnaires must also be shared with UNIDO.

The evaluation will be subject to quality assessments by UNIDO Evaluation Group. These apply evaluation quality assessment criteria and are used as a tool for providing structured feedback. The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality.

ANNEX – B: Project Logical Framework

Results	Indicators	Means of verification	Assumptions & Risks
Objective			
To promote integration and reduce conflict by fostering economic recovery and increasing resilience in the presence of droughts among marginalized groups	<ul style="list-style-type: none"> • Number of conflict clashes reported in benefitted communities 	<ul style="list-style-type: none"> • UNCT security reports 	
Outcomes			
<ul style="list-style-type: none"> • Increased productive skills and employment among vulnerable groups • Increased economic opportunities within communities through the development of viable cottage industries 	<ul style="list-style-type: none"> • Number of graduates employed disaggregated by gender • Reported increase in production/sales among beneficiary groups 	<ul style="list-style-type: none"> • Mid-term and final evaluation report • Periodic surveys to trace graduates 	<ul style="list-style-type: none"> • The political stability and security situation remain stable in Somaliland • Government’s commitment towards the project remains strong
Outputs			
<ul style="list-style-type: none"> • Optimal training framework is defined and viable cottage industries are identified • Training and technology transfers are delivered in order to equip training facilities, increase employment and develop agro-industries • Marketing strategies adopted by producer groups 	<ul style="list-style-type: none"> • Number of trainees and graduates • Number of producer groups in operation • Processing equipment in operation 	<ul style="list-style-type: none"> • Mid-term and final evaluation report • Training attendance records 	<ul style="list-style-type: none"> • The political stability and security situation remain stable in Somaliland • Government’s commitment towards the project remains strong

Results	Indicators	Means of verification	Assumptions & Risks
Main Activity Clusters			
<ul style="list-style-type: none"> • Conduct rapid appraisals and training needs assessments to determine viable cottage agro-industries and training requirements • Develop training curricula, rehabilitate existing training facilities and conduct productive skills training courses for beneficiary groups • Conduct appropriate technology transfers for the development of viable cottage agro-industries conducted by benefited groups. • Determine and promote appropriate producer organization schemes that enable beneficiaries to adopt new technology and access local markets. 	<ul style="list-style-type: none"> • Assessment reports • Training manuals • Number of trainings and workshops conducted • Processing equipment and toolkits delivered • Training facilities rehabilitated 	<ul style="list-style-type: none"> • Mid-term and final evaluation report • Training attendance records • Project implementation reports 	<ul style="list-style-type: none"> • The political stability and security situation remain stable in Somaliland • Government commitment towards the project remains strong

ANNEX – C: List of individuals interviewed

Name	Position
VIENNA	
Ivan Kral	Project Manager, UNIDO (MIPS)
Thouraya Benmonkrane	PTC/BRP/ARB, UNIDO
Massoud Hedeshi	Evaluation Officer, UNIDO Evaluation Group
Michael Dethlefsen	Chief Procurement Services Unit, UNIDO
Taizo Nishikawa	Deputy to the Director General, UNIDO
Ms. Harimoto	Permanent Mission of Japan, UNIDO
Tsuyoshi Yamamoto	Minister/ Permanent Mission of Japan
KENYA	
Mihoko Sakai	Japanese Embassy, Ministry Of Finance
Jaqueline Kegode	UNIDO Project Coordinator, Nairobi
Andrew Edewa	UNIDO OIC, Nairobi
GOVERNMENT OF SOMALILAND	
Dr. Abdirashid Ahmed Guleid	Director General, Ministry of National Planning & Development
Dr M. M. Agawayne	Director General, Ministry of Livestock
Dr. Farham Ahmed Yousuf	Director of Planning, Ministry of Livestock
Bashe Yusuf Ahmed	Director General, Ministry of Labour and Social Affairs
Mohamed Hassan Ibrahim	Director General, Ministry of Education
Salan Abdi Egeh	Director General, Ministry of Commerce
Eng. Ahmed Hashi Warsame	Director of Industries
Mohamed Suleiman Elmi	Director of Planning & Statistics, Ministry of Commerce
Mohamed Hussein Farah	Chief of Correctional Service (Custodial Corps)
Hassan Ali Awad	Deputy Director of Correctional Service (Custodial Corps)
Abdirahman Mohamoud	Head of Prison Affairs (Custodial Corps)
Musa Abokor Qorshel	Officer in Charge, Somaliland Correctional Service
Abdullahi Aw Dahir Dualeh	Director of Planning & Training Somaliland Correctional Service
Youssuf Osman Aden	Deputy of Planning & Training Somaliland Correctional Service
Mohamed Ahmed Warsame	Regional Education Officer, Ministry of Education
Dr. Bulbul Mohamed Duch	Regional Veterinary Officer, Ministry of Livestock
SOMALILAND, UNIDO (MIPS)	
Sean Paterson	Chief Technical Advisor
Hassan Olad	Field Coordinator
Ashe Ahmed	Beneficiary Mentoring Officer
Mooge Obsiye	Regional Project Officer
Abdilahi Farah Tubeec	Procurement and Purchasing
Abdi Fatah Ismail	Micro-Enterprise Development Researcher
Ayaan Mohamed	Finance and Admin Officer
Abdalla Qulleh	Information and Communication Specialist
Abdilahi Farah Tubeec	Procurement and Purchasing Officer
Hirsi Muuse	Beneficiary Mentoring Researcher
Arte Yusuf	Technical and Vocational Training
VTCs	
Ismail Mahamed	Executive Director, Havayoco VTC (Hargeisa)
Sulub Musa Mohamed	Manager, Havayoco VTC (Hargeisa)
Mohamed Omar Mohamed	Coordinator, Havayoco VTC (Hargeisa)

Eng. Abdi Ahmed Obsiye	Centre Supervisor, Havayoco VTC (Borama)
Ibrahim Saed Elmi	Centre Manager, Havayoco VTC (Borama)
Hassan Abdi Mahamed	Vice Chairman, Sooyaal VTC
Abdulrizak Jama	Director, Sooyaal VTC
Mohamed Arab	Board Member, Sooyaal VTC
Halimo Jama Obsiye	Senior Trainer, Sooyaal VTC
Zalkariye Hassan	Senior Trainer, Sooyaal VTC
Other Organisations and Individuals	
Shani Harris	Resident Coordinator Advisor, United Nations
Noel Harris	Head of IFAD, Somaliland
Sulub Aman	NWICDP/IFAD
Mohamed Jama	Field Manager, FAO Field Office, Hargeisa
Siyad Omer Ali	AYODA Executive Director
Dr. Mohamed Ahmed	Chairman, Veterinary Board Commission
Ahmed Yusuf	Managing Director, Berbera Tannery
Mahdi Isaq	Baar Cao Trading and Tailoring Company Limited, Hargeisa
Abdifatah Rashid	AllTech Computers, Hargeisa
Abokor Mohamed Hassan	Abdillahi Jama Store, Hargeisa
Muktar Fara Hadi	Supplier, Soomar Store Boroma
Hassan Sulieman Duhul	Horn Films Agency
Samatar Meygag	SNLTV
Mohamed Ahmed Qodah	Radio Hargeisa
Ahmed Mohamed Liban	Volunteer Worker, Employment Counselling Ayoda
Hawa Warsame	Project beneficiary in tailoring
Rashid Abdi Darbel	Beneficiary, Nuba Hoe
Abdillahi Ahmed Hassan	Beneficiary, Nuba Hoe
Abdi Yusuf Eleyah	Village Headman, Nuba Hoe community
Safia Ismail Buhane	Beneficiary, Skins and Hides
Mohamed Abdi Bullleh	Beneficiary, Skins and Hides
Sasha Jama Muse	Beneficiary, Skins and Hides
Fadumo Mohamoud Suldan	Beneficiary, Skins and Hides
Ahmed Nur Osman	Beneficiary, Skins and Hides
Hawo Fahiye Robleh	Beneficiary, Skins and Hides
Muse Adem Omar	Beneficiary, Skins and Hides
Khadar Elmi	Chairman NFAQO
Max'med Aqle Ibrahim	Beneficiary, Animal Skinner
Yuusuf Berkhadleh	Beneficiary, Butcher
Shamis Max'muud Aleel	Beneficiary, Butcher

*Beneficiaries and Trainers at the VTCs were too numerous to mention by name

ANNEX – D: Questionnaires for trainers and trainees (adapted as needed)

Information about You	
1. How old are you?	
2. Are you male or female?	Male <input type="checkbox"/> Female <input type="checkbox"/>
3. What is your place of origin?	
4. Where do you live now?	
5. Level of education	<input type="checkbox"/> No formal education <input type="checkbox"/> Alternate Education (Qur’anic) <input type="checkbox"/> Formal Primary School Education (6-14) <input type="checkbox"/> Formal Secondary Education (15-18 years) <input type="checkbox"/> Formal Tertiary Education (University)
About Your Situation before the UNIDO Training	
6. Did you receive any other vocational training before the UNIDO Training?	Yes <input type="checkbox"/> No <input type="checkbox"/>
7. What was your job before the UNIDO training?	
	Farmer <input type="checkbox"/> Self-employed business <input type="checkbox"/> Government <input type="checkbox"/> Employee <input type="checkbox"/> No job <input type="checkbox"/>
8. What was your occupation/job?	
About Your Experience with the Training	
9. Where did you take your training?	
HAVAYOCO <input type="checkbox"/>	Ayoda <input type="checkbox"/>

Sooyaal Abbattoir		Field//Farm <input type="checkbox"/>	
10. .How many days was your training?			
11. Why did you want to take the training?			
12. Please name the course that you took and indicate how satisfied you are with the overall training	Very Satisfied	Satisfied	Not Satisfied
Course:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. How would you rate the trainers ability to teach you?	Very Good	<input type="checkbox"/>	
	Good	<input type="checkbox"/>	
	Not Good	<input type="checkbox"/>	
About Your Situation after the Training			
14. Has the training improved the quality of your skills?	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
15. Do you believe your new skills help you integrate better in your local community?	Yes <input type="checkbox"/>	No <input type="checkbox"/>	Don't Know <input type="checkbox"/>
16. Do you believe you have more work opportunities since the training?	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
17. Have you found employment using the skills you learned during the training?	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
18. Do you think you can train other people with the skills you have learned	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
19. Are you already training other people with the skills you have learned	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
20. Have you been able to improve your business using the skills you learned during the training?	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
21. Did you receive tools from UNIDO?	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
22. If yes what tools			

23. If you received a tool kit, what do you think of the quality of the toolkit?	Good quality <input type="checkbox"/> Medium quality <input type="checkbox"/> Poor quality <input type="checkbox"/>
24. Do you still have these tools	Yes <input type="checkbox"/> No <input type="checkbox"/>
25. If you answered No Explain	
26. Do you share your tools with other people	Yes <input type="checkbox"/> No <input type="checkbox"/>
27. If you received a toolkit how useful do you think the toolkit is to your current job?	Essential <input type="checkbox"/> Very useful <input type="checkbox"/> Partially useful <input type="checkbox"/> Not useful at all <input type="checkbox"/>
28. Did your income increase because of the course	Yes <input type="checkbox"/> No <input type="checkbox"/>
29. If yes, by about how much more?	<input type="checkbox"/> 0-10% more than before <input type="checkbox"/> 11-25% more than before <input type="checkbox"/> 26-50% more than before <input type="checkbox"/> 51-75% more than before <input type="checkbox"/> 76-100% more than before

Are there any other comments you would like to make?