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Creating Decent Work Opportunities for Somali Internally Displaced People (IDPs), Returnees and Host Communities through Employment Intensive Infrastructure Improvements

ILO DC/SYMBOL: SOM/19/01/DEU

Type of Evaluation: Project

Evaluation timing: Mid-term

Evaluation nature: Independent

Project countries: Somalia

P&B Outcome(s):

Outcome 4 "Promoting Sustainable Enterprises."

Outcome 1 "More and better jobs for inclusive growth and improved youth Employment prospects."

SDG(s): SDG 1, SDG 4, SDG 5, SDG 8, SDG 10, SDG 16

Date when the evaluation was completed by the evaluator: 30 October 2023

Date when the evaluation was approved by EVAL: [Click here to enter a date.](#)

ILO Administrative Office: Addis Ababa

ILO Technical Office(s): Addis Ababa

Joint evaluation agencies: N/A. ILO Only.

Project duration: Dec 2019 – Dec 2023

Donor and budget: Germany/KfW - EUR 9,900,990

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Evaluation Office oversight:

Evaluation budget: US\$ 23,600

Key Words: Employment, Decent Work, Sustainable Enterprises, capacity building, women at work.

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

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Acronyms

ACTEMP	Department for Employers' Activities
ACTRAV	Department for Workers' Activities
BDA	Baidoa District Authority
CFW	Contributing Family Worker
CO	Country Office
CPO	Country Programme Outcome
CTA	Chief Technical Advisor
CUS	Community Umbrella System
DAC	Development Assistance Committee
DWCP	Decent Work Country Program
DWT	Decent Work Team
EIIP	Employment Intensive Infrastructure Improvement Project
EO	Employers Organisation
ESHS	Environment, Social, Health and Safety
ESS	Environmental and Sosial Sustainability
ESSF	Environmental and Social Sustainable Framework
EU	European Union
EVAL	ILO Evaluation Office
FDG	Focus Group Discussion
FESTU	Federation of Somalian Trade Unions
FGS	Federal Government of Somalia
HR	Human Resource
IDP	Internally Displaced Person
ILO	International Labour Organisation
ILS	International Labour Standards
ITC	International Training Center
KfW	Kreditanstalt für Wiederaufbau (Credit Institute for Reconstruction)
LFPR	Labour Force Participation Rate
M&E	Monitoring and Evaluation
MoLSA	Ministry of Labour and Social Affaires
MoPIED	Ministry of Planning, Investment and Economic Development
MoPW	Ministry of Public Works
MTE	Mid-Term Evaluation
NDP	National Development Plan
NEP	National Employment Policy
NGO	Non-Governmental Organization
OAW	Own account worker
OECD	Organisation for Economic Co-operation and Development
OHS	Occupational Health and Safety
PLD	People Living with Disabilities

PSC	Project Steering Committee
SDG	Sustainable Development Goal
SCCI	Somalian Chamber of Commerce and Industri
SNTCC	Somalian National Tripartite Consultative Committee
SWS	South West State
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
TPM	Third Party Monitoring
TWG	Technical Working Group
UN	United Nations
UNEG	United Nations Evaluation Group
UNOPS	United Nations Office for Project Service
UNSCF	United Nations Strategic Common Framework
UNSDC	United Nations Sustainable Development Group
UNSOS	United Nations Support Office in Somalia
WB	World Bank

Acknowledgement

This report was prepared by Sten Toft Petersen, International Consultant and Mohamed Bille Ali, National Consultant. We would like to use this opportunity to convey our appreciation to Muhammed, Abdelmalik Jamae and Pacome Dessero, the ILO Evaluation Managers and the Project Team, headed by Stephen Muthua, who all provided support and guidance throughout the evaluation process, as well as valuable comments and input to the evaluation report. Management and staff in the ILO's Country Office in Addis Ababa, ILO HQ Geneva and in the DWT Cairo, also provided valuable input to and highly appreciated support for the evaluation.

The evaluator would like to thank the ILO constituents and stakeholders in Somalia, especially the key officials from the Government of Somalia, who provided valuable and highly qualified inputs to the evaluation. These inputs are very much appreciated, and they demonstrated the commitment and vision that allows the EIIP to develop further and be implemented successfully to the benefit of all the target groups.

Executive Summary

Aim of the project

The “Creating Decent Work Opportunities for Somali Internally Displaced People (IDPs), Returnees and Host communities through Employment-intensive Infrastructure Improvement” is a four-year (Dec 2019 – Dec 2023) project funded by Germany/KfW in Somalia. The ILO implements the project in close cooperation with the federal, state and district-level government institutions, including the federal and Southwest State Ministries of Public Works, Reconstruction and Housing, Labour and Social Development, Planning, Investment and Economic Development and Baidoa District Authority.

The overall objective of the project is to increase the socio-economic development of the target IDPs, returnees and host communities in Baidoa District, whereas the immediate objective is to improve access to basic economic and social services, transport and employment opportunities through the construction and maintenance of key infrastructure assets.

The immediate objective is improved and sustainable access to basic economic and social services, transport and employment opportunities.

The project has the following two mutually reinforcing components:

1. Infrastructure development and creation of employment opportunities to the target groups through the use of ILO’s employment intensive investment approach.
2. Capacity building of the Ministry of Public Works at State level and Baidoa district authority with focus on institutional, technical and managerial aspects of infrastructure development and maintenance (planning, design, implementation, supervision/monitoring and evaluation) using employment intensive methodology, contractors and casual labourers.

Evaluation background, purpose, scope and clients

The project follows the ILO Policy on Evaluation for Technical Cooperation projects and the Development Cooperation Internal Governance Manual. A project of this nature with a budget of over US\$5 million, requires a mid-term evaluation (MTE) and a final independent evaluation, both managed by ILO/EVAL, separate from the project management team, and conducted by independent evaluation consultants.

The main purposes of the MTE are to fulfil the accountability to the donor and to the tripartite constituents, to serve internal organizational learning and develop actionable Recommendation. This mid-term evaluation reviews the project design, implementation, effectiveness, efficiency, relevance, and sustainability and make actionable recommendations for the remaining period of the project towards delivering improving delivery and sustainability of outcomes.

The evaluation covers the period of implementation of the project from its start in December 2019 until March 2023 covering key outputs and outcomes (including unexpected results). The Evaluation Team conducted a participatory, theory-based evaluation to answer the questions raised in the Terms of Reference. A theory-based evaluation implies normally that the Evaluation Team works with ILO project team during the inception phase to confirm the intervention’s Theory of Change, but in this case a such was

not in place. The MTE faced limitations by the fact that due to the UN Security Protocol no field visits could be conducted by the International Consultant due to the security situation in the country.

Findings

Relevance and strategic fit

The project is well aligned to the end beneficiaries' immediate needs as it gives them some income to survive. The improved roads and walkways will provide better access to healthcare and social facilities as well as improve business opportunities for the people living in the attached areas and by this contribute to improving livelihood in the areas of direct intervention and beyond.

Coherence

The Somalia DWCP 2023-2025, signed 9. June 2023, a first-generation DWCP for the Federal Republic of Somalia, is the product of an extensive consultative and participatory process with the ILO tripartite constituents through the tri-partite national committee. The DWCP 2023-2025 outlines the policy direction, strategies, and anticipated results through prioritised work areas during this period that will contribute to the country's attainment of Decent Work. The current project has a leading role in realizing the priorities set out in the DWCP.

Effectiveness of project implementation and management arrangements

The PD talks about the project as a "forum for social dialogue" till now it has for different reasons not been possible to establish social dialogue in the traditional ILO understanding of the term. The interviews and the desk review conducted by the MTE disclosed that many stakeholders were not aware of the specifics in the ILO understanding of social dialogue.

The MTE was informed that the cooperation with MoLSA both at federal and state level in relation to the current project has been limited and some conflicts developed over time. The MTE finds that measures should be taken at the political level to mitigate the conflict/disagreement as this could have a negative impact on the current project as well as on other ILO interventions. The social partners have not been a part of the project development and implementation. The Evaluation does not suggest any financial allocations for the involvement of social partners, but on issues like occupational health and safety, wage fixing, worker's rights, grievances handling and others the project could gain from the knowledge available with the social partners and at the same time it could contribute to strengthen labour market institutions and the social partners. The evaluation finds it a missed opportunity that social partners have not been involved in the project implementation.

There are a number of objective reasons for the delay in implementation (by March 2023 the project is 18 months behind schedule) and from this the lesser achievement of project objectives. Firstly, did the COVID-19 pandemic delay the implementation because of the regulations for movement which limited the staff in reaching out to potential implementing partners and beneficiaries. Secondly has the security situation in the country complicated the implementation due to imposed restrictions on movement. Rivalry between the different governmental institutions is stronger than expected and this has had a negative impact on the implementation and hampered the ownership to the project among stakeholders.

The engagement of community leaders through the Community Umbrella System (CUS) in the selection of beneficiaries has according to various informants proven to have had a positive impact beyond what could be expected. The tension between the target groups is less and the selection of workers most in need has

been received positively in the community. The CUS has proven so successful that the Mayor's Office will replicate the approach in relation to other projects.

The MTE finds that the original implementation plan was too ambitious especially with regarding to lead time for procurement of consultants for design of infrastructure, selection of contractors and negotiation with ministries and governmental institutions on implementation of agreements on capacity building. Most of the delays were beyond the reach of the project management.

The project has till now not used the full potential of the ILO comparative advantaged involving the ILO constituents in the governance of the project implementation. The PD did foresee the establishment a Project Steering Committee (PSC). The members of the PSC were appointed, and the ToR were developed, but no meetings have been held. A Technical Working Groupe (TWG) was established, and it had its first meeting in June 2020 it is reported that it meets frequently. The TWG mainly deals with technical issues and procurement it is expected to intervene if implementation is behind schedule.

Efficiency of resource use

The high level of corruption and nepotism in Somalia has required that special attention is paid to procurement procedures. However, till now no incidents of irregularities have been reported. The Community Umbrella System (CUS) has proven a good way of interaction between communities, government representatives and the project team. The MTE finds that in general workers find that the selection of workers to be contracted for work is fair and transparent. No nepotism towards own clan or sub-clan has been reported.

The donor has because it due to the security situation cannot conduct field missions engaged with a TPM, it is rather unusually that a such is in place for EIIP projects, and for ILO projects in general. As well the donor as the ILO is happy with the arrangement as the TPM is a good support for the project also beyond the monitoring especially in this situation where the ILO for objective reasons cannot be present at the sites where the project is implemented.

Capacity building is in place for officials, but there are no plans, structures or development plans in place where the knowledge can be used only the technical capacity is developed.

The MTE finds that under the given circumstances and the challenges the project has been confronted with by the security situation in Somalia and the pandemic the project has managed the available resources in a responsible and strategical way.

Sustainability

The project is foreseen to have a second phase, it is therefore not relevant to consider an exit strategy at this point. However, should the lessons learned from the current project be considered when developing the second phase.

The character of this project is only partly targeted on long term, sustainable contribution to the SDG. The primary beneficiaries have an immediate benefit of the project from the income they have from the work assignment.

The MTE did not due to the given limitations evaluate the technical aspects of the quality, compliance with standards and the volume of work done. The MTE fully relies on the reports provided by engineers and the TPM according to which no complaints are filed concerning the quality and volume of work. The mayor's Office has expressed willingness to secure resources for maintenance, but other stakeholders recognize

that it might be a challenge for the Mayor's Office to maintain the new infrastructure after the lifetime of the project.

Impact orientation

The MTE finds that the project has contributed to improve the socio-economic situation for the selected individuals' direct beneficiaries of the employment opportunities in the short-term. It is however too early to call to what extent there will be an impact on the overall socio-economic development in the target communities.

The infrastructure improvement will for the communities have a positive not measurable impact on the access to social- and health services. In the communities there is a generally very positive attitude towards the project and a clear ownership is in place.

The improved roads and walkways will provide better access to healthcare and social facilities as well as improve business opportunities for the people living in the attached areas and by this contribute to improving livelihood in the areas of direct intervention and beyond.

It would be relevant for the workers to be trained and by that increase their employability. If workers have needed skills, they can be in demand at the labour market if the cobblestone technology will be used in other projects and at sight by government funded infrastructure projects in the long term. During the current project has the skills development been limited and not structured. It has therefore till now not had a strong strategical impact.

The construction companies invited for the bidding process have gained knowledge and experience both when it comes to the cobblestone methodology and how to enter a tender process making them more competitive in possible future tenders.

Cross-cutting concerns

The project aims at securing that 30% of beneficiaries are women. The Somali stakeholders together with the ILO at an early stage found that the target was too optimistic. No amendments to the target were agreed, however. The target is not realistic as there are few women working in governmental offices. As of March 2023, only 12 women (12% of participants) have participated in the capacity building activities. Many women found the work offered at the construction sites too physically hard and less attractive to them. There are some unclarity about the factual participation of women in the construction activities it is therefore difficult for the MTE to conclude on the participation of women in these activities.

Social dialogue is reported to have been strengthened in recent years in Somalia not at the least in connection with the development of a new Labour Code. The current project has till now not involved the social partners in the project planning and implementation. The evaluation sees this as a missed opportunity.

Conclusion

The project is operating in a difficult environment due to the security situation in the country and has in addition its first years of implementation were confronted with the COVID-19 pandemic and the following from these restrictions in movement leading to significant delays in the implementation. By June 2023 the delay is 18 months from the original plan. With a current end date by December 2023, it can be expected that the project even implementation has been speeded up will need further extension.

The projects infrastructure construction activities are well received, and the local authorities express their satisfaction with the progress and the improved access to social and medical facilities for the IDPs living in the areas where roads are constructed. The improved roads also improve movement and access for humanitarian organizations to deliver services to the IDPs. It is too early to say to what extent the improved roads and markets will lead to measurable improvement for micro and small businesses in the area. It is the evaluations impression that the roads are well received by both IDPs and host communities and that they all feel well involved with construction works.

The inclusive approach for selection of workers to be contracted is well received by all stakeholders as it is those most in need who gets the contracts, and it stimulates the interaction in the communities, and it helps the authorities in building up trust with communities.

The project is confronted with some challenges when it comes to working and employment conditions. There are issues concerning wages, OHS, insurance, training and length of contracts which the project management is recommended to look into and improve. The MTE finds that the project should do more efforts to involve the social partners in project activities.

It has been a challenge for the project to reach the target of 30% women to be contracted for work. The MTE recommends conducting a gender analysis to find new ways to engage more women in the work.

The capacity building of staff from governmental institutions and others is progressing, but as the institutions have few employees and the technical capacity low it is difficult for the trained staff to use their new knowledge in practice.

Recommendations

- 1) The ILO is recommended to ensure that the employers (Chamber of Commerce and Industry) and the workers (Federation of Somalian Trade Unions) and also ACTRAV and ACTEMP are integrated into the project activities where relevant.
- 2) The Project Team is recommended to secure full reporting on the gender balance in all activities. Even in cases where there are 100% male participation this should be reported. As this project has a strong commitment to include women and youth it is utmost important that data are available for possible needed adjustments to the project activities to make them more inclusive.
- 3) An Outcome Harvesting workshop should be conducted and based on the discussions of realistic Outcomes and changes to be expected a ToC should be developed.
- 4) The ILO is recommended to conduct a gender analysis and in this include an investigation into the push and pull factors for women's engagement with the construction sector incl. understanding of possible employment possibilities in related sectors.
- 5) The ILO is recommended to take action to secure that the PSC is operational as per its ToR. take benefit of its outreach to its constituents and secure their active involvement in the governance of the project. The EO (Chamber of Commerce) and the trade union federation should be invited to join the PSC or as a minimum the TWG.
- 6) The ILO Project Team is recommended to offer to contractors participating in a bidding process but not winning that they can be advised by the expert how to improve their offers so that they improve their chances for winning future contracts.

- 7) The ILO Project Team is recommended to establish a tracer study on the career path of the workers engaged with the construction work within the current project to see if there is an (unexpected) impact on their longer- term employment situation.
- 8) The project partners are recommended to consider including maintenance and cleaning of roads build under phase one in a possible phase two this to secure longer term maintenance and increase the number of jobs attractive to women.
- 9) The project is recommended to strengthen the contractors/employers compliance with their contractual obligation to conduct safety training on “day one” of the employment. It should be tested by the Project Team and/or the TPM if the workers understand the potential hazards and how to use PPE. Also, the Contractors must secure that required PPE of good standard is provided to the workers.
- 10) The ILO Project Management is recommended urgently to take action to secure that the workers involved with the project are covered by a workplace accident insurance.
- 11) The ILO is recommended to take action to secure that new technical staff and new partners are introduced to fundamental principles, ideas and the nature of the ILO this to ensure that all who have influence on the progress of the project understands the political background for the intervention from an ILO point of view.

Emerging Good Practice (EGP)

The project has chosen a very inclusive approach when selecting potential beneficiaries who are going to be contracted for work (Cash for Work) in the infrastructure construction activities. The engagement of community leaders through the Community Umbrella System (CUS) in the selection of beneficiaries has according to various informants proven to have had a positive impact beyond what could be expected. The tension between the target groups is less and the selection of workers most in need has been received positively in the community. The CUS has proven so successful that the Major’s Office will replicate the approach in relation to other projects.

Lesson Learned (LL)

This project has due to objective reasons (COVID-19 and security situation) been very much dependent on remote management both towards staff and implementation sites. With staff based in different countries and no presence of staff at implementation site. Has been a challenge even many experiences were accumulated during the pandemic it has proven complicated to run a full project remotely. It has been a lesson learned for all stakeholders. The end beneficiaries have only been indirectly affected.

The remote management has made it a challenge to create strong team spirit. It has proven difficult to establish trustful relations with some key stakeholders such as the MOLSA and social partners. These stakeholders are normally seen as critical for any ILO intervention.

1. Context and Background of the project

1.1 Context

Over three decades of state disintegration, conflict and continuous displacement, Somalia shows relatively promising signs of increased stabilisation and recovery. Following the conclusion of the presidential elections on 15th May 2022, the country transitioned out of a political stalemate and organised a peaceful government transfer. Moreover, the government authority and services are slowly established though insurgency, poverty, inter-communal conflict, and natural disasters threaten the stabilisation and development gains. High vulnerability to shocks of livelihoods and limited economic diversification are contributing to food insecurity and pushing a large proportion of the population to migrate.

Somalia has over recent years faced the worst drought in decades due to the consecutive rain fails, destroying crops and pushing food and fuel costs upwards.

The drought forced a considerable displacement of people, particularly vulnerable populations. The displaced populations, including youth and women, are particularly unable to find employment and income-generating opportunities, yielding higher levels of poverty and deprivation. Coupled with rampant insecurity, poor infrastructure and limited access to support centres, markets, and essential social services impede the delivery of humanitarian aid, growth and recovery.

Somalia's economy has grown modestly in recent years; the real annual GDP growth during 2013 – 17 averaged 2.5 per cent, with growth touching a peak of 4.4 per cent in 2016 but contracted to 2.3 per cent in 2017 due to a severe drought. Growth was expected to recover gradually in 2018-2020 to reach 3.1 per cent by 2020. However, a triple crisis of COVID-19, locust infestation and floods in 2020 caused the economy to contract by 1.5%. In recent years, economic growth has been driven by a combination of private consumption, financed mainly by remittances from the diaspora, and on the supply side, by growth in services and agriculture.

The Somali economy is predominantly agricultural. Agriculture accounted for an estimated 70 per cent of the GDP during 2013-2016. Manufacturing remains sluggish, constrained by continuing insecurity, competition and conflict over land, and the high price of inputs, including electricity.

Poverty is widespread and deep, particularly among rural residents, internally displaced persons (IDPs) in settlements, and children. In the absence of appropriate policies, poverty and vulnerability in Somalia will impede future development. Somali poverty is estimated to be over 70% while the recent drought followed by flooding severely affected the lives of millions and exacerbated existing vulnerabilities.

International remittances represent a sizable share of household consumption, especially for the bottom 40 percent. To alleviate poverty and mitigating population vulnerability require accelerated economic growth, improving services, managing urbanization, and investing in resilience and productive safety nets for the youthful Somali population.

Those in the IDP camps experience restricted movements and limited labour market opportunities, hence a low labour force participation rate.

An analysis of Somalia's wage situation is presently impossible due to the non-availability of nationally representative data on workers' wages. However, anecdotal evidence indicates that those in the predominant informal employment earn much lower than their formal sector counterparts. Moreover, there is no mechanism for setting a minimum wage, even for workers in formal employment. A recently proposed new Labour Code for Somalia has provisions for setting up a minimum wage fixation system. An important aspect of analysing the unemployment problem in Somalia is examining the prevalent trends in under-employment.

In addition to the low educational attainment of the working population, there is a significant skill level issue, which traps the labour force in a vicious circle of low productivity. Formal vocational training is minimal, confined to urban areas, and is accessible to very few. Estimates show that only 3 per cent of

males and 2 per cent of females in urban areas have received vocational skills training. In contrast, nomadic populations have not received any vocational or skills training.

Minority and marginalized communities remain on the peripheries due to clan dominance and lack of representation. The lack of equity in humanitarian and development resources also impedes development in Somalia.

1.2 Background of the EIIP

The ILO's Employment-intensive Investment Programmes (EIIP) is a response mechanism for mitigating risks and vulnerabilities associated with unemployment, poverty, and climatic shocks that adversely impact the population's wellbeing. It promotes inclusive growth for disadvantaged groups through short-term job creation, increases in income and creates sound infrastructure enabling access to markets and services, contributing to greater productive economic activity for individuals and their communities. Where displacement is pervasive, EIIP provides an important means of injecting income into the local economies, ensuring internally displaced people (IDPs), returnees and host communities benefit from paid wages for working on community projects under decent working conditions. It enables vulnerable community members with options of earning wages to meet immediate needs in return for work on construction, restoration, or maintenance of priority public or community assets necessary to support service delivery and revive productive sectors.

Additionally, the EIIP builds capacity within government at various levels and in the private sector to effectively provide various services, emphasising market-driven local capacity in communities, local government authorities and domestic industries. The advantage of relying on locally available resources is that a substantial portion of investments is channelled into the local economy, creating new jobs and increased business opportunities for local industries. Though EIIP was primarily used in delivering public road works, it can be tailored to other public works, such as energy infrastructure, general construction, natural disaster resilience, and social protection etc.

1.3 Aim of the project

The “Creating Decent Work Opportunities for Somali Internally Displaced People (IDPs), Returnees and Host communities through Employment-intensive Infrastructure Improvement” is a four-year¹ (Dec 2019 – Dec 2023) project funded by Germany/KfW in Somalia. The International Labour Organisation (ILO) implements the project in close cooperation with the federal, state and district-level government institutions, including the federal and Southwest State Ministries of Public Works, Reconstruction and Housing, Labour and Social Development, Planning, Investment and Economic Development and Baidoa District Authority.

The **overall objective** of the project is to increase the socio-economic development of the target IDPs, returnees and host communities in Baidoa District, whereas the immediate objective is to improve access to basic economic and social services, transport and employment opportunities through the construction and maintenance of key infrastructure assets.

The **immediate objective** is improved and sustainable access to basic economic and social services, transport and employment opportunities.

¹ Originally planned for 3 years, ILO requested a one-year none cost extension in 2021 because of delay in implementation.

The expected impacts of the Programme are :

- *Increase in household income (%);*
- *Proportion of residents in the target communities who perceive tensions between returnees, IDPs and host communities in the target areas to have reduced;*
- *% Change in the women from targeted IDP settlements engaged in income generating activities after capacity building as compared to the baseline level;*
- *Reduction in travel times to social services (%);*
- *Number of men and women in target communities who benefit from improved access to infrastructure and services as a result of the project*

The project has the following two mutually reinforcing components:

1. Infrastructure development and creation of employment opportunities to the target groups through the use of ILO's employment intensive investment approach.
2. Capacity building of the Ministry of Public Works at State level and Baidoa district authority with focus on institutional, technical and managerial aspects of infrastructure development and maintenance (planning, design, implementation, supervision/monitoring and evaluation) using employment intensive methodology, contractors and casual labourers.

At the end of the project, it was expected to achieve the following outputs:

- Improved access to IDP settlements: completion of 20 km of roads with solar lights, spot improvement of 2 markets, installation of 2 culverts, and the basic routine maintenance.
- At least 295,000 short-term employment opportunities created for the target beneficiaries
- Technical capacity of the key institutions in the infrastructure sector at local level and private sector developed/strengthened.

The targets were in 2021 because of costs increases modified to:

- Improved access to IDP settlements: About 12.13 km of roads with solar lights, improvement of two markets, installation of one culvert, and the basic routine maintenance of completed infrastructure.
- Decent employment opportunities created (at least 207.000 workdays of employment created and 24% of infrastructure work budgets (USD 1.404.000) directly paid out in wages and injected into the local economy.
- Technical capacity of the key institutions in the infrastructure sector at local level and private sector developed/strengthened.

1.4 Project management arrangement

The ILO implements the project in close cooperation with the state-level MoPW (MoPW-SWS) and the Baidoa District Authority. ILO is responsible for the procurement and contracting of the contractors based on competitive bidding. ILO was foreseen to engage government and social partners in the planning, selection and implementation of interventions in a consultative process. This however did till now not materialize only the government counterparts are involved in the technical designs and studies, training and supervision of works.

Regarding the coordination with local institutions, the project implementation should be monitored by a Project Steering Committee (PSC) with its members comprising the Federal Ministry of Public Works and ILO (Chairs), Ministry of Planning, Investment and Economic Development, Ministry of Labour and Social Affairs, Baidoa District Government and KfW. It was foreseen that the PSC should meet twice a year, the PSC should provide strategic guidance and oversight to the project implementation, monitors progress and challenges, and facilitate engagement with national and state-level coordination, this however did not materialize even the members were appointed and the ToR for PSC work was developed. A Technical Working Group (TWG) was established to provide operational and technical support to the project components' delivery. The TWG is chaired by the Federal Ministry of Labour and Social Affairs (MOLSA) with the participation of the Ministries of Public Works (MoPW), Planning, Investment and Economic Development (MoPIED), South-west State Ministry of Labour, Mayor of Baidoa, social partners, ILO and other relevant development organisations.

1.5 Project management strategy.

The project was foreseen to be managed by a project team in Baidoa, Somalia, comprised of a Chief Technical Adviser (CTA) based in Nairobi, Kenya, a Social and Environmental Safeguards Officer, EIIP Training Engineer, Security Officer, Administration and Finance Officer, Procurement Officer and a Driver, but due to the security situation this could not materialize. An alternative management is set-up and is adjusting to the actual situation as new developments happens. The project management team is responsible for the administrative, operational, and technical supervision and implementation of the project interventions. Moreover, the project is supported by the ILO Office in Addis Ababa and ILO HQ Geneva for issues related to the technical and administration areas.

2. Background and purpose of the Evaluation

2.1 Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. The evaluation in ILO is for the purpose of accountability, learning, planning, and building knowledge. The current evaluation was conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

The project follows the ILO Policy on Evaluation for Technical Cooperation projects and the Development Cooperation Internal Governance Manual. A project of this nature with a budget of over US\$5 million, requires a mid-term evaluation and a final independent evaluation, both managed by ILO/EVAL, separate from the project management team, and conducted by independent evaluation consultants.

This evaluation follows the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 4 "Validating methodologies"; and Checklist 5 "Preparing the evaluation report". For all practical purposes, the ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations emerging from the evaluation are strongly linked to the findings of the evaluation and provide clear guidance to stakeholders on how they can address them.

This MTE was managed by an independent ILO Evaluation Manager. The ILO Regional Evaluation Officer provided oversight and quality assurance and the ILO Evaluation Office approved the final report. The evaluation applied a participatory and consultative process with all key stakeholders throughout the evaluation process.

2.2 Purpose of the evaluation

The main purposes of the MTE are to fulfil the accountability to the donor and to the tripartite constituents, to serve internal organizational learning and develop actionable Recommendation. This mid-term evaluation reviews the project design, implementation, effectiveness, efficiency, relevance, impact, and sustainability and make actionable recommendations for the remaining period of the project towards delivering improving delivery and sustainability of outcomes.

The MTE has the following specific objectives:

- a. Establish the relevance and coherence of the project design and implementation strategy in relation to the national development frameworks, beneficiary needs and ILO and UN policy frameworks and the SDGs.
- b. Analyze the implementation strategies regarding their potential effectiveness in achieving the project outcomes, identifying factors affecting project implementation (positively and negatively).
- c. Identify unexpected positive and negative results of the project.
- d. Assess the extent to which the project outcomes will be sustainable
- e. Assess the project immediate and potential long-term impact, with special consideration on the results on capacities of the relevant institutions and target beneficiaries.
- f. Identify lessons learned and potential good practices for the key stakeholders.
- g. Provide strategic and actionable Recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives.

2.3 Scope of the Evaluation

The evaluation covers the period of implementation of the project from its start in December 2019 until March 2023 covering key outputs and outcomes (including unexpected results). It involves discussions with ILO Program staff, national counterparts and development partners of the project, the donor-KfW, and the ILO technical specialists based in HQ and Addis Ababa.

This MTE reviews and assesses all the results and key outputs that have been produced in the above period. Geographically, the project implementation is notably focused on Baidoa District. However, the project is equally expected to provide overarching technical support to ILO constituents at federal and state levels.

The scope of work includes an assessment of the performance of the Project vis-à-vis:

1. Outputs and outcomes - against targets and indicators.
2. Chosen strategies and implementation modalities.
3. Partnership arrangements.
4. Follow-up on identified constraints/challenges and opportunities/recommendations.
5. Use and management of the financial resources of the Project.
6. Internal and external factors that influence Project implementation.
7. Management and coordination of the Project, including staff management.
8. The extent of tripartite partners buy-in and participation in the Project.
9. Strategic fit of the initiative.
10. Relevance of the initiative within district, state and national development priorities/frameworks.
11. Synergies with other job creation related projects and programs.

The scope of the evaluation covers the implementation in Baidoa District and Mogadishu. The evaluation collected data and information from implementing partners and beneficiaries of the project, including ILO constituents.

The evaluation focuses not only on what has been achieved in terms of results, but specially how and why have they been achieved or not.

Based on the statistics of women workers and trainees, gender components are mainstreamed throughout the project; the evaluation integrates not only gender equality but also social inclusion and other non-discrimination issues throughout the process.

The evaluators reviewed data and information that is disaggregated by sex and assessed the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information is accurately included in the final evaluation report. With International Labour Standards (ILS), social dialogues and tripartism, and fair transition on environment issues and the value for money approach integrated throughout the evaluation criteria.

2.4 Clients of the evaluation

The primary users of the evaluation are the Government of Somalia at federal, state and district levels, as implementer and recipient country, workers and employers' organizations, implementing partners, the ILO HQ EMPL/INVEST unit, the ILO CO-Addis, the ILO DWT Office in Cairo, the ILO Regional Office for Africa (ROAF), and the relevant technical units in ILO Headquarter and the donor, KfW.

3. Evaluation criteria

The evaluation addresses ILO evaluation concerns, such as:

1. Relevance and strategic fit
2. Coherence
3. Effectiveness of project implementation and management arrangements
4. Efficiency of resource use
5. Sustainability
6. Impact orientation
7. The evaluation integrates gender equality, tri-partisme, climate change and non-discrimination as cross-cutting concerns throughout the methodology and the deliverables.

The cross-cutting concerns are addressed in line with EVAL's Guidance Note n° 4. Similarly, EVAL's Guidance Note n° 7 are followed as much as practically possible to ensure stakeholder participation.

3.1 Key evaluation questions

1 [Relevance and strategic fit](#)

- 1.1 To what extent are the project objectives aligned to beneficiaries needs, policy frameworks and strategies at national and district level, taking into account the multiple crisis (Covid-19, drought, food and fuel prices upsurge, political situation and resultant displacement) in Baidoa and the wider country?
- 1.2 To what extent has the project fit in and compliment with the draft Decent Work Country Programme (DWCP), ILO Country Programme Outcomes (CPOs), UN Strategic Common Framework (UNSCF) and SDGs?
- 1.3 Has the project addressed the cross-cutting themes (gender equality and non-discrimination -e.g. people with disabilities-, social dialogue, international labour standards and fair transition to environmental issues in the project document?

- 1.4 To what level the ILO social partners have participated in the planning and implementation of the project?
- 2 **Coherence (internal and external)**
- 2.1 Was the project -implicit or explicit- theory of change valid and realistic? Has the theory of change adequately integrated effectively external positive and negative factors (risks and assumptions)?
- 2.2 Has the project complemented other government, UN, NGOs, etc intervention in the project themes?
- 2.3 To what extent did the project build on the comparative advantage of the ILO in the field
- 3 **Effectiveness of project implementation and management arrangements**
- 3.1 To what extent have the project objectives been achieved or are expected to be achieved by the end of the project?
- 3.2 Have unexpected positive and negative results took place?
- 3.3 What were the main internal and external factors that influenced the achievement or non-achievement of results?
- 3.4 How far is the management and governance arrangement responsive to achieve project results? Is there a clear understanding of roles and responsibilities by all parties involved?
- 3.5 Is the project receiving the necessary administrative, technical and - if needed - policy support from the ILO COs and specialists in the field (Mogadishu, Addis and Cairo) and the responsible technical units in headquarters?
- 3.6 What measures were put in place to identify potential/perceived conflicts? What strategy was adopted to promote conflict-sensitive programming during the implementation?
- 4 **Efficiency of resource use**
- 4.1 Have resources (financial, human, technical support, etc.) been allocated strategically and sufficient to achieve the project outputs/outcomes?
- 4.2 Were the project's activities/operations programmatically and financially in line with the schedule of activities as defined by the project team and work plans? If not, what are the factors that hinder timely delivery and what are the counter measures taken to address these issues?
- 4.3 Did the project establish and applied for accountability, management and learning a reliable monitoring and evaluation system and risk register during the implementation? Has it integrated key stakeholders as implementers and users?
- 5 **Impact Orientation**
- 5.1 To what extent are the project supported tools, methodologies, and new or improved policies institutionalized? What gaps should be addressed?
- 5.2 Can the project's approach or parts of it, and results be replicated or amplified by national partners or other actors (i.e., ILO constituents) considering the country institutional and financial dimensions?
- 6 **Sustainability**
- 6.1 Has the project initiated an exit strategy, embedded in the overall delivery, to allow continuation of relevant results? What measures and actions have been put in place to ensure ownership at local regional and national level? Is the process for handover of the structures clear to all parties and has the responsible authority allocated budget for maintenance?
- 6.2 To which extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets, which targets (Explicitly or implicitly)?

7 Cross cutting themes

- 7.1 Within the project's thematic area, what were the facilitating and limiting factors in project's contribution/potential contribution to gender equality and non-discrimination?
- 7.2 Has the project taken into account tripartism, social dialogue, international labour standards and a fair transition to environmental sustainability in its design and implementation.

4. Methodology

The Evaluation Team conducted a participatory, theory-based evaluation to answer the evaluation questions raised in the Terms of Reference, following the evaluation criteria. A theory-based evaluation implies normally that the Evaluation Team works with ILO project team during the inception phase to confirm the intervention's Theory of Change, but in this case a such was not in place, and the implicit and explicit assumptions that influence the likelihood that the intervention will achieve short- and longer-term outcomes and facilitate that key stakeholder use the knowledge and understanding they have gained. Identified assumptions e.g., about the relevance of data collected, stakeholders' data needs and how data inform policy and decision making, informed the data collection among the project's stakeholders.

Inception phase

The approach to the MTE was interactive, consultative, and transparent with a mix of methods. During the inception period the evaluation team worked with the EM and the CTA to agree on key informants to be interviewed and documents to be reviewed during a desk review. A large number of documents were made available (see Annex IV) and reviewed. The Evaluation Team, EM and project team agreed to use a combination of secondary and primary data collection methods including documents review, key interviews with the project stakeholders, observations, and an on-line discussion with project staff. In line with the specific objectives of the MTE, the evaluation approach intended to:

- Maximize the use of existing secondary documents and data.
- Undertake carefully structured interviews on the more sensitive issues.
- Facilitate a stakeholder workshop with project stakeholders to obtain feedback and validate project, challenges, and results.
- Apply triangulation of sources and techniques.
- Ensure an interactive process of synthesis and development of potential options for improving the project delivery, the Results Framework, and related Work Plans.

An Inception report was developed including interview guidelines and questionnaires for FGDs.

Field data collection phase

To understand the strengths and limitations of the chosen approach and explore how this setup might have influenced perceptions and attitudes in the host community labour market about IDPs and refugees, the evaluation conducted semi-structured interviews with a representative group of stakeholders.

The evaluation included the voices of employers, workers, governments, social partners, and key stakeholders regarding their participation throughout the project. Open and transparent consultations underpin the evaluation.

The Evaluation Team worked in close cooperation with the Evaluation Manager, project staff, ILO CO officials and HQ Specialists. Yet in line with the proposed methodology and to ensure that the evaluation contributes to a more in-depth understanding of factors (in design and operations) that have contributed to or impeded achievement of results, the sample included:

- Interviews with ILO HQ and RO Specialists incl. EMPL/INVEST, ACTEMP and ACRRAV. The purpose was to explore how, and under which circumstances the intervention contributes to the desired changes.

- In Addis Ababa interviews with 3 ILO CO Officers incl. CO Director. The purpose will be to understand to what extent the Country Office is able to integrate the project initiatives in its policy development and how synergies with other projects are being realized.
- Four members of the project team were interviewed to clarify desk review findings and learn details about the implementation progress.
- Six Government Partners at state and district levels: Ministry of Public Works; Ministry of Labour and Social Development; Ministry of Planning; Baidoa District were interviewed.
- Two representatives from social partners (trade unions and EO) were interviewed to understand the involvement of social partners in the project.
- FDGs were conducted with different groups of beneficiaries – youth, men and women, IDPS, returnees and host communities and contractors. In total 48 people joined 5 FDGs.
- An interview was conducted with two donor representatives (KfW Portfolio Team) to understand the donor’s motives for supporting this project and their appreciation of the achievements till now.
- A TPM (Altai Consulting) representative was interviewed to learn about the TPM findings during field visits.

In total were 21 informants (3 females and 18 males) interviewed. For a full list of informants see Annex IV. In addition to the above took 35 people part in 5 FDGs of these were:

Women:10

Male: 25

Youth: 8

Persons Living with Disabilities: 1(Male)

For a detailed list of informants see Annex II.

The above sample is not statistically representative because the methodology of this evaluation used mainly a qualitative approach for data collection. Resource constraints and security concerns did not allow for a full sample.

The evaluators ensured that opinions and perceptions of women and other vulnerable groups were equally reflected in the interviews and that gender-specific questions were included. The selection of informants was based on recommendations from project management and evaluation teams suggestions based on desk review, priority was given to informants with a direct involvement with the project.

A combination of sound quantitative and qualitative research methods (e.g., interview and focused group discussion with appropriate quantitative data analysis methods for each type of data collected) were developed for each evaluation question as deemed appropriate. However, different evaluation questions were combined in one tool/method for specific targeted groups. Attempts were made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions.

Stakeholders workshop with participation of key stakeholders after the termination of data collection was planned but did not take place. The purpose of the workshop was to:

- Present the outcomes and findings.
- Ensure ownership of the evaluation’s findings.
- Reflect on the significance of the findings and results in terms of contributing to the initiative’s objectives and their long-term value.
- Discuss opportunities and limitations to the initiative’s scalability.

The evaluation fieldwork was qualitative and participatory in nature. Qualitative information was obtained through field visits, one-on-one interviews (face-to-face, Skype, Teams or Zoom) and focus groups discussions. Due to the security situation in Somalia the possibilities for conducting field visits and FDGs

were limited. The National Consultant did all offers to reach out to beneficiaries and local authorities. Opinions coming from stakeholders improved and clarified the quantitative data obtained from project documents. The participatory nature of the evaluation contributed to a sense of ownership among stakeholders.

Data Analysis

Comparing how change was envisaged in the planning stage with ‘how change really took or takes place’ facilitates learning and contributes to valuable insights about possible adjustments of the program. At the same time, the approach is well placed to answer questions (raised in the Terms of Reference) about the intervention’s design, implementation, outcomes, and long-term value.

The Evaluation Team used a mixed method, convergent evaluation design to assess the anticipated link between data collected. The convergent design contributes to validating findings using different sources of information.

Quantitative and qualitative data were analyzed to identify pertinent results from each data set. These were then compared and triangulated to identify areas of convergence and possible contradiction before conclusions were drawn.

Quantitative data were drawn from project documents including the Progress Reports, TPM Reports, Inception Report, and others. (List of documents reviewed in Annex IV).

Reporting

The draft report was circulated for review by ILO staff and after factual adjustments circulated to all relevant stakeholders for comments prior to finalization.

Data were disaggregated by sex where possible and appropriate.

The gender dimension was considered a cross-cutting concern throughout the methodology, deliverables, and final report of the evaluation. The needs of vulnerable groups were considered when considering the project’s aims towards an inclusive labour market. Social dialogue, international labour standards and a just environmental transition were likewise considered.

Limitations

The MTE faced limitations by the fact that due to the UN Security Protocol no field visits could be conducted by the International Consultant due to the security situation in the country. This limitation made it necessary that the NC collected all data in the field and conducted all the interviews and FDGs where on-line presence of the Team Leader was not possible or practical. The Team Leader conducted all interviews with all informants based outside Somalia on-line. The National Consultant visited the construction sites and collected photo and video documentation. The fact that the CTA and other project staff are operating from outside Somalia is creating certain limitations for the implementation of the project and this also affected the evaluation’s access to information.

The lack of baseline data on the socio-economic situation in the households in the targeted areas was a limitation for the MTE assessment of progress achieved in this field.

The project does not have ToC and there is no Gender Marker established. The evaluation could therefore not assess the achievements against these. The evaluation used the projects log-frame to compensate for the missing ToC when measuring progress.

The evaluation found it a limitation that neither social partners nor ACTRAV and ACTEMP has any involvement with the project as this leaves out significant dimensions of a typical ILO intervention. The evaluation interviewed the social partners, ACTRAV and ACTEMP but they had limited information about the project.

The MTE tried to establish contact with contractors which had not been chosen for the work, but these did not respond to the evaluation's calls. It would have been of interest to learn to what extent these felt that the procurement process was transparent and fair.

5. Findings

5.1 Relevance and strategic fit

The project is well aligned to the end beneficiaries' immediate needs as it gives them some income to survive. Alignment with beneficiaries needs policy frameworks and strategies at national and district level, taking into account the multiple crisis.

The improved roads and walkways will provide better access to healthcare and social facilities as well as improve business opportunities for the people living in the attached areas and by this contribute to improving livelihood in the areas of direct intervention and beyond.

It would be relevant for the workers to be trained and by that increase their employability. If workers have needed skills, they can be in demand at the labour market if the cobblestone technology will be used in other projects and at sight by government funded infrastructure projects in the long term. During the current project has the skills development been limited and not structured. It has therefore till now not had a strong strategical impact.

The construction companies invited for the bidding process have gained knowledge and experience both when it comes to the cobblestone methodology and how to enter a tender process making them more competitive in possible future tenders. It should be noted that some of the companies have up to 200 employees.

The project is meeting the needs of the beneficiaries in three ways:

- 1) Employment/income, some IDPs moves in and out of the urban area depending on the challenges they are confronted with in their home areas, not all need support all the time. Farmers can have a livelihood in their home area, but often not when they enter into urban areas.
- 2) Infrastructure for economic development only by the end of the project it will be visible if the economy has developed in the areas where the infrastructure has been improved.
- 3) The project also contributes to minimizing the risk for tension among the target groups. There can be issues where host community finds that more roads are improved in IDP settlements also clan tension can be noted in some cases – a positive outcome is that it already now is reported by all stakeholders that there is less tension in project areas than in other areas. Clans are very sensitive if some clans get more than others. All support must be shared equally, but still based on needs.

The project is designed to fit to the DWCP and the DWCP should fit to the local needs. Stakeholders informed that the current project locally is a big project but seen through the overall DWCP lens it is a small project, it can therefore not be expected that its outcomes will contribute significantly to the DWCP achievements.

For the state and district level this is a relatively big project different ministries and other authorities at that level were therefore interested in implementing the project. The Ministry of Public Works does not have experience with community engagements and not with issues related to workers' rights. The MTE understands that the Ministry would prefer to implement the project themselves. On this background some conflicts developed. The BDA has little capacity and certainly not the capacity needed to implement the activities themselves.

The project will not have any measurable impact on climate, food and fuel crisis.

The ILO is one of the twenty-three UN entities operating in Somalia. The UN entities work together to achieve peace, stability, and prosperity for all Somalis, supporting the 2030 Agenda and Sustainable Development Goals. The United Nations' commitments to advancing Somalia's peace and development priorities over 2021-2025 are presented in the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025. Aligned to the ninth Somalia National Development Plan (NDP-9), the UNSDCF 2021-2025 guides UN entities' comparative advantage-based contributions to attaining shared objectives. The ILO contribution, informed by its mandate and comparative advantage, is detailed in the country-specific results-based framework referred to as the Decent Work Country Programme (DWCP). The DWCP serves two main objectives: to promote decent work and to organise ILO knowledge, instruments, advocacy, and cooperation at the service of tripartite constituents (Government, employers' organisations, and workers' organisations) to advance the Decent Work Agenda.

The National Development Plan 9 (NDP-9), covering 2021-2025, outlines Somalia's overall national development priorities. It serves as a roadmap for the Federal Government of Somalia for interventions and investments, as a source of strategy and alignment for the Federal Member States' plans and as a guide for development partners in their planning. The NDP-9 is aligned with the Sustainable Development Goals and serves as an Interim Poverty Reduction Strategy Paper (I-PRSP), enabling the country to seek debt relief under the Heavily Indebted Poor Countries (HIPC) Initiative. The poverty reduction strategy of the NDP-9, developed through broad-based consultations with all stakeholders, has four Pillars; i) Inclusive and Accountable Politics; ii) Improved Security and the Rule of Law; iii) Inclusive Economic Growth (including increased employment) and iv) Improved Social Development. Employment-related concerns fall under Pillar 3 (Inclusive Economic Growth). Pillar 3 seeks to transform the economy by improving traditional livestock and crop production industries' resilience to meet the growing challenges from climate change and inducing growth elsewhere in the private sector to broaden and sustain the growth base and provide more employment opportunities.

The country adopted a National Employment Policy (NEP) in 2020 whose vision is to achieve decent and productive employment for all in conditions of freedom, equity, security and human dignity. The NEP consists of three complementary pillars. The first pillar emphasises establishing an employment governance system in the country through improved government capacities, coordination and constructive dialogue with the private sector and the social partners. The second pillar focuses upon private sector development initiatives by providing a business enabling environment to micro, small and medium enterprises. The third pillar focuses on promoting key vertical sectors that can drive Somalia's economy and labour market.

The Somalia DWCP 2023-2025, signed 9. June 2023, a first-generation DWCP for the Federal Republic of Somalia, is the product of an extensive consultative and participatory process with the ILO tripartite constituents through the tri-partite national committee. The DWCP 2023-2025 outlines the policy direction, strategies, and anticipated results through prioritised work areas during this period that will contribute to the country's attainment of Decent Work. In recent years, with significant international community support, Somalia is found to have made good progress in its institutional and economic reconstruction efforts. The DWCP aims to build upon the substantial gains made by the national Federal Government and the Federal Member States to promote growth and development of the economy at national and regional levels. The current project has a leading role in realizing the priorities set out in the DWCP.

In the DWCP 2023-2025 ILO commits to secure that social partners are involved in all projects, this is however not happening within the current project. The DWCP has been signed and is now in force the project management is recommended to follow-up to this and secure the involvement of social partners. See Recommendation 1.

The country priorities and the Country Programme Outcomes (CPOs) in the DWCP 2023-2025 align with the NDP 2021-2025, precisely, Pillars 3 of the NDP 2021-2025. Therefore, the country priorities and CPOs

reflect the employment-related agenda the Federal Government of Somalia, its social partners, private sector, and other stakeholders believe necessary to attain peacebuilding, recovery, growth, and development. The DWCP priorities and outcome align with the National Employment Policy 2019 and the Social Protection Policy 2019.

Owing to the DWCP 2023-2025 preceding the UNSDCF 2021-2025, a three-step alignment process was undertaken. The steps consisted of a) inclusion of the analysis from the country diagnostic in the common country analysis of the UN; b) inclusion of priorities identified by stakeholders in the UNSDCF 2021-2025; and c) revision of the DWCP document to reflect the ILO's contribution to UNSDCF 2021-2025. The UNSDCF 2021-2025 mirrors the NDP-9 overarching priorities: Inclusive Politics and Reconciliation, Security and Rule of Law, Economic Development, and Social Development. The work under the DWCP priorities forms part of the UN's contribution towards the Economic Development and Social Development pillars.

The alignment between the DWCP 2023-2025 and the UNSDCF 2021-2025 will see the ILO contribute to achieving multiple SDGs as outlined in the UNSDCF Results Framework. Direct contributions to the achievement are towards: SDG 1: No Poverty; SDG 4: Quality Education; SDG5: Gender Equality; SDG 8: Decent Work and Economic Growth; SDG 10: Reduced Inequality; and SDG 16: Peace, Justice and Strong Institutions.

All ILO development cooperation projects must according to the DWCP be fully linked to and support the priorities in the DWCP 2023-2025. Neither the donor nor the TPM had heard about the DWCP. The technical staff also made no reference to the DWCP. The MTE finds that the project management should do more efforts to highlight this important political document especially now when it has been signed by the constituents.

A new Labour Law for Somalia is by June 2023 being reviewed by the parliament. The ILO played an active role in consulting the Government in developing the draft for the new labour code.

The UNSDCF 2021-2025 has four priorities and thirteen outcomes. The four priorities of the UNSDCF 2021-2025 (1. Inclusive Politics and Reconciliation, 2. Security and Rule of Law, 3. Economic Development, and 4. Social Development) mirror those of the NDP-9. Outcomes support each priority. The DWCP 2021-2025 contributes to the UNSDCF 2021-2025 Priority 3 – Economic Development Outcome 3.1: Economic governance institutions are strengthened and an enabling environment established for inclusive, sustainable, and broad-based economic growth driven by the emerging small and medium-sized enterprise sector; Priority 3 – Economic Development Outcome 3.2: Natural resources are sustainably managed and binding constraints addressed in key productive sector value chains, leading to enduring productivity gains, increased value addition, and enhanced opportunities for decent work; Priority 3 – Economic Development Outcome 3.3: An integrated national programme for human capital development is established, increasing access to market-based skills for all – including the most marginalised and vulnerable groups – and safeguarding their rights; and Priority 4 - Social Development Outcome 4.3: By 2025, the proportion of vulnerable Somalis with scaled-up and sustained resilience against environmental and conflict-related shocks is increased, based on better management of life cycle risk, food security, and better nutrition outcomes.

The DWCP 2023-2025 combines UNSDCF outcomes 3.1 and 3.2 into a single priority. UNSDCF Outcome 3.3 is broken into two DWCP 2023-2025 outcomes to ensure cross-cutting issues of tripartism and social dialogue receive adequate attention separate from skills development and work conditions.

Through contributions to UNSDCF 2021-2025 Outcomes 3.1, 3.2, 3.3 and 4.3, the DWCP 2023-2025 will contribute to the achievement of the Sustainable Development Goals targeted by these outcomes. The work planned under the DWCP 2023-2025 priorities will directly advance progress on SDG1: No Poverty; SDG4: Quality Education, SDG5: Gender Equality; SDG8: Decent Work and Economic Growth; SDG10: Reduced Inequality; and SDG 16: Peace and Justice.

The DWCP states that: “All ongoing and future ILO development cooperation projects in Somalia would be fully linked and support the priorities in the DWCP (2023-2025).” The MTE however finds that the project could do more efforts to provide support to the DWCP especially in the field of SD and LI/LA.

Non-discrimination is in the heart of the project when it comes to inclusion of IDPs and returnees. The exercise of integration among the different groups of beneficiaries is reported to have been successful and the tension between groups with different interests has been reduced.

The MTE notes that some PLDs were contracted for work assignments. The contractors are not obliged to hire PLDs, but they are sensitised to the issue, and it is expected that in the future a quota of 1-2% will be introduced. The MTE welcome this development.

The project aims at securing that 30% of beneficiaries are women. The Somali stakeholders together with the ILO at an early stage found that the target was too optimistic. No amendments to the target were agreed, however. The target therefore today stays with the 30% both for workers selected for work contracts and governmental officials participating in capacity building activities. The latter is not realistic as there are few women working in governmental offices. As of March 2023, only 12 women (12% of participants) have participated in the capacity building activities. It could be considered to have different targets: one for workers, which could be higher (20-30%), and one for governmental officials (15-20%) taking into account the real situation in this field, but still with an encouragement to employ more women.

The projects reporting is to a large extent missing gender disaggregated data. The MTE finds this lack of data is problematic as it makes it difficult to monitor the achievements in the field of empowerment of women and promotion of gender equality. The project does not have a Gender Marker. The evaluation understands that in some cases there might not have been any female participants in training activities, but this fact is also important to report so that the problem can be discussed with partners and a way forward for improving the situation can be found. See Recommendation 2.

The PD talks about the project as a “forum for social dialogue” till now it has for different reasons not been possible to establish social dialogue in the traditional ILO understanding of the term. The interviews and the desk review conducted by the MTE disclosed that many stakeholders were not aware of the specifics in the ILO understanding of social dialogue. The MTE finds that the ILO should consider conducting an introduction to ILO principles and values before initiating a possible second phase of the project this to ensure that all stakeholders are “on the same page”. The MTE finds that this would help to avoid some misunderstandings which appeared in the current project.

Over recent years Somalia has ratified several core Conventions, but the project does not make any reference to ILS. The MTE was informed that there in the contracts with the construction companies is a reference to ILS.

The project is not directly related to environmental issues. If any climate impact, then it would be that improved roads can lead to more diesel/gasoline driven traffic and through this indirectly have a negatively impact on climate change.

The MTE was informed that the cooperation with MoLSA both at federal and state level in relation to the current project has been limited and some conflict developed over time. The ministry is invited to all activities according to the project management. The ministry was unhappy that the project could not deliver on certain interventions and from this the relation deteriorated. The project finds that MoLSA SWS does not have the capacity to implement project activities. The MTE tried to set up an interview with the ministerial officials in MoLSA SWS but failed, strong dissatisfaction with the project was expressed, however. The MTE finds that measures should be taken at the political level to mitigate the conflict/disagreement as this could have a negative impact on the current project as well as on other ILO interventions.

The social partners have not been a part of the project development and implementation. The MTE was informed that there are local structures of both the EO and the TU. FESTU has local branches also in Baidoa, where the organizations Deputy General Secretary is based. FESTU also has a sectoral construction worker's federation affiliated, with a branch in Baidoa. SWS has a state level Chamber of Commerce, which is one of the constituents of SCCI. The evaluation finds it a missed opportunity that social partners have not been involved in the project implementation. The employer's organization could have been capacitated so that it could offer training/business service to companies planning to join tender processes with ILO and beyond. They could also use the opportunity to reach out to the contractors in Baidoa. On the workers' side it would be great opportunity to introduce the workers to organized labour and workers' rights. The evaluation understands that the union movement is challenged by many issues, and it is difficult for them to reach out to potential members that the more the MTE finds it important that the ILO follow up on the priorities set-out in the DWCP and use given opportunities to strengthen the capacity of trade unions and EOs at all levels.

5.2 Coherence

No formulated ToC is in place for the project. The MTE recommends to the project to conduct an Outcome Harvesting workshop as soon as possible and based on this develop a ToC to secure that the full logic in the intervention is clear to all stakeholders. This intervention becomes even more important as a second phase of the project is being developed. The Project Team should ensure that an understanding of the logic of the intervention is in place both among team members and implementing partners. See Recommendation 3. Several infrastructure projects are being implemented by a number of institutional donors. Some attempts were made to coordinate the work with a World Bank infrastructure project as there is need for linking the roads being developed within the two projects. The MTE understands that this coordination is on hold due to mutual lack of interest. Also, UNOPS is implementing a road construction project. The WB project is funded by KfW and the two projects are seen as complementary to each other. The WB project is implemented by private companies. The MTE however finds that all projects would benefit from a stronger coordination to secure that the socio-economic effect of the projects is maximised. During appraisal period it was discussed to coordinate with UNHABITAT and others, but this never took off.

It should be considered as mentioned elsewhere in this report to coordinate employment conditions for the workers engaged with "Cash for Work" activities.

The ILO's comparative advantage lies in the ratification of its fundamental conventions by the Government of Somalia and its mandate to assist member states in fulfilling their commitments on work, employment, social security, and social policy. The ILO's approach of tripartite engagement and social dialogue in planning and implementing an integrated programme of assistance to constituents ensures ownership of the work, continuous capacity strengthening, and responsiveness to changes impacting the realisation of ILO constituents' aspirations.

The project has till now not in full used the specific comparative advantaged of the ILO, but it is building on the comparative advantage of the UN. The UN has been engaged in Somalia since its independence in 1960, undertaking activities to alleviate poverty and suffering, encourage development, support peacebuilding and security, and mitigate the effects of the conflict and humanitarian crises. This longstanding relationship between the UN and the Somali Government and its people provides the UN unprecedented institutional knowledge of Somalia's multiple and complex challenges.

A new labour code has been developed and is by June 2023 under review parliament this is reported to be a possible instrument for strengthening the implementation of ILO Conventions. The current project should ensure that it contributes to strengthening the awareness about the new rights and obligations coming out based on the new labour code's rules and regulations. It is reported that the ILO has played an active role in commenting and provide advisory in the process of drafting the new legislation. Should the ILO take

initiatives to support the implementation of the new Labour Law when finally adopted the project should consider to what extent the construction sites could act as a platform for piloting and testing the implementation of the new Labour Law.

5.3 Effectiveness of project implementation and management arrangements

For a detailed overview over the projects achievements till March 2023 see Annex V.

There are a number of objective reasons for the delay in implementation and from this the lesser achievement of project objectives.

Firstly, did the COVID-19 pandemic delay the implementation because of the regulations for movement which limited the staff in reaching out to potential implementing partners and beneficiaries. Secondly has the security situation in the country complicated the implementation due to imposed restrictions on movement. In the start-up of the project implementation some human resource/recruitment challenges confronted the project. By March 2023 the project is 18 months behind schedule. Thirdly has changes in road design requested by the Major of Baidoa, increase in prices of construction materials, fuel and others together with miscalculations of the costs led to a need for reducing the originally set out targets.

The project team is confident that it will be possible to speed up the implementation and avoid further delays. It is expected that the project can be completed by June 2024 as compared to originally planned endline December 2022 and by that reach the revised targets.

The MTE agree that it should be possible if no further setbacks coming from outside challenge the project it should be possible to meet the targets when it comes to length of roads, optimizing markets and the number of workdays offered to beneficiaries within the “Cash for Work” infrastructure construction activities.

It is however recognised that the targets for women participation will be difficult to meet. By March 2023 the number of female workers having signed a contract is below the target of 30%.

The capacity building of governmental officials at different levels has had a 12 % participation of women. A problem here is that there simply are so few women employed that a 30% meaningful participation cannot be reached. The MTE appreciate that the project management is aware of the need for quality participation and not only to show off a percentage to meet the target.

A significant increase in cost of the construction work and changes in design led to changes in the priorities set out for which roads could be renovated and up graded. The ILO should learn lessons from this to understand what triggered the increase in costs.

Rivalry between the different governmental institutions is stronger than expected and this has had a negative impact on the implementation and hampered the ownership to the project among stakeholders. The project management should do all efforts to secure the strongest possible ownership among stakeholders first and foremost the ILO constituents.

The engagement of community leaders through the Community Umbrella System in the selection of beneficiaries has according to various informants proven to have had a positive impact beyond what could be expected. The tension between the target groups is less and the selection of workers most in need has been received positively in the community. The CUS has proven so successful that the Mayor’s Office will replicate the approach in relation to other projects.

Many women found the work offered too physically hard and less attractive to them. Therefore, they often sign up for the work and get a contract but in reality, it is their husbands, sons or brothers who do the work. This practise is reported to be generally known, but no one have intervened to regulate the situation. In relation to this practise a security issue appears not to have been raised as all workers should be

screened to sign up for a contract, the males who take over the work would not have passed a screening. See Recommendation 4.

The security situation that did not allow for ILO staff for a long period of time to be placed in Baidoa has had a negative impact on the achievement of the expected results as the project implementation by this and by the restrictions on movement in place during the COVID-19 pandemic delayed the implementation in general.

The implementation of the strengthening of institutions/capacity building, commenced in the fourth quarter of 2020, the delay was mainly due to the COVID-19 Pandemic, and consequential restrictions on movement.

This delay was further exacerbated by HR concerns when the EIIP Engineer/Training Advisor left the programme in September 2020 (he was appointment Prime Minister of Somalia). The recruitment and introduction of a new key staff member took longer than expected.

The selection of contractors for the infrastructure construction commenced towards in March/April 2021, a delay of 12 months from the original time target.

The MTE finds that the original implementation plan was too ambitious especially with regarding to lead time for procurement of consultants for design of infrastructure, selection of contractors and negotiation with ministries and governmental institutions on implementation of agreements on capacity building. Most of the delays were beyond the reach of the project management mitigation was therefore in many cases not possible.

The donor has because it cannot conduct field missions engaged with a TPM, this is rather unusually that a such is in place for EIIP projects, and for ILO projects in general. As well the donor as the ILO is happy with the arrangement as the TPM is a good support for the project also beyond the monitoring especially in this situation where the ILO for objective reasons cannot be present at the sites where the project is implemented. The project is using the recommendation they get from the TPM. In a few cases there have been disagreements between the findings of the TPM and the view of the project management, but in all cases mutual understanding was reached.

The establishment of a TPM mechanism is a rather unusual procedure but the donor is happy with the arrangement and is considering scaling it to other projects beyond Somalia.

The TPM did suggest a list of Recommendations² to KfW/ILO in 2021 based on the consulting company's verification of the Conflict Assessment, the Baseline and a field visit to Baidoa:

1. ILO is recommended to communicate with and involve the Regional Government in some capacity in the project implementation, to avoid creating more conflicts between the two major sub-clans and ensure the successful and inclusive implementation of this project, and to counteract the negative perception the Bay Region Governor has of the project.
2. ILO is recommended to increase communication and share project updates with major project stakeholders in a transparent manner and gain their feedback, to reduce miscommunication and gossip about this project. More frequent ILO presence in Baidoa will help in this regard.
3. ILO is recommended to strengthen the Community Umbrella System to ensure equal and fair project beneficiary selection. According to several community leaders interviewed who are part of this committee, the Mayor's Office has reduced their input and informed them the Mayor's Office will take the lead for

² Assessment Report, Altai Consulting, 04.23.2021

selecting project beneficiaries. This increases the perception that the project is controlled by the mayor and will use his powers to benefit his immediate clan members.

4. KfW/ILO are recommended to conduct a small-scale household survey prior (sample of possibly 200 households; 100 refugee and 100 host community, in areas adjacent to project locations) to the start of the construction phase to establish some baseline indicators for outcome levels. This is a large-scale project that will change the dynamics of the community, and it is important there is accurate baseline data to support mid-line and end-line evaluations.

5. KfW/ILO are recommended to consider conducting an in-depth assessment on political and clan dynamics in Baidoa, to better understand the competing interests that have the potential to impact the successful implementation of this project.

The MTE finds that the project management reacted well and did follow up on Recommendation 1 to 4, it was however found that Recommendation 5 would be a too complicated and politically sensitive task beyond the scope of the current project.

There is no clear formal guidance on how the project is expected to follow-up to recommendations from the TPM. The MTE suggests that the donor and ILO agree on a guidance concerning the role of the TPM.

The lack of presence of ILO project staff in Baidoa has had a significant negative impact on the level of achievement of planned targets. The Security Officer can go to Baidoa in two weeks turns. ILO has unsuccessfully applied for permission to deploy staff in Baidoa since the very beginning of the project, but since the total number of staff that can be deployed in the UNSOS compound is limited UN gives priority to humanitarian and crisis related agencies and ILO is therefore not given priority. After failing to obtain an office (various requests from July 2020 to October 2022), land has recently been allocated within the UNSOS compound allowing for ILO to establish an own office with office space for 5 people and accommodation for three people. At the time of offer of land (October 2022), it was not found feasible to achieve this within the lifetime of the project as then approved endline was December 2023. It is now planned to commence the procurement when a possible Phase 2 of the project is approved. It can be expected that the procurement and construction of the office will take at least one year. Until that time staff will have limited possibility for conducting field visits to Baidoa. The MTE finds that this will continue to be a challenge for the project implementation and for improving on promotion of ILO values among partners as it to a limited extend only will be possible for having physical meetings between ILO staff and stakeholders. An armored car has already been procured. All the needed funding for security measures is foreseen in the budget. By the end of the project the new office in Baidoa will be handed over to the ILO the MTE was informed.

The ILO office in Mogadishu is placed in the “safe area” and is manned by a Head of Office and one international staff. The project recorded limited interaction with the Mogadishu office.

The MTE understands that firstly because of lack of physical presence it has been difficult to create a clear understanding of roles and responsibilities and at the same time some rivalry between different governmental institutions both at the federal and state level is reported to have contributed to challenges for the participatory management approach.

Secondly has the project till now not used the full potential of the ILO comparative advantaged involving the ILO constituents in the governance of the project implementation. The PD did foresee the establishment a Project Steering Committee (PSC). The members of the PSC were appointed, and the ToR were developed, but no meetings have been held. The MTE was informed that this mainly was caused by the pandemic. The MTE finds this to a certain extend a valid reason, but a year has passed since the

restrictions on movement in relation to COVID-19 were lifted and it finds that more efforts could have been made to activate the PSC. Also, could virtual meetings have been introduced as it was relatively common during the pandemic. Another reason for not having a functioning PSC is that there is very limited federal level involvement in the project. The MTE suggest to the project to consider establishing the PSC at state level with consent of the federal level.

A Technical Working Groupe (TWG) was established, and it had its first meeting in June 2020 it is reported that it meets frequently. The federal ministries do not participate in the TWG. Only two SWS departments participate in the work of the TWG: MOPW SWS and BDA. The project management reports that it has tried to have MOLSA SWS to participate but they did not succeed. The TWG mainly deals with technical issues and procurement it is expected to intervene if implementation is behind schedule. See Recommendation 5.

The project team indicates that they feel that they have found a modus operandi for cooperation with the government. A lesson learned has been that it is important not to impose solutions. The MTE finds that a pragmatic solution might have been found for cooperation with selected governmental structures, but this has left other structures at the sideline. Some of these fx. MOLSA are unhappy with the way the project is implemented and they feel bypassed and are left without any ownership to the project. The same goes for the social partners. The MTE learned that for more than a year there were no communication with the Ministry. Some problems come from the fact that the PD is targeted on federal level but the interventions are all oriented towards the state (SWS) level this is according to informants reflected in the engagement from all stakeholders. Many institutions are Mogadishu based and do not have presence in ex. Baidoa. This goes according to the project management also for the EO which is only working at federal level. The MTE was however informed that the SCCI has an affiliated in Baidoa. The ILO should consider strengthening the inclusive governance of the project in line with what is common practise in ILO projects.

Having staff based in different countries because of the COVID-19 and the security situation has created challenges for the project management and implementation.

Risk management has been a major concern both in the design and implementation of the project. Extensive risk management indicators are in place and are reported on in the bi-annual progress reports. Screening of both contractors and workers in relation to EU and UN risk lists, are conducted, but this is at the least when it comes to workers a relatively complicated procedure and it is difficult to identify risk persons therefore mainly the police's screening lists are used.

The high level of corruption and nepotism in Somalia has required that special attention is paid to procurement procedures. However, till now no incidents of irregularities have been reported. The Community Umbrella System (CUS) has proven a good way of interaction between communities, government representatives and the project team. The MTE finds that in general workers find that the selection of workers to be contracted for work is fair and transparent. No nepotism towards own clan or sub-clan has been reported.

The MTE however understand that there was some dissatisfaction from not selected contractors. It was not felt that the competition had been fair and transparent. The MTE understands that the project team did not explain to the contractors why they were not selected and by that help them to improve for the next bidding process within or beyond the project. The project should consider introducing a follow-up procedure with not-selected contractors to give them tools to improve on the issues where they dropped out of the competition. This can help to minimize tension and rumours.

The projects inception period was used for analysing potential sensitive and conflict issues a study "Conflict and Peacebuilding Analysis" was conducted by Swiss peace in 2021. The findings and recommendations from the report was verified by the TPM. The investment in this comprehensive analysis seems to have paid off well as only minor conflict issues are reported till now.

The project uses the local CSOs and the CUS system to mitigate any misunderstandings or potential conflicts. This has proven a positive way to both secure local involvement and ownership as well as a fair selection of beneficiaries and mitigation of potential conflicts. That some conflicts and elements of dissatisfaction appears in a project like the current is fully normal. There is reported some dissatisfaction with a reported too strong and growing involvement/interference from the Mayor's Office, which is reported to have taken the lead on selection of beneficiaries. The Bay Region Governor informed in 2022 the TPM that he is not happy with the way the project is implemented as he finds that the Mayor's Office has "co-opted the project". It is important that the project management react to any possible dissatisfaction before it develops into a conflict. The MTE understands that the project management is very much aware of this and reacts promptly, this is very much appreciated.

During the monitoring process till now were only selected workers interviewed to identify if the selection process was found objective and fair. It would be unlikely that the selected workers would find the process unfair. There is therefore a need for interviewing non-selected applicants to understand, if these also find the selection process to be fair. From FDGs conducted during the MTE it was understood that in the communities in general is the selection procedure seen as transparent and fair.

The selection of contractors was found to be fair by those selected those not selected were not asked during monitoring. The MTE however found it important also to hear their voice, but these were hard to get in contact with, but it was reported that they are not happy with the procurement process, and they have officially filed a complaint. The MTE recommends that the project in a transparent manner offer to explain to those not selected, why they were not selected and what they could improve to have better chances in a possible future bidding process. See Recommendation 6.

It is reported that there has been a tendency that only the bigger companies were selected as contractors as they have the resources needed available, and this again is reported to have its roots in sub-clan structures. The MTE notes that most supervisors, engineers, and skilled workers are coming from outside the areas of implementation many even from outside Baidoa. This is caused by high deficit of skilled local workers and the TVET system which is not functioning.

The key risks foreseen during the project preparation process were:

- (i) High insecurity exacerbated by the continuing activities of the Al-Shabaab group, the large stock of weapons held by the civilian population and ineffective law enforcement mechanisms
- ii) Weak capacity of state institutions and human resources
- iii) High incidence of poverty
- iv) High unemployment, especially among the youth; and extreme weather events – cyclic drought and flash flood contributing to environmental degradation, destruction of vital infrastructure and property, famine and mass migration.

During the first years of implementation, all the above risks have already been at play, with different impacts. This shows strong insight from the designers of the project that the project was prepared for challenges coming from outside and inside the project.

The COVID-19 pandemic which could not be foreseen when the project was designed, has had the most impact on the progress in implementation. All planned activities were delayed due to changes in working arrangements and temporary suspension of recruitment of staff. The project is now 18 months behind the original implementation plan. Furthermore, ILO international staff and ILO individual consultants have been and to a certain extend still are restricted from travelling on mission to Baidoa, now because of the security situation and UNSOS capacity, reducing on-site support and oversight. The insecurity caused by Al-Shabaab actions remains high and challenges planning and implementation. So far, ILO international staff cannot be located in Baidoa because the UN security risk assessment does not allow increase in current staff ceiling. This situation has led to increased operational costs, with consequential reduction of the project outputs.

The project has no possibility of influencing this external challenge but can only do efforts to minimize the negative impact.

Overall Objective: Increased socio-economic development of selected IDPs, returnees and their host communities in Baidoa district.

The MTE finds that the project has contributed to improve the socio-economic situation for the selected individuals' direct beneficiaries of the employment opportunities in the short-term. It is however too early to call to what extent there will be an impact on the overall socio-economic development in the target communities. The lack of a baseline for this measurement is a problem as there are no data to measure achievements against. Communities also might be benefitting from other projects, and it can therefore be difficult to single out the current project's contribution to the overall progress, if a so can be identified. In general, it can be expected that the income generated by the contracted workers will stimulate the economic and social development in the community.

The infrastructure improvement will for the communities have a positive not measurable impact on the access to social- and health services. It can likewise be expected that small and micro business will experience a positive impact as there will be a higher economical turnover in the community and it is reported that the larger part of the incomes is spent within the community.

The ILO should consider conducting a socio-economic household study to create a solid baseline for a possible second phase of the project, this to create evidence for the mid- and long-term impact of the project.

In the communities there is a generally very positive attitude towards the project and a clear ownership. The MTE finds that this has been created through the involvement and sensitization of the different target groups and beyond even before the construction activities started. It has been a wise decision by the project management to invest resources in creating this strong community involvement and ownership. The MTE however finds that there is a need for continued efforts to secure the positive experiences from the beginning of the project implementation is maintained. Some developments in direction of moving more decisions to the Mayor's Office were reported, this could have a negative impact on the communities feeling of ownership.

Outcome 1: Improved and sustainable access to basic, economic and social services, transport, and employment opportunities

It is reported that the new and reconstructed roads, walkways, and markets are increasing the income opportunities for people living in the target areas. There is however till now no evidence to what extent these opportunities are used in full. The positive attitude among community members however indicates that they feel the progress the improved infrastructure has brought to the community.

The direct employment opportunities are for the workers from the communities mainly linked to the "Cash for Work" activities for casual workers only few are getting jobs as skilled workers. The employment opportunities are therefore to be seen as short term (five days per month in eight months). Many of the interviewed workers indicated that they feel confident that the skills they have got from the current project will allow them to find employment within other projects. There is however no evidence collected on their further career path. It would require a tracer study to follow the workers after 3, 6 and 12 months to learn if their expectations to the future are met.

Some workers informed that they have used the money earned to buy some goats, a piece of land or a cow. This to either return to their primary livelihoods as farmers, livestock herders or settle on the piece of land permanently and integrate urban life. Many IDPs are reported to move in and out of urban areas depending on the situation in their home region, meaning they are not permanent IDPs. See Recommendation 7.

Output 1: Improved productive infrastructure in and to IDP and returnee settlements and their host communities

The MTE did due to the given limitations do not evaluate the technical aspects of the quality, compliance with standards and the volume of work done. The MTE fully rely on the reports provided by engineers and the TPM according to which no complaints are filed concerning the quality it is the MoPW and the BAD which are responsible for monitoring the quality of the work.

The project did not conduct an analysis of traffic before entering the selection of roads to be developed under the project. Informants find that now more people are using the roads and they will feel safer when also the lightning will be established. There is however no evidence reported on a decrease in road incidents The project could consider tasking the CUS with registering the number and type of incidents, before and after lightning is established this would be solid evidence for possible change. The MTE was informed that most traffic is tuck-tucks, bikes and bicycles it is questionable if cobblestones is the most appreciated paving for these types of transport. The improved roads might lead to cars and trucks moving with higher speed and by that the accident rate might increase. The CUS could be tasked to monitor if the number of traffic accidents increases.

Caused by the limited ILO access to Baidoa three PSEs were employed it however turned out that they had very limited knowledge and skills on cobblestone paving. It was therefore necessary first to provide them with needed skills enabling them to fulfil the given tasks.

The MTE was informed that now the projects main focus is on infrastructure. LOT 1 and 2 are more or less done and LOT 3,4 and 5 are being implemented at the same to speed up the implementation.

Within the current project capacity building is not a high priority and it is reported not be very efficient. KfW is not focusing on capacity building projects but is investing in infrastructure. Donor informants have not been involved in discussions related to the DWCP and the establishment of a PSC. It is reported that the TWG is functioning well, and the project has a good cooperation with the local authorities on the construction activities. It is reported that there can be different views also because of different interests but in TWG practical solutions and consensus is normally reached.

When the construction work started some competition among the different ministries and authorities was felt and this created some confusion in the beginning. The Mayor's Office is now reported to have taken the lead in securing the construction work is in progress some other institutions feel overshadowed the MTE was informed. The project accepted the mayor's request for increasing the width of the roads from 5 to 7 meters, which will allow for two vehicles to pass each other, this however has the consequence that the length of the roads will be less than originally planned.

The TPM has engaged an engineer to monitor the volume and quality of work fulfilled at the infrastructure project sites. The engineer controls that quality, design and quantity is living up to the agreed standards and volume.

The Contractors to conduct the construction work were selected through a strict procurement process. Where only preselected and security screened companies were invited to join. Some of the companies are relatively big with up to 200 employees and with rich experience. However, experience in paving with cobblestones was limited or absent. It was therefore necessary to conduct training on cobblestone pavement before the bidding process started.

During the last 1,5 year the project has speeded up the implementation of activities but still it according to the project management is 18 months behind the original implementation plan. The BDA and the Ministry took part in the discussion of how to speed up the implementation, now a smooth implementation is in place. The delays in the construction come from the difficulties there were in the beginning with setting up a team and to find qualified engineers and also the complicated process of formulating and process the

procurement. These challenges have now been solved and the construction is progressing well the MTE was informed.

The donor understands that it has been difficult for the project management to handle all specific local interests. It is the first time KfW works with ILO in this region, but they have good experience in working with ILO in the Middle East. Overall, the donor is happy with the project management as KfW did not have to go into micro-management of the project from donor side. The fact that beneficiaries have got new roads is an achievement in itself. Many local people are involved in the selection of beneficiaries (those who should be selected for “Cash for Work” the donor finds this process a very positive experience. It is expected that the ILO does all its traditional work within and in parallel to the project so that the construction activities are not standing alone but that also soft skills are provided.

The MTE did not find indications that many efforts were made to coordinate the KfW funded WB road construction project in Baidoa except from some initial meetings in 2018 this even it was a request from KfW to seek coordination of the two projects this to secure optimization of the way the roads under construction under the two projects are feeding to each other. The MTE finds that efforts could be made to coordinate on HR issues to maximise the skills development of local cadre and skilled workers. During the upstart of the project joint standards on wages were discussed but not concluded. KfW informed the MTE that in 4. Quarter of 2023 dialogue with ILO, KfW and WB has been initiated.

The Mayor’s Office has expressed willingness to secure resources for maintenance, but other stakeholders recognise that it might be a challenge to maintain the new infrastructure after the lifetime of the project. The MTE suggests to the partners to consider including maintenance incl. cleaning of the roads build under phase one into a possible second phase. This to increase the changes for permanent maintenance brought by the district budget, but also to open for more women to get job opportunities as small repairs and cleaning could be jobs attractive to women – more attractive than the physically demanding construction jobs. See Recommendation 8.

Even it is not a directly an expected Outcome of the project it is the hope of all stakeholders that the workers benefitting from the project and gaining some skills (even limited) can get jobs using the skills gained in this project. The MTE finds that the expectations in this regard could be too high it is important that the workers do not get disappointed and disillusioned if their expectations do not materialize.

The figures used in the beginning for calculating the budget for the construction work turned out to be wrong. The miscalculation meant that the volume of work had to be reduced. In addition is the project confronted with a significant increase in the prices of building materials and others this also leads to reduction of volume. The Mayor’s Office requested the width of roads to be increased from 5 to 7 meters to allow for two vehicles to pass each other. The donor was not in agreement with this. A compromise was agreed where already signed contracts kept the five meters width, but new contracts are based on a 7 meters width. This again will shorten the length of the roads constructed.

The construction work is behind schedule with a delivery rate of 27%, it should be noted that the largest portion of the budget (59%) is allocated for infrastructure construction the delay in delivery in this part of the project has a significant influence on the overall performance indicators. The project management informed the MTE that measures have been taken to speed up the construction among others by getting more roads build at the same time.

As already mentioned in the introduction the cobblestone technology is new to Baidoa and there is therefore limited knowledge and skills available locally to use the technology even for some of the selected construction companies the technology is new. Therefore, the companies had to be introduced to the technology before the procurement process started. Skilled workers are brought in from other parts of Baidoa and some from Mogadishu.

Cobblestones used for the project are delivered by an external supplier, who is obliged to meet UN procurement requirements. The evaluation could however not find evidence that the compliance is monitored by the project or others. As stone quarries are known for questionable working conditions and many hazards the ILO should consider investing in monitoring the working conditions in supplier stone quarries. If monitoring is in place by other UN agencies these could be referred to in the projects reporting. Otherwise, it would be MOLSA to monitor the work in the stone quarries, but they might not have the capacity for inspection of the stone quarries.

The MTE finds that it is important to realize that the three main stakeholders' government, donor and ILO have slightly different priorities for their involvement with the intervention. For the government it is important to get new and updated roads; for the donor it is an investment in new roads through "Cash for Work"; for the ILO the most important is that decent job opportunities are created. These different priorities are not a problem in itself, but it is important to realize the different priorities to avoid misunderstandings on set out project priorities.

Output 2: Immediate opportunities for employment created for IDPs, returnees and their host communities.

The target for number of direct beneficiaries getting a job has been reduced and is now by 207.000 workdays on 70 % of the original target. The project is behind the target due to the delays in implementation. The MTE understands that it has been a challenge to open opportunities for women it is reported that women only get 10-15% of the job opportunities against the target of 30% and they are paid 8,5% of the wages paid indicating that not only are less women employed they are also getting the low paid jobs. The MTE did not find any actions taken to solve this problem. The MTE could not find any evidence that the women have been asked before the project was designed if they are interested in this kind of jobs. The MTE will therefore strongly be recommending that an inclusive gender analysis is conducted as soon as possible and certainly before a possible second phase of the project is designed this to study the pull and push factors for attracting women to the infrastructure construction industry.

Stakeholders find that the gender issues were discussed in depth, and all agree that the target of 30% participation is not to be reached. The MTE however finds that even discussions of issues related to gender equality have taken place and sensitization activities introduced the effect has been limited. ILO HQ has provided some inputs, but the MTE finds that the project has not benefitted from the gender expertise available in the ILO in full.

The MTE understands that it is questioned if it will be possible to provide all workers with 40 days of work (5 days per month over 8 months) as per contract. It is found to be problematic if the contractors cannot meet their obligations towards the 40 days of work. The project management should secure that the obligations towards the beneficiaries are met. As indicated elsewhere in this report it could be investigated if the monitoring could be conducted by the local trade union branch. Many of the workers interviewed by the MTE did not know how many days they would work under the contracts they were selected for. Meaning they would not be in a position to complaint if the employer does not meet the obligations as per contract. The MTE finds that the ILO should secure that the workers are aware of their rights.

As construction sites are moving from one area to the other as the work is progressing the workers will not work in their own area of living, it is however agreed that they will work within 1,5 km from their home this is well received by the beneficiaries.

According to project documents the workers are foreseen to have workplace safety training, it is however reported than the workers two weeks into the work did not have this training. The MTE finds that this training must be provided on "day one" of the employment. Further many of the workers interviewed by the MTE complained that PPE was not available for all. The MTE finds this problematic and suggest that a project with ILO involvement must guarantee the best practises on OHS including availability of PPE of good quality. As it is the mandate of MOLSA to secure that OHS regulations are applied efforts could be made to involve this ministry in the monitoring, this also to build up local capacity. See Recommendation 9.

The MTE understands that OHS introduction and worker's rights sensitization is conducted by the employers. The MTE would suggest to the ILO project management to consider if the TPM, ILO staff or if possible, a FESTU representative could conduct this sensitization activity or at the least the worker's rights part of it, it cannot be seen as best practise that this is placed in the hands of the employer solely.

The MTE is informed that no accident insurance is in place for the workers. There is also no request in contracts for contribution to health and social security schemes. The MTE strongly recommend revising existing contracts to secure that an accidents insurance is in place for all workers. There are a number of hazards working with cobblestones not at the least for eye injuries. The MTE strongly recommends that a solution is found to solve this problem either through a national or international insurance company. See Recommendation 10.

There are EIIP experience in providing contribution to social security schemes in countries of intervention. Because of weak or missing institutional capacity, the MTE recognize that it might not be realistic to secure contributions to such schemes in Somalia, but the issue should be investigated.

The timing of the project was according to stakeholders good as the many new jobs came at a time when the socio-economic situation because of drought and conflict was worst. According to the Mayor the project meet the needs of the municipality and it links with a WB project. The work with the communities (CUS) and different groups is seen as a best practice and is copied in other projects. There is a community action plan developed between the mayor's office and the community leaders. A main issue has been to gain the trust of the communities.

The CUS/Elders leaders informed the MTE that they are well involved in the workers selection process They secure that it is the most vulnerable who get the jobs. All different groups are included. If some people feel bypassed, they can complaint and it will be considered to include them in a next recruitment round.

For the recruitment of workers, the contractor with the support of Supervision Engineer estimates the number of workers required for a certain piece of work. The CUS then develops a list of candidates selected from the people most in need. The CUS is supported by the ILO Programme Officer in this process. The candidates are then screened against sanction lists first and foremost the police's list is used. Because of this process, which is reported to be functioning well, it was decided not to develop a Code of Practice for the recruitment process. The stakeholders are happy with the community-based selection process as it supports those most in need, it also helps the different target groups to interact, and the clan related nepotism is reported to be less.

IDPs with working experience as farmers only must be provided the skills needed to fulfil tasks in the construction industry. There is a huge skills deficit in Somalia and the TVET system is not functioning. Therefore, the contractors must invite engineers, skilled and semi-skilled workers from other parts of Baidoa and Somalia. The project foresees some workplace-based skills development activities, but these are reported to be limited and unstructured. The workers are only given orientation in the exact function she/he is to fulfil no broader skills training is provided even there is a target of training 200 workers. The project documents indicate that certificates on skills obtained would be issued, but none of the workers interviewed by the MTE had received or expected to receive a certificate.

The training provided on cobblestone pavements is reported to be rather unstructured and therefore also not of guaranteed quality. The MTE recommend that a more structured approach is chosen to secure an increased employability among the contracted workers. The returnees might have obtained skills abroad it would be of good benefit for all if these skills are recognized in Somalia.

The stakeholders in the project and beyond are recommended to secure more structured skills development activities to ensure that the workers have an increased employability after ending the contract.

The workers interviewed would like to have more training so that they can get more jobs not only just money. There are many IDPs in the construction sector in Somalia as low skilled workers are in demand. Construction is more or less the only sector where they can get jobs.

The MTE understands that the issue of wages to be paid to workers employed with the project's construction activities have been discussed both by donor, TPM and workers. The casual labourers interviewed reported that they often received their daily payments on time. However, they noted there were some days they worked, and the companies did not have enough money to pay everyone, so they were paid in full the following day. This was a concern for them because the majority of the casual labourers depend on this work for their daily household food needs. The TPM reported in 2022 that workers had informed them that they were paid 2 USD per day or even less. An amount too low for covering daily living costs for them and their families as costs of living are high in Baidoa. These findings were disputed by ILO staff who claimed that workers are paid 4-5 USD per day. In this relation the donor stated that it is: "Absolutely essential that ILO follows up on the actual number of wages. There needs to be 100% clarity how much is going to the workers – it also needs to be ensured that contractors do not extract any of the money foreseen for workers' wages." Since October 2022 the project has increased its monitoring and control with the compliance of wage payments. Most workers are paid a fixed salary per day, for a set task rate. A task rate is the quantity of work that an average worker can complete in 5 hours. The ILO Engineer train contractors on how to calculate the task rate and "tasking" and provides the contractors with ILO-recommended task rates. In return and as part of monitoring, the contractors record the tasks that they have assigned and record the actual task executed and the difference where the task executed is lower than assigned. This data is analysed by the ILO Engineer who also shares it with the Supervision Consultant. If a casual worker is assigned a task and does not complete, he/she should still be paid the agreed minimum day wage amounting 4 USD per day. It is however not excluded that there could be deviations by contractors from the task rate system. Workers interviewed by the MTE informed that they do not always get the guaranteed minimum wage if they perform below the task target assigned. Meaning that de facto a minimum wage is not in place. The MTE therefore recommends to the project to do additional efforts to secure that the minimum wage is paid as it appears that the measures taken till now have not been sufficient. It is not acceptable that the workers are not paid the agreed minimum wage.

Some workers doing cobblestone chiselling are paid on a piece rate, which means that if they can complete more pieces per day they consequently earn more. This practise is however not encouraged by the project. Skilled workers, foremen and engineers have higher wages than the casual workers.

ILO has recommended BDA and MoPW to coordinate discussion with other projects' partners to harmonize wage rate for work of equal value. ILO would request the BDA and MOPW to provide data on the wages paid by the various projects, and the TPM to verify the data. The MTE did not find confirmation that there has been a follow-up to this.

Different stakeholders interviewed by the MTE indicated that a daily minimum wage of 5 USD would be fair. The fact that the concept note prepared for the second phase of the project is suggesting a daily wage of 6 USD also indicates an understanding that the wages in the current project are in the lower end.

There is no legal minimums wage in place in Somalia, but as Somalia in recent years has ratified a number of relevant Conventions. The MTE finds that it is a missed opportunity that the wages to be paid were not negotiated among the social partners through a social dialogue process leading to a negotiated wage, not a unilateral fixed wage even this was agreed after consultation between the project partners towards the workers it is unilaterally fixed.

The MTE was informed by many informants directly involved with the project implementation that sometimes the women contracted for work find the work too physical hard and/or not attractive to them and they then ask their husbands, brothers, or sons to do the work assigned to them. This practise also questions the security measures in place as all workers are to be screened before they can enter the

construction site and the male relatives in question would eventually not have been screened. A gender analysis could as indicated above eventually help to solve this problem by analysing what kind of jobs would be attractive to women.

The contracts signed with the companies include clauses about fair wages, fair working conditions, avoidance of child labour etc. The compliance is reported to be monitored through the WB Environmental and Social Management Plan (ESMP) Checklist but apparently is this approach not sufficient.

Because of weak local structures an internal grievance handling mechanism is in place. There is a hotline for complaints from workers, there is WhatsApp and e-mail, they can also complaint to the elder's council or CUS. No complaints on wages have been filed, only on issues where workers are given another task than they expected. Also, those who have not been selected for work can complaint.

The project has found it difficult to develop social dialogue as the vulnerable groups are not organized in unions and the employers often not affiliated to the SCCI. The MTE however finds that more efforts could have been made with the involvement of ACTRAV and ACTEMP to use the project as a platform for promoting industrial relations with a tripartite approach. This could for a beginning to include negotiation of wages and involvement in grievance handling, this is the more important when now a new labour code is being adopted and has to be implemented.

The UN agencies, WB and others have not managed to develop joint guidelines/standards for employment in the projects. The government should set up such standards (SOPs). It was the plan that the project would develop a Stakeholders Engagement Plan, but this did not materialize, this would have been functioning as SOP for the project.

Output 3: Capacity of Baidoa Municipal Authority and MPW-SWS strengthened to support project implementation and sustain approaches introduced.

The capacity of the BDA and MoPW-SWS has been increased through training workshops. It is however difficult to measure the progress as the institutions have few resources, small number of staff and generally weak institutional building.

The preliminary outline of the capacity building plan for year 1 and 2 of the project was designed to integrate the proposed capacity building priorities with detailed design and execution of infrastructure. This approach was implemented through two Implementation Agreements between ILO and the MoPW-SWS and BDA respectively. Within the overall framework of the project, the Implementation Agreements with MoPW-SWS and BDA, provide funds for both partners to organize training workshops for different target groups/stakeholders, and to recruit and deploy 3 Project Supervision Engineers (2 by MoPW-SWS and 1 by BDA) financed from KfW grant funding. Due to the pandemic and the following from these limitations in movement the original capacity building which was building on inputs from EIIP Training Engineer and project CTA had to be amended. A ToT exercise was added on to develop a group of local trainers with the needed skills to conduct future capacity building activities. The amendment was needed on the short term because of the unforeseen challenges but the MTE finds that this also will have a potential long-term impact as trainers now are available locally. This impact will depend on the extent to which these local trainers are used for the capacity building activities within the project and beyond.

The capacity building activities have been organized in modules for the different target groups, and the responsibility for organizing the workshop logistics have been agreed on through consultation meetings between the project management and the MoPW-SWS and BDA. ILO provides training materials and trainers mainly ILO experts and external consultants where relevant and necessary. The MoPW and BDA recruit local facilitators for the workshops and assign their internal managerial and technical staff as resource persons. The MTE finds that the project together with partners should do efforts to secure that the trainers trained within the project are used as much as possible to strengthen their capacity further.

Capacity building is in place for officials, but there are no plans, structures or development plans in place where the knowledge can be used only the technical capacity is developed. The MTE was informed that attempts were made to develop a project management system, but it did not materialize because of the low capacity in place. Training was conducted on EIIP sensitization and people from the MoPW are trained in EIIP project design. The MTE could not find evidence that the skills obtained had been of use till now. The current project is mainly building up the capacity of the engineers, among others training in maintenance is conducted.

The local authorities have very low technical capacity but high expectations and no staff. The MTE is informed that it is difficult to bring people to these jobs with local authorities. When staff are trained and have some experience they often leave for better paid jobs in projects or private sector.

GIZ is also implementing a capacity building project in Baidoa. The current project was recommended by the donor to seek coordination/cooperation with the GIZ project to maximise the outcome of the two projects in this field. The MTE recommends that efforts are made to investigate if it is possible to develop the cooperation with GIZ.

It should be noted that KfW does not give priority to conducting capacity building. In the current project it is foreseen to be a smaller part of the KfW investments, but it is felt by the donor that it is good supplement that the capacity building is included.

5.4 Efficiency of resource use

The MTE finds that under the given circumstances and the challenges the project has been confronted with by the security situation in Somalia and the pandemic the project has managed the available resources in a responsible and strategic way.

The project had to change the indicators of achievement as there firstly was found miscalculations on the infrastructure construction work and secondly the design of the roads was changed on the request of local authorities this means that there are not enough resources available to achieve the original Outputs and Outcome. The length of the roads to be improved under the project has been reduced significantly from 20 km to 12,13 km a reduction of almost 40%.

The project has reviewed the number of indirect beneficiaries and increased the number from 334.000 to 386.000 this mainly because of an increase in the number of IDPs living in the areas where infrastructure is developed.

Towards the end of 2022 (75% of time expired) the project had managed to implement 60% of the activities and had spent 35% of the budget allocation. By June 2023 the delivery (using ILO's definition which is expenditure as % of Budget) is 37.6 %. The bulk of the budget is infrastructure (59% of budget). The delivery on infrastructure is 27%.

As part of the capacity building part of the project (Output 3) the project approved the nomination by MoPW & BDA of 3 applications for the online training course in conjunction with the International Training Centre of the ILO (ITC-ILO): Emergency Procurement- How to Procure Goods, Works and Services in Fragile, Conflict-Affected and Emergency Situations (Course No. A9713238JPR). The target group for this course is officers and managers working, or who may work- in fragile, conflict-affected and emergency situations whether they are government officials, relief officers, engineers, medical doctors, heads of units, or procurement specialists. The course does not follow the rules or procedures adopted by any single entity; instead, it is equally open to civil servants, staff of international organizations or local/international NGO's. Nevertheless, it highlights the practices recommended by major international organizations when it comes to emergency procurement. The MTE question if it was justified to allocate funds for the participation of three persons for the training. Of the 3 nominated participants, only 2 registered. 1 participant successfully

completed the course and was awarded a Certificate of Participation, while the other participant dropped out.

The investment in training people in cobblestone pavement will be justified if the technology will be used by other projects and in Baidoa in general. The perspective for this is in place as the stones are available locally and are cheap. Whereas asphalt under the current security regime must be transported in by air. There is also need for more workers for cobblestone paving and by that there are more employment opportunities. The perspective for the further use of the technology in the future are therefore good.

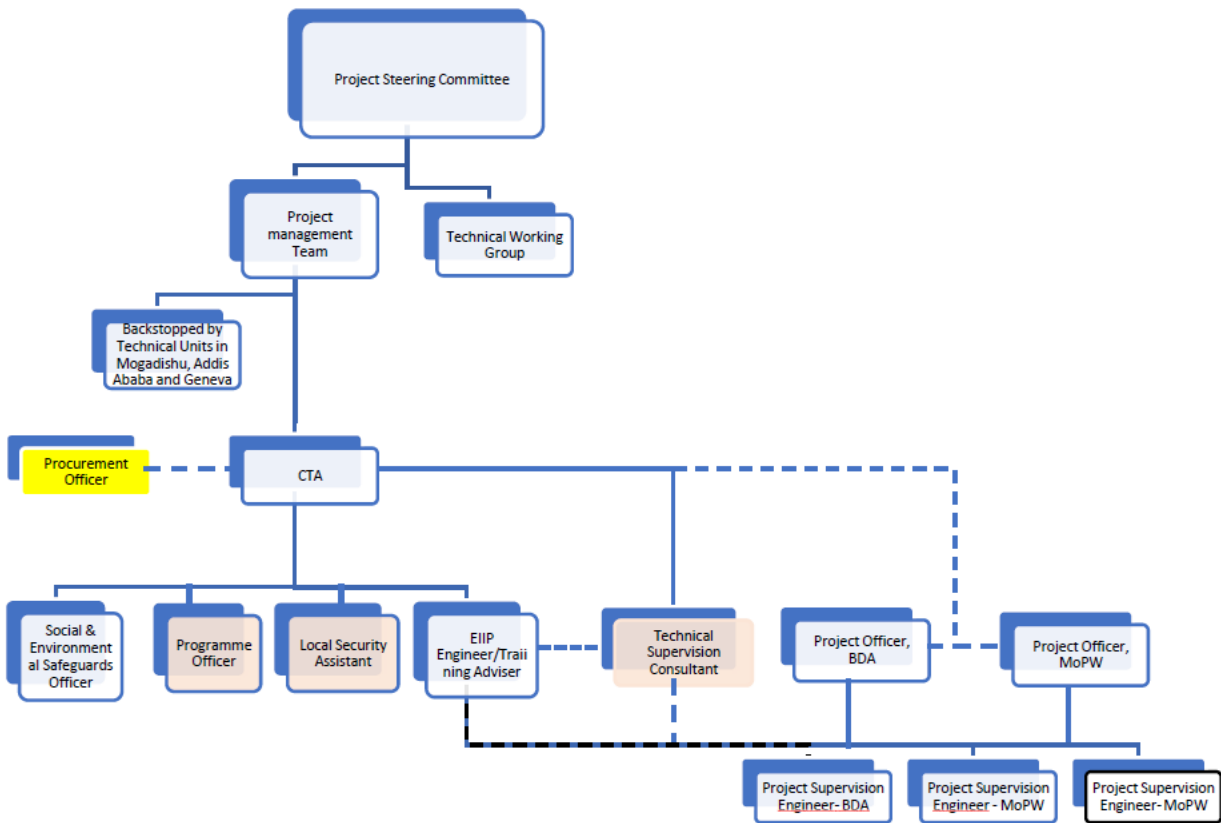
The project has faced significant delays in the implementation by June 2023 the delay is 18 months. A none-cost extension of the project till December 2023 has been granted. It is expected that a further extension can be needed.

The delays were caused partly by the COVID-19 pandemic and the restrictions on movement linked to this and partly because of the political dynamics and the unstable security situation in the country.

In accordance with the Project Document, ILO is required to establish a Technical Assistance Team to guide the implementation of the activities and build capacity of partners at local level. The process of setting up the team took longer than expected.

The project implementation set up is in place, comprising of a Chief Technical Adviser, EIIP Engineer/Training Adviser, National Programme Officer, Security Officer and Local Security Assistant. The project co-shares the services of a Procurement Officer and a Finance Assistant with other projects on a 75%/25% basis. The Project will further need to hire a driver in Baidoa.

As per PD the Project Management and technical staff was foreseen to be complimented as below:



The project initially intended to have a full-time ESSF Officer. However, a position of National Programme Officer was created, and an official recruited to improve coordination with government and communities and closely monitor the social safeguards. In addition, a foreign engineering firm was hired to support technical supervision, including assessment and mitigation of environmental impacts. ESSF monitoring and compliance checks are co-shared by the National Programme Officer and the projects technical supervision consultants and local engineers, with additional oversight and independent assessment provided by short-term consultants, who were hired to provide back up where the project team could not reach out because of the travel restrictions. The MTE finds that not all technical staff, external consultants and also the TPM might not have a full understanding of the specifics of the ILO as an institution build on the basis of tri-partism. Several of the interviewed partners had never heard about the DWCP which the current project is an important contributor to. The MTE recommends the ILO to conduct an introduction and sensitization workshop to all new technical staff and partners to expose them to the fundamental ideas behind the ILO. See Recommendation 11.

It was planned that the TPM would establish an online platform so that the project team could follow progress in real time, but this has till now not materialized and it is unlikely that it will be established in the project’s lifetime the MTE was informed. The TPM verified the projects baseline as well as the Conflict Assessment and found both of good quality with a few comments added only. The TPM noted that no household baseline survey had been conducted. It was therefore decided that the TPM would conduct a rapid household income assessment.

The project strategy is to use the Community Umbrella System (CUS) to secure local ownership and a fair selection of participants. It is however reported that the Mayor’s Office step by step has taken more and more influence on the selection process. The MTE did not find any initiative to mitigate this situation. The project is recommended to suggest a possible alternative modus operandi to avoid exclusion of key

stakeholders and by that minimize the risk of conflict between the different parts of the community and local and state administration.

Under the Implementation Agreements MOPW appointed two (2) Project Supervision Engineers (PSEs), while the BDA appointed one (1) PSE. The three (3) PSEs are reported to have been appointed through a competitive recruitment process. The project team supported MoPW and BDA in the recruitment process by advising on the ToR, evaluation criteria and participating in the interviews of possible candidates. The PSEs are employed with 100% salary reimbursement funded by the project. The PSEs commenced work as of 1 November 2020. The PSEs were involved in the conflict analysis and baseline study carried out by Swisspeace, the detailed design of infrastructure by the company Asal Builders, and the awareness and sensitization workshops for key decision makers and community leader carried out by MoPW and BDA respectively.

The coordination process between ILO, MoPW and BDA has been strengthened by conducting regular weekly meetings. The meetings are convened by ILO and attended by representatives appointed by the MOPW and by the Executive Mayor of BDA, and the Project Supervision Engineers. The purpose of the meetings is to discuss ongoing activities and plan for upcoming activities.

It is reported that for each infrastructure project, the detailed design report includes an Environment Impact Assessment (EIA), and measures to mitigate adverse environment impacts during construction, provisions for appropriate labour policies and practices comprising but not limited to:

- a grievance mechanism and procedure.
- a code of practice binding contractors/service providers to comply with appropriate labour conditions and practices with specific compliance requirements for notification/announcement of labour vacancies for each contract, recruitment criteria and process.
- payment of agreed wage.

The project team has in large till now been based outside Somalia and all in different location, this has naturally been a limitation for the teamwork and also for efficient use of the ILO Specialists. A good cooperation with the EMPL/INVEST department in HQ is reported. The HQ EIIP Specialists have been actively involved all the way and are participating in donor meetings as well as providing technical support to the project team. The MTE finds that the project could have benefitted from more active use of the expertise on gender available in the EMPL/INVEST department this the more that it is a challenge for the project to meet the target for participation of women in both construction activities and in capacity building.

The MTE finds that the ILO expertise could have been brought stronger in play on issues like grievance mechanism in relation to employment, labour policies and procedures, occupational safety and health during the construction/operational phase where development of documents were outsourced to consultancy service providers. The above mentioned are key fields of expertise within the ILO and hardly any other organizations have the same high level of expertise. The MTE finds it a missed opportunity that the in-house expertise has not been used in full. The project is recommended to make better use of the ILO expertise in the remaining part of the project lifetime especially in the field of OHS, gender and social dialogue with involvement of the ILO constituents.

The project is using significant human and financial resources on accountability this mainly due to the lack of physical presence of the team in Baidoa and also the donor through the TPM is using significant resources in this field.

The development project progress reports are delivered timely and of good quality even the complicated data collection very much depending on third part. As noted elsewhere the project design did not foresee a household survey to create a baseline for the project this makes it difficult for the project team to

documents progress in this field. A small income survey has been conducted by the TPM, but this does not give a full picture of possible changes in the household.

The MTE has noted that according to lists of participants some persons are participating repeatedly, and it is also to be noted that it is reported that in all trainings all participants participate in the full training, nowhere have any excused, fallen sick or dropped out. This is a remarkable result which the MTE Evaluators never have seen in any projects before this indicates if the reports are showing the full picture, an emerging good practise which the project should share for replication in other ILO projects.

There were in the first phase of the project implementation delays because of complicated procurement procedures which requested approval at HQ level due to the size of the project. Now the procedures have been streamlined and are not any more delaying the implementation.

The recruitment of staff is as described elsewhere in this report somehow complicated as all contracted workers have to be screened against EU, UN and local police screening lists due to security concerns.

The cobblestones are supplied by the contractors, i.e., there is no procurement of cobblestone by ILO. The contract (Standard ILO Construction Contract) obligates the contractors to observe the ILS incl. prohibition of child labour, decent working conditions etc. Compliance is monitored through CUS and the supervision consultant (review compliance checklist). Beyond the contractor (i.e. at Cobblestone quarry sites) the project cannot feasibly enforce compliance of ILS.

The MTE has noted that also CUS representatives were trained in workplace OHS by the project, the MTE cannot find the justification for this as these cannot be seen as a target group for such training.

5.5 Impact Orientation

The cobblestone technology has by the current project been introduced to the authorities in Baidoa it is however too early to call to what extent this technology will be in use in the future. As it can be expected that infrastructure renovation and expansion at the short- and mid-term will depend on donor funding it is a question to what extent the other donors will agree to use cobblestone technology. The experience gained from the current project will tell if the technology is suitable for the local weather and traffic conditions. The MTE was informed that mainly tuk-tuks and motorcycles are used for local transport. These kinds of transport might feel asphalt paved roads more comfortable. The MTE is however informed that no asphalt factories are operational in the area, and this therefore has to be transported by air to Baidoa a very expensive way of transport.

The project has decided to train 200 workers to semi-skilled level, but no reporting on possible assessment of demand. It is preferred in ILO skills projects that skills development is demand driven rather than supply driven. The MTE did not find evidence that the workers had been upgraded to certified semi-skilled workers as planned.

The new Labour Code foresees the establishment of a Labour Inspection system in Somalia. Even this is not an expected Output of the project. The MTE finds that it could be a good opportunity to offer to the partners to use the road construction as a testing field for the capacity building needed for the establishment of this system which can be expected to be supported by various Labour Administration projects, this would be a win/win opportunity for different ILO projects.

No household survey was conducted in the first round of assessments (conducted by Swisspeace/Safeworld). It is reported that no budget was available for a household survey. The lack of baseline data on households makes it very hard to measure to what extent the Development Objective will be met or if achievements can be noted in the increase of the socio-economic development of the target IDPs, returnees and host communities in Baidoa District. The TPM conducted a rapid assessment of household incomes to create a baseline for measuring impact of the cash for work activities.

The technical infrastructure improvement part of the project can relatively easily be scaled and replicated by other donors. It should however be realized that it is not likely that Somalia at the short- and mid-term will have the resources to do this by own means.

In the remaining part of the current project and in a possible future project it should be considered to establish a structured skills up-grading to improve the workers employability beyond the project and the contractors can within a given contract be obliged to train a certain number of workers.

The capacity building activities can be replicated with the resources developed within the current project if the government decides to give priority to this. The capacity building activities can be implemented in a low-cost set-up as trainers are available within the governmental structures.

The Mayor indicated to the MTE that his Office want to use the positive experience of the active involvement of the CUS in the work with the communities in their work and towards other projects as this create a much-needed trust between communities and authorities.

5.6 Sustainability

The project is foreseen to have a second phase, it is therefore not relevant to consider an exit strategy at this point. However, should the lessons learned from the current project be considered when developing the second phase.

Many efforts have been made to secure maximum local ownership to the project and its activities. The conflict potential and sensitivity in the relations between the different target groups have requested that different measures to secure local ownership is highly important. It is however reported that the potential for conflicts is growing due to rivalry between governmental institutions. This could have a negative impact on the sustainability of the trustful cooperation in place within the current project.

The MTE did not due to the given limitations evaluate the technical aspects of the quality, compliance with standards and the volume of work done. The MTE fully relies on the reports provided by engineers and the TPM according to which no complaints are filed concerning the quality and volume of work. The mayor's Office has expressed willingness to secure resources for maintenance, but other stakeholders recognize that it might be a challenge to maintain the new infrastructure after the lifetime of the project.

The project is using south-south support and experience sharing - the technical inputs on road construction comes from Kenya. Cobblestones are chosen because the stones are available locally this indicates a more sustainable approach to road construction.

The character of this project is only partly targeted on long term, sustainable contribution to the SDG. The primary beneficiaries have an immediate benefit of the project from the income they have from the work assignment. The workers trained in cobblestone paving could potentially have a new income generating profession if there will be a demand in the local market for their new skills. It is however a supply driven approach rather than demand driven, there are therefore no guarantee that they will use their skills beyond the project.

The government officials, contractors and other people trained in the EIIP approach can on the mid- and long-term use their new skills and by that contribute to the SDGs. The selected contractors were trained by the project on ESS, tender formulation, and labour management among others these skills can if used have a positive sustainability impact.

5.7 Cross cutting themes

The project has a target of 30% participation of women, this was however found by all stakeholders to be unrealistic. It was however decided to keep the target as indicator. There are some unclarity about the factual participation of women in the construction activities it is therefore difficult for the MTE to conclude

on the participation of women in these activities. The available statistical materials on women workers contracted provide figures that are hardly reliable as it indicates the same percentage month after month – 21,3%. Would be remarkable if no one have dropped out or fallen sick or in other ways have had to discontinue their employment.

Nine workshops were conducted on promotion of labour-intensive approaches with 250 participants, but not in all cases indication of male/female participation.

It is the impression from interviews with key informants that in trainings related to institutional capacity building that few women participate this can be justified by the fact very few women are working in the different governmental structures in general and in the technical departments in particular.

The MTE recommends that a stronger monitoring mechanism on women's participation is introduced.

By June 2023 with six months left of the projects lifetime the PSC is reported not to be in place yet. The MTE finds this highly problematic and recommends the ILO to give high priority to finding a solution to the issues related to the non-functioning of the PSC.

Before the draft Labour Code was presented in April 2022 a social dialogue framework had been non-existent in Somalia. The situation undermined the roles of employers and workers in the country's socio-economic and political processes. The Federation of Somali Trade Unions (FESTU), founded in March 2010, is the voice of the Somali workers and trade unions. It envisions a society where the Somali workers enjoy their rights, have access to social justice and equality, and their conditions of work help eradicate poverty and vulnerability. FESTU is a member of the International Trade Union Confederation (ITUC) and the African Trade Union Confederation (ATUC-Africa). FESTU represents the Somali Workers and Trade unions in regional, continental, and international meetings and promotes, cooperation, solidarity with other union movements. According to project staff it has been difficult to get the TU involved as their coverage is negligible and they have no local branches. The MTE however learned from interview with the FESTU leadership that they have an affiliated construction union and a branch in Baidoa. The MTE finds that the project should give priority to reach out to these worker's organisations – even they might not be strong, but by bypassing them their strength will not grow. FESTU has had a very challenging past, they were struggling for years to get recognized by the government. Nowadays they have gained a certain authority also on for example environmental issues the MTE was informed. There are 12 sectoral unions affiliated to the FESTU. The membership is increasing, and they have now 146.000 members. For the current project it should be of interest that FESTU has a group of trained OHS instructors.

On the employers' side the Somalia Chamber of Commerce and Industry (SCCI), founded in 1962 as a bridge between the private sector and the Government, was reactivated in March 2012 as a voluntary, non-governmental business association for Somali private businesses. The SCCI, representing employers in the country, draws its membership from Somalia's private companies across nine core sectors, including telecommunication, energy, trading, agriculture, fishery, livestock, finance/banking and remittance, aviation & transport, handcraft and tourism from the capital, Mogadishu and the FMS. SCCI aims to enhance business opportunities and ensure that its members take advantage of business opportunities locally, regionally and internationally. SCCI is the EO representative structure towards the ILO. In Baidoa a SCCI organisation is in place. Some of the contractors working within the current project are reported to be members of the SCCI.

The social dialogue framework in Somalia has been strengthened by establishing the Somali National Tripartite Consultative Committee (SNTCC). Constituted in July 2019, the SNTCC serves as a permanent social dialogue platform on all employment and labour-related issues. The SNTCC comprises the Federal Government (mainly represented by the Ministry of Labour and Social Affairs-MoLSA), Federal Member States labour ministers, employers (mainly represented by SCCI) and trade unions (represented by FESTU).

It is chaired by the Federal Minister of Labor and Social Affairs. Both the draft labour code and the DWCP was discussed and developed in a tri-partite setting this is a new development in Somalia.

The new Labour Code, developed through tripartite consultation and consensus, clearly defines the legal and regulatory framework for promoting effective social dialogue and tripartism in Somalia. It also lays down the procedures for registering trade unions and all unions' rights and responsibilities. It is expected that once the new Labour Code' provisions related to industrial relations are adequately enforced, the social dialogue regime in Somalia will be improved. This can strengthen the implementation of ratified Convention and by that application of ILS. The current project should contribute to this positive development.

In the light of the above information the MTE finds it problematic that the project has had no involvement with the social partners. Attempts were made to involve the Chamber of Commerce and Industry but this failed. The TU and EO are according to project staff only operational in Mogadishu. ACTRAV claims that there are local branches but according to project staff these in reality does not exist. The MTE understands from conducted interviews that there is strong difference in the way the project staff and management and ACTRAV and ACTEMP assess the situation concerning the social partners. Existence and/or presence of social partners in Baidoa. The MTE recommends that this is discussed and hopefully a way to a stronger involvement of social partners can be found.

ACTRAV has not been involved at all with the project the MTE was informed.

ACTEMP informed the MTE that there are excellent experiences from a similar project in Tunisia, where ACTEMP has conduct a lot of training on the same issues as are in question in Somalia in relation to participation in tenders etc. The trade unions are very much active in this project and do a lot of work with the EO. The MTE suggests that the current project study the experiences from Tunisia to strengthen the involvement of social partners.

The project does not have any specific environmental agenda. Two climate related issues could however be mentioned: Copple stone paving is a fare less polluting technology than ex. asphalt paving on the other hand could the improved roads lead to more traffic of polluting cars and trucks.

Conclusion

The project is operating in a difficult environment due to the security situation in the country and has in addition its first years of implementation were confronted with the COVID-19 pandemic and the following from these restrictions in movement leading to significant delays in the implementation. By June 2023 the delay is 18 months from the original plan. With a current end date by December 2023, it can be expected that the project even implementation has been speeded up will need further extension.

Relevance and strategic fit

The project is missing baseline data on traffic and business turnover to be able to document improvements. It is the evaluations impression that the roads are well received by both IDPs and host communities and that they all feel well involved with construction works.

The third element of the project the capacity building of staff from governmental institutions and others is progressing, but as the institutions have few employees and the technical capacity low it is difficult for the trained staff to use their new knowledge in practice.

Coherence

The project has the potential to play a constructive role in the realization of the DWCP as well as the proposed new labour law. Through this it can contribute well to the national development plans and the SDGs.

Effectiveness of project implementation and management arrangements

It has been a challenge for the project to reach the target of 30% women to be contracted for work. The MTE recommends conducting an analysis to find new ways to engage more women in the work.

The project is confronted with some challenges when it comes to working and employment conditions. There are issues concerning wages, OHS, insurance, training and length of contracts which the project management is recommended to look into and improve. The MTE finds that the project should do more efforts to involve the social partners in project activities. Relations with MoLSA SWS should also be improved as there are some disagreements concerning the project.

Efficiency of resource use

The inclusive approach for selection of workers to be contracted is well received by all stakeholders as it is those most in need who gets the contracts, and it stimulates the interaction in the communities, and it helps the authorities in building up trust with communities. The mayor wants to use the approach towards other projects.

The procurement process has proven complicated but after some difficulties in the beginning the procurement is now running smoothly with no delays.

The spending is behind schedule as the project is 18 months delayed, but if measured towards the work done till now the spendings are following the implementation well. It should be noted that the increase in prices, changes in design and some miscalculations in the beginning of the project implementation has led to less ambitious targets for the volume of roads to be built.

Sustainability

The sustainability of this project will be in the roads constructed and as the local authorities have indicated that they will take upon themselves the maintenance of the roads the perspectives for sustainability are fine. The training of governmental officials is not likely to be sustainable as continued training activities will depend on external funding.

Impact orientation

The projects infrastructure construction activities are well received, and the local authorities express their satisfaction with the progress and the improved access to social and medical facilities for the IDPs living in the areas where roads are constructed. The improved roads also improve movement and access for humanitarian organizations to deliver services to the IDPs. It is too early to say to what extent the improved roads and markets will lead to measurable improvement for micro and small businesses in the area.

The fact that people in the selected areas now have an income from work and this money are spent in the local area has a positive impact on the general social and economic situation in the communities. As no household baseline was established at the beginning of the project it is difficult to document the impact the income has on the family livelihood. The MTE however understand that there are many positive stories of the incomes giving the IDPs a basis for moving on with their life.

It is hard at this stage to measure the possible impact of the training provided to governmental officials.

Recommendations

Recommendation 1:

The Project Team is recommended to ensure that the employers (Chamber of Commerce and Industry) and the workers (Federation of Somalian Trade Unions) and also ACTRAV and ACTEMP are integrated into the project activities where relevant. *ILO, Priority high, Time frame Shorter, No resource*

Recommendation 2:

The Project Team is recommended to secure full reporting on the gender balance in all activities. Even in cases where there are 100% male participation this should be reported. As this project has a strong commitment to include women and youth it is utmost important that data are available for possible needed adjustments to the project activities to make them more inclusive. *Project Team, Priority high, Time frame Shorter, No resource*

Recommendation 3:

An Outcome Harvesting workshop should be conducted and based on the discussions of realistic Outcomes and changes to be expected a ToC should be developed. *Project Team, Priority high, Time frame Shorter, Few resources*

Recommendation 4:

The ILO is recommended to conduct a gender analysis and in this include an investigation into the push and pull factors for women's engagement with the construction sector incl. understanding of possible employment possibilities in related sectors. *ILO, Priority medium, Time frame Longer, No resource*

Recommendation 5:

The ILO is recommended to take action to secure that the PSC is operational as per its ToR. take benefit of its outreach to its constituents and secure their active involvement in the governance of the project. The EO (Chamber of Commerce) and the trade union federation should be invited to join the PSC or as a minimum the TWG. *ILO, Priority high, Time frame Shorter, No resource*

Recommendation 6:

The ILO Project Team is recommended to offer to contractors participating in a bidding process but not winning that they can be advised by the expert how to improve their offers so that they improve their chances for winning future contracts. *ILO/Project Team, Priority medium, Time frame Shorter, No resource*

Recommendation 7:

The ILO Project Team is recommended to establish a tracer study on the career path of the workers engaged with the construction work within the current project to see if there is an (unexpected) impact on their longer- term employment situation. *ILO/Project Team, Priority medium, Time frame Longer, Some resources*

Recommendation 8:

The project partners are recommended to consider including maintenance and cleaning of roads build under phase one in a possible phase two this to secure longer term maintenance and increase the number of jobs attractive to women. *ILO and Donor, Priority medium, Time frame Longer, Few resources*

Recommendation 9:

The project is recommended to strengthen the contractors/employer's compliance with their contractual obligation to conduct safety training on "day one" of the employment. It should be tested by the Project Team and/or the TPM if the workers understand the potential hazards and how to use PPE. Also, the

Contractors must secure that required PPE of good standard is provided to the workers. *Contractors and ILO Project Management, Priority high, Time frame Shorter, Few resources*

Recommendation 10:

The ILO Project Management is recommended urgently to take action to secure that the workers involved with the project are covered by a workplace accident insurance. *ILO Project Management, Priority high, Time frame Shorter, Resource needs to be investigated*

Recommendation 11:

The ILO is recommended to take action to secure that new technical staff and new partners are introduced to fundamental principles, ideas, and the nature of the ILO this to ensure that all who have influence on the progress of the project understands the political background for the intervention from an ILO point of view. *ILO, Priority medium, Time frame Shorter, Few resources*

Lessons Learned and Emerging Good Practices

The evaluation finds the following Lesson Learned and Emerging Good Practice:

Lesson Learned: This project has due to objective reasons been very much dependent on remote management both towards staff and implementation sites. With staff based in different countries and no presence of staff at the implementation site it has been a challenge to manage the project implementation even many experiences were accumulated during the pandemic it has proven complicated to run a full project remotely.

Emerging Good Practice: The project has chosen a very inclusive approach when selecting potential beneficiaries who are going to be contracted for work (Cash for Work) in the infrastructure construction activities. The engagement of community leaders through the Community Umbrella System (CUS) in the selection of beneficiaries has, according to various informants proven to have had a positive impact beyond what could be expected. The tension between the target groups is less and the selection of workers most in need has been received positively in the community. The CUS has proven so successful that the Major's Office will replicate the approach in relation to other projects.

Annex I – Evaluation schedule

Phase	Tasks	Dates
Desk review and Inception Report	<ul style="list-style-type: none"> - Desk review. - Initial briefing and consultation with the project team. - Elaboration of the Inception report (i.e. evaluation methodology, questions, instruments, etc.) - Finalization of inception report incorporating the ILO's comments 	July 23
Data collection and stakeholders' workshop	<ul style="list-style-type: none"> - Interviews with key stakeholders + Preliminary findings briefing 	July and August 23
First draft	<ul style="list-style-type: none"> - Development and submission of draft evaluation report with all annexures 	August 23
Stakeholders' Feedback	<ul style="list-style-type: none"> - Circulate draft report to key stakeholders - Consolidate comments of stakeholders and send to team leader 	Sept23
Final report	<ul style="list-style-type: none"> - Finalize the report after receiving comments 	October 23

Annex II List of informants

	Gender	Organization, Institution, agency, Project	Name	Position
1	M	Baidoa District Authorit(BDA)	Hon. Watiin Abdullahi Ali	Mayor
2	M	Ministry of Public Works, Rehabilitation & Housing	Hon. Dahir Abdi Abdullahi	Minister
3	M	Ministry of Public Works, Rehabilitation & Housing	Mr. Abdifatah Yusuf	Project Manager/Focal Point
4	M	ILO	Henry Danso	Senior EIIP Specialist, CO-Addis Ababa
5	M	ILO	Chris Donnges	Head of Unit, EMP/INVEST
6	M	ILO	Stephen Muthua	CTA
7	M	ILO	Abdi Abdullahi Keynan	Programme Officer
8	M	ILO	Jimale Ahmed Dahir	EIIP Engineer/Training Adviser
9	M	ILO ACTRAV	Mban Kabu	Workers Specialist
10	M	Baidoa District Authorit(BDA)	Mr. Abdikadir Abdinor	Project Manager/Focal Point
11	F	KfW	Ms.Julia Morawietz	Portfolio Manager

12	M	KfW	Achim Jaup	Technical Advisor
13	F	Altai Consulting	Sagal Hersi	Project Manager
14	M	ILO ACTEMP	Farid Hegazy	Senior Employers Specialist
15	M	Ministry of Public Works, Rehabilitation & Housing	DG. Abdullahi Sheik Hussein	Director General
16	M	FESTU	Omar Faruk Osman	General secretary
17	M	ILO	Alexio Musindo	Director, CO-Addis Ababa
18	M	ILO	Peter Kuya	Security Officer
19	F	ILO	Martha M. Espano	Gender Specialist EMPL/INVEST
20	M	MoLSA	Mohamed Sufi Adan	DG MoLSA
21	M	South West Chamber of Commerce	Mohamed Adam	Managing Director

3 females and 18 males

In total 21 informants

In addition to the above took 35 people part in 5 FDGs of these were:

Women:10

Male: 25

Youth: 8

Disabled: 1(Male)

Annex III Documents reviewed

- ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th ed (2020) 3rd ed.
http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
- Code of conduct form (To be signed by the evaluation teams)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
- Checklist No. 3: Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
- Checklist 5: preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
- Checklist 6: rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

- Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
- Guidance note 7: Stakeholders participation in the ILO evaluation h
https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm
- Guidance note 4: Integrating gender equality in the monitoring and evaluation of Projects h
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- UNEG Ethical Guidelines for Evaluation
<http://www.unevaluation.org/document/download/548>
- ILO Employment-Intensive Investment Programme (EIIP) Guidance
- Conflict and Peasebuilding Analysis, swisspeace 2021
- Local resource-based approaches and community infrastructure. Addressing local needs through local resource-based approaches. Employment-Intensive Investment Programme (EIIP) ILO
- Creating jobs through public investment EIIP ILO 2018
- Somalia Decent Work Country Programme 2021-2025
- Monitoring and Verification Report, Altai Consulting, 10/2022
- Assessment Report, Altai Consulting, 2021
- Monitoring and Verification Report, Altai Consulting, 8/2022
- Feasibility Study, ILO/Mapsoft Africa, 2020
- Inception Report, Altai Consulting, 2021
- Minutes KfW Mission, April 2022
- Project Proposal for the Partnership for Prospects Initiative, 05.12.2019
- Final Completion Report for Project Supervision, SOMEK, 11/2022
- Training Report on Community sensitization workshop for SIGAALE-market, ILO, 2021
- Progress Report 10, ASAL Builders LTD, 02/2023
- National Development Plan (NDP-9), 2020-2024
- Standard Procedures for Inception and Site Meetings, KfW/ILO
- EIIP Guidance, COVID-19, ILO, 2020

Annex IV: Results against Indicators as of March 2023

Objective/Outcomes/Outputs	Performance Indicator	Baseline	Target	Mid-term Evaluation Findings										
Development Objective Increased socio-economic development of selected IDPs, returnees and their host communities in Baidoa district.	<p>Development Indicator 1: Increase in household income (%) Measure: % of HH earning less than \$ 50 per month</p> <p><u>Revised Indicator:</u> Target Group Revised Target Baseline15 IDPS 33% 27% Returnees 28% 22% Host Community 16% 12%</p>	<p>Initial Baseline value (2019):</p> <ul style="list-style-type: none"> • IDPs: 50-70 USD/month • Host community: 150-225 USD/month 	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;"></td> <td style="width: 50%; text-align: right;">Revised</td> </tr> <tr> <td style="text-align: right;">Target Group</td> <td style="text-align: right;">Target Baseline15</td> </tr> <tr> <td style="text-align: right;">IDPS</td> <td style="text-align: right;">33% 27%</td> </tr> <tr> <td style="text-align: right;">Returnees</td> <td style="text-align: right;">28% 22%</td> </tr> <tr> <td style="text-align: right;">Host Community</td> <td style="text-align: right;">16% 12%</td> </tr> </table>		Revised	Target Group	Target Baseline15	IDPS	33% 27%	Returnees	28% 22%	Host Community	16% 12%	N/A no household survey conducted
	Revised													
Target Group	Target Baseline15													
IDPS	33% 27%													
Returnees	28% 22%													
Host Community	16% 12%													
	<p>Development objective indicator 2:</p> <p><i>Original Indicator: Proportion of residents in the target communities who perceive tensions between returnees, IDPs and host communities in the target areas to have reduced.</i></p> <p><u>Revised Indicator:</u> Proportion of residents in the target communities who perceive relations within their community to have improved.</p> <p>Measure: % of Population segment who perceive relationships as positive</p>		<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;"></td> <td style="width: 50%; text-align: right;">Target</td> </tr> <tr> <td style="text-align: right;">Target Group</td> <td style="text-align: right;">85%</td> </tr> <tr> <td style="text-align: right;">IDPS</td> <td style="text-align: right;">80% 85%</td> </tr> <tr> <td style="text-align: right;">Returnees</td> <td style="text-align: right;">73% 85%</td> </tr> <tr> <td style="text-align: right;">Host Community</td> <td style="text-align: right;">85%</td> </tr> </table>		Target	Target Group	85%	IDPS	80% 85%	Returnees	73% 85%	Host Community	85%	N/A no survey conducted
	Target													
Target Group	85%													
IDPS	80% 85%													
Returnees	73% 85%													
Host Community	85%													
	<p>Development objective indicator 3: IDPs women reporting to have improved their situation as a result of increased access to income generating activities through the project</p>	Baseline value: 0	Target value: 4%	N/A										
Outcomes Improved and sustainable access to basic, economic and social services, transport, and employment opportunities	<p>Outcome indicator 1: <i>Original Indicator: Reduction in travel times to social services (%)</i></p> <p>Revised Indicator: No. of men & women in target communities with access to improved (all-weather) road and pedestrian infrastructure within 500 m radius.</p>	Baseline Value: 0	Target Value: 138,000	N/A										
	<p>Outcome Indicator 2: <i>Original Indicator:</i> <i>Number of men and women in target communities who benefit from improved access to infrastructure and services as a result of the project</i></p> <p><u>Revised Indicator 2:</u></p>													

Objective/Outcomes/Outputs	Performance Indicator	Baseline	Target	Mid-term Evaluation Findings
	New businesses along improved roads/transport/economic corridors:	Baseline: 0	Target: 60	N/A
	<u>Indicator 3:</u> Number of new businesses in improved markets	Baseline value:0	Target Value: 150	N/A
Output 1 Improved productive infrastructure in and to IDP and returnee settlements and their host communities	<u>1.1 Project areas identified and projects selected</u> The number of project measures types identified for implementation	Baseline value: 0	Target value: At least 3	N/A
	The number of community sensitization and mobilization workshops organised to ensure community participation in project list finalisation.	Baseline value: 0	Target value: 2	6
	1.2 infrastructure constructed to quality standard and works completed within project period Output 1 indicator 1: Km of roads rehabilitated	Baseline: 0: km	Target value: 12.1km	3,47km completed 4.81km in progress
	Output 1, Indicator 2 (new): Km of pedestrian walkways constructed	Baseline: 0	Target: 15km	N/A
	Output 1 indicator 3: % of projects built to quality standards and completed on time	Baseline: 0%	Target value: 80%:	Quality is reported to be OK, but the project has strong delay (18 months)
	Environmental safeguard, labour related and OSH clauses included in tender/contract documents			No target established
	1.3 Project impact documented Baseline line and end line data collected in 4 communities Project results presented in workshops and seminars	Baseline 0	Impact assessment completed for 4 communities end of year 3 Target: 4	End of project End of project

Objective/Outcomes/Outputs	Performance Indicator	Baseline	Target	Mid-term Evaluation Findings
Output 2 Immediate opportunities for employment created for IDPs, returnees and their host communities	2.1 Employment opportunities created by project activities Output 2 indicator 1: Number of jobs created with a duration of at least 40 days	Baseline value: 0	<i>Original Target value: 4,900 (30% women and 60% youth)</i> <u>Revised Target value:</u> 4,100 (30% women, 60% youth)	N/A
	Output 2 indicator 2: Number of person-days of short-term employment created	Baseline value: 0	<i>Original Target value: 295.000</i> <u>Revised Target Value:</u> 207,000 (30 % women, 60 % youth)	N/A
	Output 2, indicator 3: (new) Income earned by local workers from employment:	Baseline value: 0	<i>Original Target value: N/A</i> <u>Revised Target value:</u> \$1,404,000.00	Missing data on net wage received by workers
Output 3 Capacity of Baidoa Municipal Authority and MPW-SWS strengthened to support project implementation and sustain approaches introduced.	3.1 MPW-SWS and Baidoa District Authority staff trained to construct infrastructure using local resources Output 3 Indicator 1: Number of staff trained on labour intensive technology	Baseline: 0	Target Value: 5	5
	Output 3, Indicator 2 (new) No. of workers trained to semi-skill level of cobblestone technology	Baseline: 0	<i>Original Target value; N/A</i> Target Value: 200	0 – no one trained
	3.2 Capacity of contractors in implementing labour-intensive infrastructure projects is strengthened			
	Output 3 Indicator 2: Number of contractors trained and implementing projects using LRBT 2 workshop on OSH, decent work, working conditions and gender equality conducted	Baseline: 0 Baseline: 0	Target value: 10 Target value: 2	13 trained N/A

Objective/Outcomes/Outputs	Performance Indicator	Baseline	Target	Mid-term Evaluation Findings
	<p>3.3 Project partners and local communities trained in maintenance of infrastructure Information on labour-based maintenance approaches provided to project partners</p> <p>Maintenance regime developed and institutional arrangement for infrastructure maintenance proposed</p> <p>4 Community maintenance contractors formed and trained and equipped with basic hand tools to carry out maintenance works</p>			No maintenance training conducted
	<p>3.4 Capacity of direct beneficiaries in the construction of infrastructure is strengthened.</p> <p>Output 3 Indicator 4: Number of direct beneficiaries trained in basic business skills</p>	Baseline: 0	Target value: At least 400	0 – not planned

Annex V: Lesson Learned and Emerging Good Practises

Template 4.1

Mid-term Independent Evaluation: “Creating Decent Work Opportunities for Somali Internally Displaced People (IDPs), Returnees and Host communities through Employment-intensive Infrastructure Improvement”

Project DC/SYMBOL: SOM/19/01/DEU

Name of Evaluator: Sten Toft Petersen, International Consultant, and Mohamed Bille Ali, National Consultant

Date: 02 July 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	This project has due to objective reasons been very much dependent on remote management both towards staff and implementation sites. With staff based in different countries and no presence of staff at implementation site. Has been a challenge even many experiences were accumulated during the pandemic it has proven complicated to run a full project remotely.
Context and any related preconditions	First the COVID-19 limited the movement of staff and secondly the security situation in Somalia made it impossible to have staff on the ground in Baidoa.
Targeted users / Beneficiaries	It has been a lesson learned for all stakeholders. The end beneficiaries have only been indirectly affected.
Challenges /negative lessons - Causal factors	The remote management has made it a challenge to create strong team spirit. It has proven difficult to establish trustful relations with some key stakeholders such as the MOLSA and social partners. These stakeholders are normally seen as critical for any ILO intervention.
Success / Positive Issues - Causal factors	The project management has even the challenges secured progress in the project implementation.
ILO Administrative Issues (staff, resources, design, implementation)	The ILO could consider training project managers in crisis and remote project management.

Template 4.2

Mid-term Independent Evaluation: “Creating Decent Work Opportunities for Somali Internally Displaced People (IDPs), Returnees and Host communities through Employment-intensive Infrastructure Improvement”

Project DC/SYMBOL: SOM/19/01/DEU

Name of Evaluators: Sten Toft Petersen, International Consultant, and Mohamed Bille Ali, National Consultant

Date: 02 July 2023

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

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project has chosen a very inclusive approach when selecting potential beneficiaries who are going to be contracted for work (Cash for Work) in the infrastructure construction activities. The engagement of community leaders through the Community Umbrella System (CUS) in the selection of beneficiaries has according to various informants proven to have had a positive impact beyond what could be expected. The tension between the target groups is less and the selection of workers most in need has been received positively in the community. The CUS has proven so successful that the Major’s Office will replicate the approach in relation to other projects.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	To realize this potential a CUS should be established if not already in place. It should be carefully considered which types of tasks the CUS can be asked to take the lead on. In the current project grievance handling is also placed with the CUS here an intervention should be careful not to substitute regular industrial relations with CUS.
Establish a clear cause-effect relationship	The fact that people thanks to the transparent and inclusive approach can see that there is no nepotism or corruption in the selection lead to a more trustful relation also with the local authorities.
Indicate measurable impact and targeted beneficiaries	A positive impact is a decrease in conflicts between groups this is not measurable, but interviews with the stakeholders indicates this impact. Because of the absent of a household baseline, it cannot be documented that it is those most in need who are contracted but this is confirmed by all stakeholders.
Potential for replication and by whom	This approach can be used by project managers and in project design towards all community related interventions.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The inclusive approach is relevant for testing mid- and long-term strategies.
Other documents or relevant comments	N/A

VI Terms of Reference

Terms of Reference

Mid-term Independent Evaluation

Creating Decent Work Opportunities for Somali Internally Displaced People, Returnees and Host Communities Through Employment-intensive Infrastructure Improvement

November 2022 – March 2023

Title of the project to be evaluated	Creating Decent Work Opportunities for Somali IDPs, Returnees and Host Communities through Employment-intensive Infrastructure Improvement
TC Code	SOM/19/01/DEU
Administrative Unit responsible for administrating the project	ILO Country Office (CO)-Addis
Technical Unit(s) responsible for backstopping the project	ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan, and South Sudan, and for the Special Representative to the AU and ECA. ILO Decent Work Team Cairo.
Project implementation date	Dec 2019 – Dec 2023
Geographical coverage	Federal Republic of Somalia
Funder	Germany/KfW
Budget	EUR 9,900,990
Type of evaluation	Independent Mid-Term
Evaluation Manager	Abdelmalik Muhammed

Acronyms

CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EIIP	Employment-Intensive Investment Programmes
Eval	ILO Evaluation Office
IDPs	Internally Displaced People
ILO	International Labour Organization
MOLSA	Ministry of Labour and Social Development
MoPIED	Ministry of Planning, Investment and Economic Development
MoPW	Ministry of Public Works
NDP	National Development Plan
NEP	National Employment Policy
PSC	Project Steering Committee
ROAF	Regional Office for Africa
SNIS	Somalia National Infrastructure Strategy
TWG	Technical Working Group
UN JPLG	United Nations Joint Programme on Local Governance

I. Background

Over three decades of state disintegration, conflict and continuous displacement, Somalia shows relatively promising signs of increased stabilisation and recovery. Following the conclusion of the presidential elections on 15th May 2022, the country transitioned out of a political stalemate and organised a peaceful government transfer. Moreover, the government authority and services are slowly established though insurgency, poverty, inter-communal conflict, and natural disasters threaten the stabilisation and development gains. High vulnerability to shocks of livelihoods and limited economic diversification are contributing to food insecurity and pushing a large proportion of the population to migrate.

Somalia currently faces the worst drought in decades due to the consecutive rain fails, destroying crops and pushing food and fuel costs upwards. Seven million people – out of the 16 million population – are estimated to be at the risk of famine if humanitarian aid is not scaled up. The situation in the Bay region is particularly alarming as the threshold for acute malnutrition for famine (IPC Phase 5) is reached in Baidoa district. Equally, the mortality (Crude Death Rate) has reached the emergency threshold (IPC Phase 4) in agropastoral areas of Bay region and Burhakaba district. More alarmingly, the death rates among children are at the emergency threshold in the same area.

As a result, the current drought has forced a considerable displacement of people, particularly vulnerable populations. The displaced populations, including youth and women, are particularly unable to find employment and income-generating opportunities, yielding higher levels of poverty and deprivation. Coupled with rampant insecurity, poor infrastructure and limited access to support centres, markets, and essential social services impede the delivery of humanitarian aid, growth and recovery.

The ILO's Employment-intensive Investment Programmes (EIIP) is a response mechanism for mitigating risks and vulnerabilities associated with unemployment, poverty, and climatic shocks that adversely impact the population's wellbeing. It promotes inclusive growth for disadvantaged groups through short-term job creation, increases in income and creates sound infrastructure enabling access to markets and services, contributing to greater productive economic activity for individuals and their communities. Where displacement is pervasive, EIIP provides an important means of injecting income into the local economies, ensuring internally displaced people (IDPs), returnees and host communities benefit from paid wages for working on community projects under decent working conditions. It enables vulnerable community members with options of earning wages to meet immediate needs in return for work on construction, restoration or maintenance of priority public or community assets necessary to support service delivery and revive productive sectors.

Additionally, the EIIP builds capacity within government at various levels and in the private sector to effectively provide various services, emphasising market-driven local capacity in communities, local government authorities and domestic industries. The advantage of relying on locally available resources is that a substantial portion of investments is channelled into the local economy, creating new jobs and increased business opportunities for local industries. Though EIIP was primarily used in delivering public road works, it can be tailored to other public works, such as energy infrastructure, general construction, natural disaster resilience, and social protection etc.

II. ILO Development Cooperation project

The “**Creating Decent Work Opportunities for Somali Internally Displaced People (IDPs), Returnees and Host communities through Employment-intensive Infrastructure Improvement**” is a four-year (Dec 2019 – Dec 2023) project funded by Germany/KfW in Somalia. The International Labour Organisation (ILO) implements the project in close cooperation with the federal, state and district-level government institutions, including the federal and Southwest State Ministries of Public Works, Labour and Social Development, Planning, Investment and Economic Development and Baidoa District Authority.

The overall objective of the project is to increase the socio-economic development of the target IDPs, returnees and host communities in Baidoa District, whereas the immediate objective is to improve access to basic economic and social services, transport and employment opportunities through the construction and maintenance of key infrastructure assets.

The project has the following two mutually reinforcing components:

1. Infrastructure development and creation of employment opportunities to the target groups through the use of ILO’s employment intensive investment approach.
2. Capacity building of the Ministry of Public Works at State level and Baidoa district authority with focus on institutional, technical and managerial aspects of infrastructure development and maintenance (planning, design, implementation, supervision/monitoring and evaluation) using employment intensive methodology, contractors and casual labourers.

At the end of the project, it is expected to achieve the following outputs:

- Improved access to IDP settlements: completion of 20 km of roads with solar lights, spot improvement of 2 markets, installation of 2 culverts, and the basic routine maintenance.
- At least 295,000 short-term employment opportunities created for the target beneficiaries
- Technical capacity of the key institutions in the infrastructure sector at local level and private sector developed/strengthened.

The ILO implements the project in close cooperation with the state-level MoPW (MoPW-SWS) and the Baidoa District Authority. ILO is also responsible for the procurement and contracting of the contractors based on competitive bidding. However, ILO engages government and social partners in the planning, selection and implementation of interventions in a consultative process. Moreover, the government counterparts are involved in the technical designs and studies, training and supervision of works.

Regarding the coordination with local institutions, the project implementation is monitored by a Project Steering Committee (PSC) with its members comprising the Federal Ministry of Public Works and ILO (Chairs), Ministry of Planning, Investment and Economic Development, Ministry of Labour and Social Affairs, Baidoa District Government and KfW. Organised twice a year, the PSC provides strategic guidance and oversight to the project implementation, monitors progress and challenges, and facilitates engagement with national and state-level coordination. Moreover, a Technical Working Group (TWG) was established to provide operational and technical support

to the project components' delivery. The TWG is chaired by the Federal Ministry of Labour and Social Affairs (MOLSA) with the participation of the Ministries of Public Works (MoPW), Planning, Investment and Economic Development (MoPIED), South-west State Ministry of Labour, Mayor of Baidoa, social partners, ILO and other relevant development organisations.

III. Project management arrangement

The project is managed by a project team in Baidoa, Somalia, who comprises of a Chief Technical Adviser (CTA), Social and Environmental Safeguards Officer, EIIP Training Engineer, Security Officer, Administration and Finance Officer, Procurement Officer and a Driver. The project management team is responsible for the administrative, operational, and technical supervision and implementation of the project interventions. Moreover, the project is supported by ILO Offices in Mogadishu and Geneva for issues related to the technical and administration areas. Additional technical backstopping is also provided by the ILO Decent Work Team based in Cairo, Egypt.

The project implementation overlapped with the advent of the Covid-19 pandemic, recurrent droughts and instabilities partially emanating from the elections. Consequently, the project has reported up to June 2022 the achievement of the following results:

Component	Outputs	Cumulative results
Infrastructure development and employment creation	<p>Improved access to IDP settlements:</p> <ul style="list-style-type: none"> About 12.18 of roads with solar lights, Spot improvement of 2 markets Installation of 1 culvert, and the basic routine maintenance of completed infrastructure. <p>Decent employment opportunities created:</p> <ul style="list-style-type: none"> 213,000+ worker-days of employment created 24 per cent of infrastructure work budgets directly paid as wages and injected into reviving the local economy. 	<ul style="list-style-type: none"> Projects identification and detailed designs completed. Conflict analysis workshop conducted Baseline study completed; Procurement of engineering consulting firm to support in technical supervision completed. Contracts for LOT 1 & 2 construction works signed and implemented underway.
Capacity building	Technical capacity of the key institutions in the infrastructure sector at local level and private sector developed/ strengthened	<ul style="list-style-type: none"> Implementation agreements signed Project Supervision Engineers recruited. 210 persons from Government, Civil society, contractors, communities and workers trained.

IV. Evaluation background

The ILO considers evaluation as an integral part of the implementation of development cooperation activities. The evaluation in the ILO is for the purpose of accountability, learning, implementation improvement and building knowledge. It should be conducted in the context of

criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

The project will follow the ILO Policy on Evaluation for Technical Cooperation projects and the Development Cooperation Internal Governance Manual. A project of this nature with a budget of over US\$5 million, requires; al mid-term evaluation and a final independent evaluation, both managed by ILO/EVAL, separate from the project management team, and conducted by independent evaluation consultants.

V. Evaluation purpose, scope and clients

Purpose:

This mid-term evaluation will review the project design, implementation, effectiveness, efficiency, relevance and sustainability and make actionable recommendations for the remaining period of the project towards delivering improving delivery and sustainability of outcomes.

The specific objectives of the evaluation are to:

- a. Establish the relevance and coherence of the project design and implementation strategy in relation to the national development frameworks, beneficiary needs and ILO and UN policy frameworks and the SDGs.
- b. Analyse the implementation strategies regarding their potential effectiveness in achieving the project outcomes, identifying factors affecting project implementation (positively and negatively).
- c. Identify unexpected positive and negative results of the project.
- d. Assess the extent to which the project outcomes will be sustainable
- e. Assess the project immediate and potential long-term impact, with special consideration on the results on capacities of the relevant institutions and target beneficiaries.
- f. Identify lessons learned and potential good practices for the key stakeholders.
- g. Provide strategic and actionable recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives.

Scope of the evaluation:

This mid-term evaluation will focus on the project's implementation as of October 2022. It is expected to review and assess all the results and key outputs that have been produced in this period. Geographically, the project implementation is notably focused on Baidoa District. However, the project is equally expected to provide overarching technical support to core constituents at federal and state levels.

The evaluation will ensure that ILO's cross-cutting themes -gender equality and non- discrimination (e.g. people with disabilities), social dialogue, international labour standards and fair transition to environmental issues – are taken into consideration as per the EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation.

Clients of the evaluation:

The primary users of the evaluation are the Government of Somalia at federal, state and district levels, as implementer and recipient country, workers and employers' organisations, implementing partners, the ILO project technical unit, the ILO CO-Addis, the ILO DWT Office in Cairo, the ILO Regional Office for Africa (ROAF), and the relevant technical units in ILO Headquarter and the donor, KfW.

VI. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria (in line with the DAC criteria, UNEG guidelines and ILO evaluation policy guidelines):

- Relevance and strategic fit;
- Coherence
- Effectiveness of project implementation and management arrangements;
- Efficiency of resource use
- Sustainability;
- Impact orientation.

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the mainly, but not only, indicators in the logical framework of the project. The list of questions presented below should be reviewed and adjusted during the preparation of the Inception report. Any adjustment should be approved as part of the approval of the inception report.

Key Evaluation Questions

The evaluation team shall examine the following key issues:

Ref	Evaluation criteria	Definition
1	Relevance and strategic fit	<ul style="list-style-type: none">• To what extent are the project objectives aligned to beneficiaries needs, policy frameworks and strategies at national and district level, taking into account the multiple crisis (Covid-19, drought, food and fuel prices upsurge, political situation and resultant displacement) in Baidoa and the wider country?• To what extent has the project fit in and compliment with the draft Decent Work Country Programme (DWCP), ILO Country Programme Outcomes (CPOs), UN Strategic Common Framework (UNSCF) and SDGs?• Has the project addressed the cross-cutting themes (gender equality and non-discrimination -e.g. people with disabilities-, social dialogue, international labour standards and fair transition to environmental issues in the project document?

		<ul style="list-style-type: none"> To what level the ILO social partners have participated in the planning and implementation of the project?
2	Coherence (internal and external)	<ul style="list-style-type: none"> Was the project -implicit or explicit- theory of change valid and realistic? Has the theory of change adequately integrated effectively external positive and negative factors (risks and assumptions)? Has the project complemented other government, UN, NGOs, etc intervention in the project themes? To what extent did the project build on the comparative advantage of the ILO in the field
3	Effectiveness	<ul style="list-style-type: none"> To what extent have the project objectives been achieved or are expected to be achieved by the end of the project? Have unexpected positive and negative results took place? What were the main internal and external factors that influenced the achievement or non-achievement of results? How far is the management and governance arrangement responsive to achieve project results ? Is there a clear understanding of roles and responsibilities by all parties involved? Is the project receiving the necessary administrative, technical and - if needed - policy support from the ILO COs and specialists in the field (Mogadishu, Addis and Cairo) and the responsible technical units in headquarters? What measures were put in place to identify potential/perceived conflicts? What strategy was adopted to promote conflict-sensitive programming during the implementation?
4	Efficiency	<ul style="list-style-type: none"> Have resources (financial, human, technical support, etc.) been allocated strategically and sufficient to achieve the project outputs/outcomes? Were the project's activities/operations programmatically and financially in line with the schedule of activities as defined by the project team and work plans? If not, what are the factors that hinder timely delivery and what are the counter measures taken to address these issues? Did the project establish and applied for accountability, management and learning a reliable monitoring and evaluation system and risk register during the implementation? Has it integrated key stakeholders as implementers and users?
5	Impact orientation	<ul style="list-style-type: none"> To what extent are the project supported tools, methodologies, and new or improved policies will be institutionalized? What gaps should be addressed??

		<ul style="list-style-type: none"> • Can the project's approach or parts of it, and results be replicated or amplified by national partners or other actors (i.e., ILO constituents) considering the country institutional and financial dimensions?
6	Sustainability	<ul style="list-style-type: none"> • Has the project initiated an exit strategy, embedded in the overall delivery, to allow continuation of relevant results? What measures and actions have been put in place to ensure ownership at local regional and national level? Is the process for handover of the structures clear to all parties and has the responsible authority allocated budget for maintenance? • To which extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets, which targets (Explicitly or implicitly)?
7.	Cross-cutting themes	<ul style="list-style-type: none"> • Within the project's thematic area, what were the facilitating and limiting factors in project's contribution/potential contribution to gender equality and non-discrimination? • Has the project taken into account tripartism, social dialogue, international labour standards and a fair transition to environmental sustainability in its design and implementation?

VII. Approach and Methodology

The approach to the mid-term evaluation will be interactive, consultative, and transparent with mix methods. The evaluator(s) will use a combination of secondary and primary data collection methods including documents review, key interviews with the project stakeholders, observations, and a workshop discussion. In line with the specific objectives of the mid-term evaluation, the evaluation approach sought to

- Maximise the use of existing secondary documents and data.
- Undertake carefully structured interviews on the more sensitive issues.
- Facilitate a stakeholder workshop with project stakeholders to obtain feedback and validate project, challenges, and results.
- Apply triangulation of sources and techniques.
- Ensure an interactive process of synthesis and development of potential options for improving the project delivery, the Results Framework, and related Action Plans.

This evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide, Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation (March 2020). This evaluation will be carried by a team of two consultants: an international consultant (team leader) and a locally recruited consultant (team member).

1. Inception phase

Desk review and briefing interviews

A desk review will analyse project and other documentation including the Theory of change log frame, implementation plan, annual reports, project deliverables and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions.

Three briefing interviews will be organized: a methodological one with the evaluation manager, one on the project operation to plan the data collection phase with the project team, and one with the donor to clarify the expectations on the evaluation.

This will be reflected in the Inception report that will translate the TORs in an operational work plan. The Inception report will be reviewed and approved by the evaluation manager prior to the data collection phase.

2. Data collection phase

Interviews with ILO, KfW, and project stakeholders and field visits

The evaluators will meet all relevant stakeholders face-to-face, virtually and /or in field visits. An indicative list of persons to be interviewed will be developed by the evaluators in consultation with the evaluation manager as part of the inception report. This will include but not limited to:

- ILO project team and backstopping in CO Addis, Decent Work Team in Cairo, and HQ
- KfW portfolio team
- Government Partners at federal, state and district levels: Ministry of Public Works; Ministry of Labour and Social Development; Ministry of Planning; Baidoa District
- Social Partners – workers and employers organisations and/or representative organisations
- Beneficiary groups – youth, men and women, IDPS, returnees and host communities and their representative organisations
- Implementing partners – contractors
- Relevant development partners – UN-Habitat, IOM, UN JPLG, UNHCR, among others.

Stakeholder Workshop

A mix face-t-face/virtual) stakeholder workshop will be organized at the end of the interviews in Baidoa, with the possibility to invite other participants from Mogadishu, to validate findings and complete data gaps with key stakeholders, ILO staff and representatives of the donor. The purpose is to present and discuss the preliminary findings and fill information gaps.

The project team will be responsible for organizing the workshop. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation manager and evaluator(s). The evaluation team leader will conduct the workshop.

3. Development of the evaluation report

Draft Report

After the data collection phase, the evaluator(s) will develop a draft evaluation report (see Deliverables below for the report outline its content) in line with EVAL Checklist 5.

The total length of the report should be a maximum of 30 pages for the main report, excluding annexes and executive summary. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

The evaluation manager, after a methodological review, will circulate the draft report to the key stakeholders, including ILO and the donor for their review on factual errors and clarifications and forward the consolidated comments to the evaluators.

Final report

The evaluator(s) will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5. The report should address all comments and/or provide explanations why comments were not considered. The quality of the report will be assessed against ILO/EVAL's Checklist 6.

The evaluation manager will review the final version and submit to the RSMEO, and after his approval, will be submitted to EVAL/ILO for final review and approval.

The evaluation report will be distributed by ILO Country Office to the key stakeholders to enhance learning and uploaded in the ILO-EVAL e-discovery website for public use to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

VIII. Deliverables

1. Inception report (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3, the report should include:
 - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above;
 - Guide questions for the interviews;
 - Agenda for the stakeholders' workshop;
 - The proposed report outline.
2. A draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) as per the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology and limitations
 - Clearly identified findings for each criterion or per objective

- Conclusions
- Recommendations (i.e., for the different key stakeholders)
- Lessons learned and good practices
- Annexes:
 - TOR
 - List of people interviewed
 - Documents reviewed
 - Data Table on Project targets as per Project logical framework targets

-ILO EVAL templates for each Lesson learned and good practice identified

3. ILO template for the Executive summary completed.

4. A brief presentation on the outcome of the evaluation to the ILO Country Office Director (one hour)

All reports, including drafts, will be written in English. Ownership of data from the evaluation rests jointly with the ILO and the evaluator(s). The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

IX. Management arrangements, work plan & time frame

Management

The evaluation team will directly report to the evaluation manager Mr. Abdelmalik Muhummed, with whom they should discuss any technical and methodological matters. He will supervise the evaluators. The final approval of the report will be by the Regional SMEO and ILO EVAL Office.

The evaluation will be carried out with full logistical and administrative support of the ILO Office in Baidoa, Mogadishu and Addis Ababa.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the evaluation manager in electronic version compatible with Word for Windows.

The first draft of the report will be circulated to stakeholders for a two-week review. Comments from stakeholders will be presented to the evaluator(s) by the evaluation manager for its integration into the final reports as appropriate or to document why a comment has not been included.

The evaluator will start to work tentatively on second week of December 2022.

Output	Description	Team leader No of work days	National team member work days	Tentative dates
Planning stage	Development of ToRs Circulation of draft among stakeholders for comments Call for EoI Selection of the eval team Issue of the contract	0	0	October - November
Desk review Including inception meetings with the evaluation manager,	Read and review the core set of project documents. Request any additional documentation required Preliminary meetings	6 days	3 days	20 th Dec, 2022

the project team and the donor	Inception report: An operational work plan which indicates the phases of the evaluation, finalises the set of evaluation questions, the approach, the timing, key deliverables and milestones, aligned with TOR Approval by the Evaluation manager			
Data collection	<ul style="list-style-type: none"> • Travel to the field – Baidoa and Mogadishu • Interview with relevant stakeholders in Baidoa and Mogadishu 	10 days	10 days	10 th – 26 th Jan 2023
Stakeholder workshop	<ul style="list-style-type: none"> • Prepare the workshop presentation with focus on preliminary findings and information gaps • Facilitate the workshop proceedings 	1	1	14 th Feb 2023
Draft report	A report (no more than 30 pages) following EVAL checklists 5 and 6	5 days	3	20 th Feb 2023
Draft report circulated to stakeholders for comments by the Evaluation Manager	He will consolidate and forward the feedback of the stakeholders to the evaluator. All feedback from stakeholders will be communicated in a consolidated manner	0 days	0	21 Feb 2023
Finalize evaluation report and submit to the Evaluation Manager	The evaluator submits to the manager the final text of the evaluation report, the Evaluation Summary and other documents concerned with the ILO template for the review and final submission to EVAL for approval	2 day	0	7 th March 2023
Total		24 days	17 days	

X. Budget and Payment Schedule

A budget is allocated for this mid-term evaluation for engagement of the evaluator(s) and organization of a consultative stakeholder workshop. The evaluation budget includes:

- Fees for the evaluator(s) for 24 workdays for the team leader and 17 days for the team member;
- Travel costs for the evaluators
- Logistical support
- Workshop

Evaluators qualification

The evaluation team should comprise a Team Leader and a National consultant to facilitate engagement with beneficiaries and local stakeholder. individual consultant(s) and companies are eligible to apply for the evaluation. The evaluation team will be selected on the basis of proven evaluation experience and meeting the following independence criteria:

Team leader

- A Master degree in Social Sciences, Development studies, Economics or related graduate qualifications
- A minimum of 7 years of professional experience specifically in evaluating international country development initiatives, including UN or international organizations projects in Somalia or similar countries, (covering employment and/or employment-intensive infrastructure projects will be an asset).
- Experience in qualitative and quantitative data collection and analysis
- A good understanding of ILO mandate and tripartite structure is an added advantage
- Experience in facilitating workshops for evaluation findings
- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated
- Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague)
- Fluent in spoken and written English.
- Knowledge of Somali language will be an asset.

National team member

- A BA degree in Social Sciences, Development studies, Economics or related graduate qualifications
- A minimum of 5 years of professional experience in evaluating international country development initiatives, including UN or international organizations projects, in Somalia, and/or quantitative and qualitative social research (preferable including employment and/or employment-intensive infrastructure projects).
- A good understanding of ILO mandate and tripartite structure is an added advantage
- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated
- Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague)
- Fluent in spoken and written English and Somali local languages

ANNEX 2 - RELEVANT ILO EVALUATION GUIDELINES AND STANDARD TEMPLATES

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Guidance note No. 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
3. Guidance note No. 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
4. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
5. Checklist No. 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

6. Checklist No. 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
7. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

Template for evaluation summary:<http://www.ilo.org/legacy/english/edmas/eval/template-summary-e>