Promoting an internationally competitive Somali meat industry-Phase II

(OSRO/SOM/004/EC)

MID-TERM EVALUATION REPORT
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<tr>
<td>ABC</td>
<td>Applied benchmarking for Competitiveness</td>
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<tr>
<td>AOAD</td>
<td>Arab Organization for Agricultural Development</td>
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<td>AU/IBAR</td>
<td>African Union</td>
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<td>CCPs</td>
<td>Critical Control Points</td>
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<td>DFID</td>
<td>Department for International Development</td>
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<td>EC</td>
<td>European Commission</td>
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<td>ESIA</td>
<td>Environment and Social Impact Assessment</td>
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<td>EXCELEX</td>
<td>Examination and Certification of Livestock for Export</td>
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<td>FAO</td>
<td>United Nations Food and Agriculture Organization</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GHP</td>
<td>Good Hygiene Practices</td>
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<td>GMP</td>
<td>Good Manufacturing Practices</td>
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<td>HACCP</td>
<td>Hazard Analysis Critical Control Points</td>
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<td>KSA</td>
<td>Kingdom of Saudi Arabia</td>
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<td>LAS</td>
<td>League of Arab States</td>
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<td>LB</td>
<td>Livestock Board(s)</td>
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<td>LICUS</td>
<td>Low Income Countries under Stress</td>
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<td>LMIS</td>
<td>Livestock Market Information System</td>
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<td>LOAs</td>
<td>Letters of Agreements</td>
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<td>MADB</td>
<td>Market Access Data Base</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>ME</td>
<td>Middle East</td>
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<td>MTE</td>
<td>Mid Term Evaluation</td>
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<td>NAFAQO</td>
<td>Somaliland Livestock Slaughter Development Association</td>
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<td>NGOs</td>
<td>Non-Governmental Organisations</td>
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<td>OIE</td>
<td>Office International des Epizooties</td>
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<td>PACE</td>
<td>Pan African Programme for the Control of Epizootics</td>
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<td>PL</td>
<td>Puntland</td>
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<td>PMC</td>
<td>Project Cycle Management</td>
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<td>PRSL</td>
<td>Poverty Reduction and Sustainable Livelihood</td>
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<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>PSD</td>
<td>Private Sector Development</td>
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<td>QA</td>
<td>Quality Assurance</td>
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<td>RRRRLP</td>
<td>Rehabilitation of Rural Livelihoods Project</td>
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<td>RVF</td>
<td>Rift Valley Fever</td>
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<td>SL</td>
<td>Somaliland</td>
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<td>SOMDA</td>
<td>Somaliland Meat Development Association</td>
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<td>SOMEAT</td>
<td>Somali Meat Traders Association</td>
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<td>SOPs</td>
<td>Standard Operational Procedures</td>
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<td>SPS</td>
<td>Sanitary and Phytosanitary</td>
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<td>SSOPs</td>
<td>Sanitation Standard Operation Procedures</td>
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<td>UAE</td>
<td>United Arab Emirates</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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<td>United States Dollars</td>
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<td>VSF-G</td>
<td>Vétérinaires Sans Frontières – Germany</td>
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<td>WB</td>
<td>World Bank</td>
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<td>WTO</td>
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EXECUTIVE SUMMARY

Information about the evaluation

ES1. The Project “Promoting an internationally competitive Somali meat industry-Phase II” (OSRO/SOM/004/EC) was established as a contract between the European Commission, represented by its Delegation in Kenya, and the Food and Agriculture Organization of the United Nations (FAO). The project is implemented in partnership with Vétérinaires Sans Frontières – Germany (VSF-G).

ES2. The overall objective is to increase incomes and reduce food insecurity through private sector-led economic growth while the specific objective is to improve livestock-based incomes through support to value addition and access to markets. The Project was intended to consolidate the achievements of EC-funded Phase I and the League of Arab States funded projects aimed at promoting and supporting the Somali meat industry.

ES3. The Project has 3 Expected Results, namely:

   Result 1: Capacity of public and private sector institutions to regulate the Somali meat trade enhanced.
   Result 2: Hazard Analysis Critical Control Points (HACCP) and quality assurance system (QAS) established in regions of Somalia.
   Result 3: Market access/product marketing and processing sustained and improved.

ES4. The Project became operational on 1st August 2010 and is due to end on 31st July 2013. The Mid-Term Evaluation (MTE) is an important milestone in the implementation of the project. The MTE was anticipated to obtain an objective and independent analysis of the project in terms of relevance, efficiency, effectiveness and potentially expected impact and sustainability. It was also expected to assess performance and progress towards achievement of the Project objectives and results with reference to the project proposal, Logical Framework and work plans as well as to the implementation methodologies and the projects internal procedures.

ES5. The evaluation was undertaken from 10th February to 14 March 2012. It included field visits to Somaliland and Puntland from 21st February to 1st March 2012.

ES6. The consultant undertook a literature review of documents and reports generated by the Project and conducted interviews with several stakeholders both in Nairobi and in the field in Somaliland and Puntland. The Project management as well as other project and Agencies personnel (EC, FAO, VSF-G, Ministries of Livestock, Municipalities, SOMDA, NAFAQO etc) were consulted.

Key findings and conclusions

ES7. The methodology adopted for implementation of the project consists mainly of training, capacity development through provision of technical advice and consultancies, workshops, meetings, working groups, studies, consultations and pilot-testing of processes.
The evaluator considers this an appropriate approach for interaction with the beneficiaries, particularly for the public sector goods.

Relevance

ES8. The project appropriately addresses the identified needs of the target groups, Somalia’s development priorities and is consistent with EC Country Strategy Paper. Somalia is rated as one of the low income countries with a per capita income of USD 226. Poverty remains acute and support for development of livelihoods remains a priority. The stated goals and outcomes are therefore appropriate. The objective of improving livestock-based income through support to value addition and access to markets is quite pertinent in the Somali context where livestock and livestock derived products are the main source of income for the people.

ES9. The project proposal was developed based on existing priority needs in the meat sector that were identified by Somali stakeholders, various studies and discussions with the EC Somalia Unit. There were appropriate consultations with local key stakeholders and intended beneficiaries. The project is consistent with, and supportive of development policies of the EC as articulated in the EC Economic Development Programme I for 2008-2013 for Somalia.

ES10. The logical framework is largely clear and consistent with the overall objective, purpose and results. However, some indicators may need to be altered for being over ambitious. The impact of closure of the slaughterhouses on the relevance of the project due to embargo on freight from Somalia to the Middle East was limited since Results 1 and 2 are relevant to both export and domestic meat value chains (see challenges ES24). The MTE evaluator considered and still finds the project worth doing albeit with limited reorientation since it will establish institutional and organisational infrastructure for both domestic and export meat markets.

Efficiency

Budget and Expenditure Analysis

ES 11. FAO received a total of USD 2,630,882 from the EC to finance the project activities. As at 7th March 2012 the total expenditure (including commitments) was USD 1,142,297 against a total approved budget of USD 2,630,882 (about 43%), with a balance of USD 1,488,585 (about 57%). By the same date, the project had been in operation for 19 months (52.7% of contract time). Based on this analysis, the evaluator considers that the expenditure is largely commensurate with the rate of implementation of project activities and is therefore on track.

ES12. The MTE considers both management and operational efficiency as adequate considering that the project is being implemented in Somalia under fluid conditions. Most of the deliverables have been achieved in a timely manner as the stakeholders and beneficiaries are the primary drivers of the implementation. FAO provided LOA that were used to build the internal capacities in the respective ministries responsible for livestock.
Project Management and Coordination

ES13 Project management is the responsibility of FAO Somalia Office in Nairobi. The Project Manager makes regular field visits to Somalia. Periodic consultations with the EC Technical Assistant and FAO Technical Support Services are accessed. Frequent coordination meetings, consultations and discussions continue to be held between FAO and VSF-Germany, the implementing partner. The purpose of these meetings/consultations is to ensure coordination of activities and to clarify any issues that could hinder the smooth implementation of the project activities. Through these meetings/consultations, the partners were able to address the initial differences that had tended to slow down implementation of activities undertaken by VSF-Germany (See Paragraph ES 15).

ES14 The project, through the Livestock Programme Coordinator, links the intervention with other projects implementing similar activities in order to minimize overlaps and avoid duplication, harmonize approaches and avoid conflicts, especially regarding beneficiaries’ perceptions of the various projects. An example of this is in the building of capacity of the microenterprise where both EC and DFID funds were used in a complementary and synergistic manner. This reduced costs. The Livestock Programme Coordinator also participated in discussions over project challenges with the regional administration when need arose. The MTE established that the institutional capacity to coordinate the interventions, monitor project impacts and disseminate and exchange information is well established.

ES15 The evaluator learnt that there were initial strained working relations between FAO and VSF-Germany, the implementing partner, in Puntland. This tended to slow down implementation of project activities; this problem has since been addressed.

Technical Backstopping

ES16. The project receives technical backstopping from the relevant FAO units at HQ, regional and sub-regional levels through missions to the FAO Somalia Office in Nairobi, to discuss project progress with project staff. The project management also sends reports to the relevant units at HQ for scrutiny and advice. In addition, the project has received quality technical backstopping from the FAO Somalia Office in Nairobi. The Project Manager had visited the project 22 times by the time of the MTE. During these visits, the progress of the project is discussed and any challenges/constraints affecting implementation of activities are discussed with a view to resolving them.

ES17. The staff feel that the technical support received from the regional office is adequate. However, there is a feeling that during clearance of documents by HQ, comments should take into consideration their appropriateness in the context of Somalia.

Governments’ participation

ES18. The governments of Somaliland and Puntland have participated in the process of formulation of the legal and regulatory frameworks (Meat Inspection and Control Act and the Meat Codes) and subsequently their dissemination; establishment of the Meat Hygiene Units and refurbishment of the Regional Laboratories in Hargeisa and Galkayo. Government
officials of the line ministry (Ministry responsible for Livestock) have also participated in creation of awareness regarding meat hygiene and safety through talk-shows, seminars and workshops. However, during discussions with Ministry of Livestock officials both in Somaliland and Puntland, the officials in Somaliland demonstrated a higher level of commitment to the project and capacity to buy-in than those in Puntland. This commitment is likely to have contributed to the faster pace of project implementation in Somaliland.

**Effectiveness and early indications of impact**

**ES19. Results/ Outputs:** From the available information and data it is evident that the Project has made commendable progress towards achievement of results and targets.

**ES20. Progress in implementation of Activities:** Overall the Project has made commendable progress in implementation of activities. The inception activities, namely recruitment of project staff and consultative meetings with stakeholders, were successfully completed within the first 3 months in accordance with the plan.

ES21. Most of the main activities planned for the first half of the project, namely a meat sector situational analysis, support to legal and regulatory framework, establishment of meat hygiene units, human resources development through training and creation of public awareness regarding meat hygiene and safety have largely been successfully implemented. The Draft Meat Inspection and Control Act (Bill) has been discussed in consultative workshops and accepted by the Ministry of Livestock and other stakeholders in the meat industry in Somaliland and Puntland. It has also been discussed by the Council of Ministers and is awaiting debate by the Lower House before being forwarded to the Upper House and subsequently to the President for assent and gazettement to become law. A lot of progress has been made towards finalisation of this Activity and it is likely that the Draft Act (Bill) will be passed by parliament by June 2012 as planned. However, by the time of the MTE, the process of finalizing the Meat Inspection and Control Act was rather slow and the pace needed to be stepped up.

ES22. Stakeholders expressed a high degree of satisfaction with the inclusive and participatory nature of the process. They recognized that in spite of the slow nature of the process, they had been given opportunities for feedback and comments. Overall, both the public and private sector stakeholders interviewed during the QA blueprint presentation workshop in Hargeisa indicated their full involvement in the process of developing the Act. They expressed ownership of the process; this is likely to contribute to sustainability.

ES23. The project has sufficiently collaborated with other EC funded projects and taken opportunity to advance project objectives.

**Sustainability**

ES24. The MTE found it rather early to make firm conclusions on sustainability of project outcomes. However, the engagement of the public sector in development of the MICA as an enabling framework and the quality assurance system as well as the early establishment of MHU is indicative of building sustainability structures.
Gender mainstreaming

ES25. The evaluation established that gender (women) issues and gender mainstreaming was not explicitly included in the project design and thus in the identification of beneficiaries and implementation of activities. However, considering that the project deals with meat in which most of the stakeholders are women, these were seen to participate in training, workshops and other project based activities. Lack of gender mainstreaming may partly explain the observed minimal behaviour change particularly in regard to improving hygiene in the meat markets. The project is yet to identify change agents that will contribute to the desired positive attitude towards improving meat hygiene and safety.

Challenges

ES26. Implementation of project activities is faced with some challenges; these include:

• ES27. Closure of export slaughterhouses within the first month of the project, and which is still continuing one and a half years later, made it impossible to implement some activities and caused considerable delays to others. The fact that the project addresses the domestic market as well as the export one has meant that project activities could continue despite the closure. The closure, partially affected one of the three Results namely “Market access/product marketing and processing sustained and improved”. The other two Results, namely “The Capacity of public and private sector institutions to regulate the Somali meat trade enhanced” as well as “HACCP and Quality assurance (QAS) established in regions of Somalia” were largely unaffected; thus the project could still be profitably implemented.

• ES28. Insecurity in Galkayo area in Puntland that delays implementation of some project activities.

• ES29. Weak linkages between the institutions responsible for the project (MOLAH and the Municipality of Garowe) in Puntland, inadequate engagement with the public sector in Puntland and UN Security advisories also slowed down implementation of project activities.

Conclusions and recommendations

ES30. The MTE has arrived at the following conclusions based on information and data obtained from various sources during the evaluation mission:

ES31. Overall, the Project has made good progress despite the unfavourable working environment in Somalia. Project activities planned to be implemented during the first half of the Project have generally been completed according to the implementation work plan particularly in Somaliland. The targets for the first half have largely been met. This is commendable. The good performance can be largely attributed to recruitment of qualified staff, both local and international, with long experience of working in Somalia and the adoption of an appropriate implementation strategy. The selection of the partner organization (VSF-Germany) with long experience in implementing similar projects in Somalia also contributed to the good performance in implementing Project activities.
ES32. Finalisation of the Meat Inspection and Control Act has proved to be a long process; it will require more support for implementation.

ES33. The project is establishing structures and systems aimed at making Somali meat competitive in the international, and particularly in the regional market. Once these structures and systems are in place, it is envisaged that Somali meat will penetrate these markets, thus achieving the objective of increased income and reduced food insecurity.

ES34. Despite the important role of women in the Somali meat industry, gender (women) issues and gender mainstreaming were not included in the Project Document. No gender analysis has been conducted. The evaluator recommends that the project pays more attention to women issues, in view of their important role, especially in the domestic meat trade.

**Recommendation 1: On passage of the MICA (Activity 1.2 Paragraph 71)**

More effort should be made to strengthen the engagement with the Puntland public sector so as to improve the probability of achieving the expected results. This is particularly so in the tabling of the MICA in parliament. If so required more funds should be availed to ensure the process is completed.

ES35. There is need to put more emphasis on some aspects that have potential for higher impact (e.g. Value addition, Meat Inspection and Control Act, Meat Hygiene Units). It was noted that the Meat Hygiene Units in Somaliland (Hargeisa) and Puntland (Garowe) lack adequate resources to fulfill their mandates.

**Recommendation 2: To FAO on the Meat Hygiene Units Activity 1.3, Paragraph 73-77 (Action: FAO and Ministry of Livestock; Development partners).**

The establishment of the Meat Hygiene Unit in Somaliland and Puntland, if well structured and its capacity established in terms of personnel and other resources, will have great impact in meat hygiene and QA that will facilitate improved meat trade. It is therefore recommended that the structure be cascaded down to the regional and district levels. Further, It is recommended that effort be made to provide the Units with the necessary resources (e.g. vehicles and fuel) to make them functional and operational.

ES36 The training of trainers component of capacity building is an important ingredient that will contribute significantly to sustainability of project outcomes. There has been a delay in launching the certificate course developed by the University of Nairobi that has been designed to offer the training.

**Recommendation 3: On the capacity Building (Activity 1.4, Paragraph 78, Action: FAO; University of Nairobi; Governments of Somaliland and Puntland).**

It is therefore recommended that the certificate course developed by the University of Nairobi be mounted without further delay.
ES37. Capacity gaps in the public sector laboratories in terms of technicians and additional equipment have been identified through a needs analysis. The project has contributed significantly to upgrading the capacity of the main laboratories in Somaliland and Puntland, through training and provision of equipment. However, the sustainability of services in the Hargeisa and Galkayo laboratories that have received support from the project is uncertain. This raises some concern as no concrete exit strategy appears to be in place (See Paragraph 61).

**Recommendation 4. (Activity 2.2, paragraph 94, Action: Ministries responsible for livestock, FAO/VSF-Germany).**

It is recommended that sustainability of the laboratories be enhanced by exploring options for forming public-private partnerships (e.g. with physicians operating private hospitals/clinics, public health departments of municipalities) to broaden the customer base. In addition, there is need for enhancing the capacity of the laboratories even further through provision of the necessary equipment and consumables (e.g. ELISA Kit, Petri-dishes) and additional training for technicians. Further, it is recommended that the user charges that have been introduced be reviewed from time to time.

ES38. Value addition holds great potential for providing youth and women with gainful employment, thus contributing to poverty reduction and improving livelihoods.

**Recommendation 5: On value addition (Activity 3.4, Paragraph 105-109, Action: FAO; Collaborators).**

It is therefore recommended that the project concentrates on this activity and extends it to other groups (e.g. NAFOQO).

ES39. Although environmental hygiene was one of the issues addressed during training, waste management remains a challenge.

**Recommendation 6: On ESIA (Activity 2.3, Paragraph 95)**

As part of addressing constraints at the critical points, the project should assist the slaughterhouses in identifying ways to better manage the waste (e.g. through value addition).

ES40. There were concerns regarding the working relationship between Garowe Municipality and the Ministry of Livestock and Animal Husbandry that appears to be slowing down project implementation.

**Recommendation 7: On Puntland public sector (Paragraph 57)**

It is recommended that FAO and VSF-Germany facilitate discussions between the two institutions with a view to improving their working relationship so as to ensure smooth implementation of project activities.
1. INTRODUCTION

1.1 Background and purpose of the evaluation

1. The EC-funded Project “Promoting an internationally competitive Somali meat industry – Phase II” (EC CONTRACT FED/ 2010/246-691/FAO CODE OSRO/SOM/004/EC), which is the subject of this Mid Term Evaluation (MTE), is being implemented by FAO in partnership with Vétérinaires Sans Frontières Germany (VSF-G). The project strives to improve the competitiveness of the domestic livestock and meat markets within the Somaliland and Puntland regions of Somalia. The main challenges facing these areas include lack of a legal framework, lack of quality assurance system and certification process for export, and insufficient skills to ensure attainment of high standards of hygiene. The constantly changing global trade environment also impacts negatively on meat trade from Somalia.

2. The overall objective of the project is to increase the income and reduce food insecurity through private sector-led economic growth. The specific objective is to improve livestock-based income through support to value addition and access to markets.

3. The direct beneficiaries of the project include Somali domestic and export meat processors and associated industry operators, tanneries and hides and skins traders, butchers and meat sellers, and staff of public institutions, including Ministries of Livestock, Water, Health and relevant Local Governments (Municipalities), Veterinary Professional Associations, pastoral communities/livestock producers and consumers.

4. The project, has an implementation period from 1 August 2010 to 31 July 2013. Funded by the EC, FAO received a total of USD 2 630 882 to finance the project activities. An additional 10% was foreseen as partners’ contribution.

5. The project document makes provision for an independent Mid Term Evaluation to be undertaken midway of the project life. The terms of reference of this MTE were prepared in consultation with the EC Somalia Unit and the FAO Office of Evaluation. The evaluation was undertaken from 10th February to 14 March 2012. It included field visits to Somaliland and Puntland from 21st February to 1st March 2012.

6. The main purpose of this Mid-term evaluation was to determine progress being made towards achievement of project outcomes and identify necessary corrective actions. According to the TOR, it was to:

   • Assess the overall progress of the project implementation against the work plan;
   • Identify and document lessons learnt to-date and make recommendations that the project stakeholders may use for the second half of the project;
   • Identify the challenges encountered thus far in the implementation of the project; and
   • Provide recommendations on any corrective actions on project operations and implementation.
7. The Evaluation mission was expected to describe what the project achieved compared to the agreed plan and indicators, and to assess the following criteria: relevance, efficiency, effectiveness, impact, and sustainability with specific emphasis on efficiency and effectiveness. The Terms of Reference for the evaluation are provided in Annex 1 of the report.

1.2 Methodology of the evaluation

8. The evaluation was carried out following the TORs, the OECD/DAC criteria and EC evaluation guidelines and the principles and tools of Project Cycle Management (PCM). The assessment was also based on the United Nations Evaluation Group (UNEG) evaluation norms and standards.

9. The evaluation was conducted from 10\textsuperscript{th} February to 14\textsuperscript{th} March 2012. The consultant followed the TOR in execution of the assignment. The evaluation started with a briefing session with the Project Manager and the Field Manager, FAO, Hargeisa. The following served as the principal sources of information/data on which the evaluation is based: desk studies involving review of relevant documents, including the Project Document (proposal) including the log frame and budget, EU regulations, project financing agreements and the EC communications on the project; project reports (inception, interim narrative and financial reports, technical backstopping reports; baseline survey reports; financial expenditure data; reporting format; and impact data on training).

10. The review of documents was followed by intensive consultations/interviews with Project staff in the FAO Somalia office in Nairobi, a representative of the partner organization (VSF-Germany) in Nairobi, a brief by the EC Somalia Unit office in Nairobi, FAO Somalia administration, finance and procurement staff in the Nairobi office. The tools used included individual and focus group interviews, telephone interviews, site visits and reading project reports. The interviews with all the project partners in Nairobi and/or in the field sought to understand their perceptions on project management, implementation and coordination as well as fiduciary responsibility.

11. In Somaliland and Puntland, the evaluation was based on direct observations and interviews with key Project personnel and collaborators as well as with a sample of key stakeholders and beneficiaries. From the list of stakeholders/beneficiaries provided in the project document, the evaluator independently identified the representatives of the stakeholders/beneficiaries to be interviewed. These included officials of the Ministry of Livestock, Ministry of Health and Labour (Public Health Department), Local Authorities/Municipalities, slaughterhouse managers, Professional Associations, Meat Exporters/Processors Association (Somali Meat Traders Association (SOMEAT/SOMETA), Livestock Boards, Meat Inspectors, local meat vendors, butchers, transporters (Mandeeq company), and local consumers. The MTE enquired from the beneficiaries as to whether any tangible impact had been felt and indeed whether they knew who their benefactors were and which areas they felt should receive more focus. This included women meat vendors in the market. The MTE evaluator discussed with Somali policy makers (Ministers, line ministries technical staff, municipalities and parliamentarians) to gauge their understanding of the
project, their level of involvement in the project interventions, and their concerns, if any, regarding implementation of the project. A list of people interviewed is given in Annex 7.

2. CONTEXT OF THE PROJECT

12. Livestock is the mainstay of the Somali economy, with animal production and marketing being the major sources of food, income and employment of the population. Livestock export is the major source of hard currency earnings and revenues for regional administrations and national institutions in Somalia. The globalization of commodity trade requires more stringent application of sanitary standards to ensure food safety. Rebuilding of consumer confidence and trust in the regulatory systems and institutions are essential in providing the assurance and facilitation of safe trade in animals and animal products from Somalia. The trend at the global level has further affected the consumption patterns of consumers in Somalia’s traditional markets in the Middle East. Accession to the World Trade Organization (WTO) by these trading partners implies that they are likely to demand strict compliance with Sanitary-Phytosanitary (SPS) measures and are likely to impose high technical barriers on meat imports in order to achieve a measure of protection to their population.

13. Somali traders have shown tremendous growth and resilience in legal, quasi-legal or illegal exports of chilled meat. The value of meat exports is approximately 20 million USD; this injects needed capital into the Somali economy. However, despite freely accessing the UAE market, the Somali traders have neither managed to capture a substantial market share of this traditional market nor accessed the alternative markets in North Africa, the Middle East and Asia. This situation has been attributed to uncertainty over the credibility of the certification standards as well as the quality and safety of Somali meat.

14. The already concluded EC-funded Somali Meat Project (Promoting an internationally competitive Somali meat industry Phase I, EC Contract 565-UNO-LI05-06, FAO Code OSRO/SOM/608/EC) was focused on a large proportion of the Somali population in terms of increased employment opportunities, increased household incomes, increased food security and improved access to safe and good quality meat. This was by way of development and adoption of legal, regulatory and institutional framework; building capacity of public sector institutions to effectively address market access; implementing internationally recognized food safety and quality assurance practices and positioning meat and meat products to the international market. However, considering the devastating effects of the civil war on the limited infrastructure that the country had, it was necessary to continue support to this all-important sector. Further, the EC Livestock Sector Strategy (2009-2013) prepared by Cardo Agrisystem identified gaps in the institutional support infrastructures (rules, regulations and their enforcement) that would facilitate export of high quality livestock products. Moreover, the strategy paper noted lack of awareness as well as skills among the livestock traders and public sector players on quality requirements and regulations that needed to be addressed. In addition, the Somali stakeholders participated in identifying needs during discussions with
FAO in a meeting held at Lukenya Retreat on the outskirts of Nairobi on 18th and 19th November, 2009.

3. CONCEPT AND RELEVANCE

3.1 Design and Logical Framework

15. The Project has been designed using a Results-based Logical Framework in line with the guidelines of the European Commission for developing projects.

16. In order to attain the desired objective of increased income and reduction in food insecurity in the project areas, and to improve livestock-based income through support to value addition and access to markets, the following Results (as outlined in the project document) need to be achieved: (i) Capacity of public and private sector institutions to regulate meat trade enhanced; this will be done through strengthening of the legal and regulatory framework, training meat industry actors, both in the public and private sectors, and upgrading of facilities (e.g. equipping of laboratories), among others. (ii) Quality assurance and HACCP systems established in regions of Somalia; this is expected to be achieved through operationalising the quality assurance system for export and segmentation of Somali meat market and provision of further training for technical and non-technical slaughterhouse workers. (iii) Market access/product marketing and processing sustained and improved; this will be done through supporting public-private partnerships and marketing strategies.

3.1.1 Appropriateness of stated objectives and results and intervention logic

17. The overall project objective is appropriate and relevant to the food insecure region of Somalia. The specific objective of improving livestock-based income through support to value addition and access to markets is quite pertinent in the Somali context where livestock and livestock-derived products are the main source of income for the people. It also seeks ensure the engagement of both the private and public sector by raising their capacity and establishing standards that will result in greater market access.

18. Result 1: “Capacity of public and private sector institutions to regulate the Somali meat trade enhanced” is achieved by initially establishing a baseline (Activity 1.1), building institutions i.e. appropriate legal and regulatory frameworks (Activity 1.2); establishing the organizational infrastructure i.e. Meat hygiene regulatory unit(s) (Activity 1.3) staffed by competently trained human resource (Activity 1.4) serving a fully aware public sector (Activity 1.5).

19. Result 2: “Quality assurance (QAS) and HCCP systems established in regions of Somalia” is appropriate since these systems were largely lacking. Thus, quality control systems, meat certification procedures for meat and meat products (HACCP) for export facilities and GMPs/GHPs and appropriate SOPs must be developed and established (Activity 2.1); and also supported by functional linkages of public and private sector diagnostic
laboratories (Activity 2.2). In addition, as the export slaughterhouses are operating there is need to monitor the environmental and social impact of the meat chain on the livelihood in the concern district (Activity 2.3).

20. Result 3. “Market access/product marketing and processing sustained and improved” will be achieved by establishing trade connections by supporting bilateral trade missions and promotional activities (conference participation, study tours, awareness and marketing of tradable by-products (Activity 3.1); making operational both livestock and meat marketing strategies, organisational management and networking opportunities for the export traders (Activity 3.2): Undertake market research on marketable meat products (deboned meat, mince, dried etc); strategy for value added products; and external market survey (Activity 3.3). In order to increase incomes, meat value addition of by-and-core- products (offals e.g. sausage casings, “mugmad”, heads, tongue, low grade meat, tallow and soap) and inedible by-product value addition e.g. hides and skins, horns, hooves etc need to be explored (Activity 3.4).

21. These Results, if achieved, would lead to achievement of the desired objective of increased income and reduction in food insecurity. The Activities selected are appropriate and would lead to achievement of the desired results if properly implemented as outlined in the Project Document. The intervention logic (project description) under the overall objective, specific objective, results and activities is clearly outlined.

3.1.2 Indicators

22. The design of the logical framework appears to have been realistic, with most of the objectively verifiable indicators (OVIs) set at achievable levels. However, several factors, particularly the state of insecurity in Galkayo area in Puntland and a ban on freight from Somalia including chilled carcasses from the export standard slaughterhouses, have impacted negatively on the implementation of some of the activities and are likely to compromise achievement of some of the Objectively Verifiable Indicators (OVIs). There are 2 indicators at purpose level:

23. (i) The export volume (quantity) and price/head of certified and properly processed meat and derived products from Somalia increased by 20% and 10% respectively by the end of the project. The percentage increases, if any, at the time of the Mid-Term Evaluation (MTE) could not be readily verified quantitatively as the Project reports do not readily report on such statistics and the sources of verification indicated in the logical framework were not readily available to the MTE. In any case, it would have been difficult to assess the projected 20% and 10% increases as the baseline data were not given in the logical framework. A major difficulty experienced by the project was that one month after the launch of the project, chilled meat exports from both Somaliland and Puntland to the Middle East (ME) ceased. While it had been assumed that the situation would be temporary in nature, it has lasted nearly one and a half years. This situation had not been anticipated and should ideally have been included in the proposal as an assumption. Also Project reports do not show explicitly the statistics regarding the level of achievement of this indicator. Therefore, only a qualitative
assessment was possible. This indicator should be modified to address/include the domestic market where tangible results can be realised. If the focus remains on the export market while at the same time the export slaughterhouses are not operating, then this result is unlikely to be achieved.

24. (ii) *Pastoral household incomes in selected target production areas increased by 5% annually in the years 2 and 3 of the project, respectively due to better opportunities and markets.* As observed in Indicator (i) above, the percentage increases, if any, at the time of the MTE could not be readily verified quantitatively as the Project reports do not readily report on such statistics and the sources of verification indicated in the logical framework were not readily available to the MTE. The Project baseline reports indicate an income of approximately US$ 1743 per annum from livestock and livestock products in pastoral and agro-pastoral households. This figure could be used as baseline to assess the project’s progress towards achieving this target; however, care must be taken not to attribute all increases in income to the project.

25. The weakness is that some of the indicators were set at a high level, assuming a functioning export trade. While adhering to the principle of being Specific, Measurable, Achievable, Realistic, and Time-Bound (SMART), it was difficult not only to measure the baseline but also any progress made since the export trade from Somalia ceased during the inception of the project and has not resumed 18 months down the line.

*Expected Result 1*

26. There are 3 indicators under this Result.

27. **Indicator I (i) Meat Inspection and Control Act in at least 2 public administrations in Somalia enacted and gazetted by June 2012, and popularisation and enforcement supported by June 2013;** The indicator is appropriate, realistic and attainable in the medium term. It is time bound with intermediate and end-term targets within specified time lines i.e., June 2012 and June 2013.

28. **Indicator II (Administrative structures in public (at least 2 Meat Hygiene Units) and private (SOMEAT/SOMETA) sector established and operational by December 2012)** is specific, measurable, attainable realistic and time bound. This has been achieved.

29. **Indicator III (Lower rejection of carcasses at the terminal markets in UAE),** however, does not specify the level of reduction (quantity) and the time the reduction is expected to occur. Further, data on the baseline rejection levels are not available. This implies that the indicator was not as strong as the others, and the non-functioning of the meat exports makes it redundant. Changing it to measure changes in meat quality within the domestic market will reorient it.

*Expected Result 2*

30. There are 3 indicators under this Result; these are (i) Code of practice for export slaughterhouses adopted by SOMEAT/SOMETA widely disseminated and implemented by member slaughterhouses by December 2012; (ii) Improved quality meat supported by routine microbial testing by local laboratories institutionalized in participating export...
slaughterhouses by December 2012; (iii) Environmental and social impact report produced and made available to main stakeholders annually.

31. The indicators are appropriate and realistic. Unfortunately, the export slaughterhouses are currently non-operational; they cannot therefore adopt the code of practice (indicator i) as envisaged in the Log frame.

32. Microbial testing of meat (indicator ii) could not be fully institutionalised in export slaughterhouses as they are currently non-operational. Again, this should be expanded in line with the proposal that looks at both domestic and export markets, instead of focusing the indicators on the export ones only.

33. Environmental and social impact audit (indicator iii) is appropriate, relevant, specific, measurable, achievable, realistic but not time-bound. A time frame for achievement needs to be included in a revised logical framework.

**Expected Result 3**

34. The 3 indicators under this Result, namely (i) Bilateral trade negotiations contribute to agreements between SOMEAT/SOMETA and importing countries established by May 2013; (ii) Market support infrastructures (MMIS, websites) contribute to better pricing and trade volumes by the end of May 2013; (iii) Recognisable value-added Somali meat and meat products informed by results of market research by December 2012 are relevant, appropriate and time-bound.

3.1.3 The validity of assumptions and risks

35. Assumptions and risks are valid and important. The four main ones were:

- Trade relationship with traditional Middle East markets remains cordial;
- No trade bans occur due to epidemics of transboundary diseases;
- The security situation remains stable;
- There are no natural or man-made disasters.

36. These assumptions are consistent at Overall objective, Specific objective and Results level. They are appropriate, considering the prevailing security situation in Somalia. One unforeseen risk was the effect of the reopening of the KSA market for live animals on the availability of livestock for slaughter in the export slaughterhouses. A combination of factors such as the ban on freight originating from Somalia and the high cost of fuel and livestock, all occurring at the same time had negative impact on implementation of the project. A revised logical framework that addresses these changes needs to be prepared. This will include revision of indicators to reflect the changed circumstances.

3.1.4 Projects institutional set-up and management arrangements

37. FAO is the executing and implementing agency. Project management is the responsibility of FAO Somalia Office in Nairobi that provides strategic guidance and administrative set up for efficient and effective implementation. The project is managed by a competitively recruited full time Project Manager based in the FAO Somalia Office in
Nairobi, supported by a Field Project Manager based in Hargeisa, Somaliland and two (2) Zonal Coordinators at the field level, one in Hargeisa (Somaliland) and the other in Garowe (Puntland). Activities are implemented through national staff and institutions as well as contracts with sub-contractors. The contracts are made either with individuals or institutions (e.g., AFRISA, SOMDA).

38. VSF-Germany is the implementing partner. This organization supports people in developing countries whose livelihoods depend on livestock, in order to improve their living conditions and livelihoods. VSF-Germany has experience in implementing meat and milk projects in Somalia. Their main strength has been the training within and equipping the regional laboratories in Somalia. Based on this experience, VSF-Germany was given the responsibility of training of staff and equipping laboratories.

39. FAO Somalia selected Nairobi and Makerere universities as associates in implementation of the project. The two universities are ISO 9001-2000 Quality Management System (QMS) standard certified training institutions of international repute. The two institutions are engaged through Letters of Agreement (LoAs) to support implementation of capacity building activities, especially training and development of a Quality Assurance System.

40. The Ministries of Livestock in Somaliland and Puntland are both beneficiaries and implementing partners. These implementation arrangements have functioned as envisaged in the Project Document and thus facilitated efficient and effective implementation of the Project activities. However, there were concerns raised in Puntland regarding what was considered as inadequate consultations between the FAO Somalia office and the Ministry of Livestock and Animal Husbandry during implementation of project activities. Although this relates mainly to the implementation of other FAO projects in Puntland, it appears to have some spill-over effect on this project. This is evidenced by the slower pace of implementation of project activities in Puntland compared to Somaliland.

3.1.5 The adequacy of time-frame for implementation

41. Considering that this action is a follow-up of Phase I (FAO CODE OSRO/SOM/608/EC) and further considering the number (12) and the nature of activities to be implemented, the time-frame of 36 months is, in the evaluator’s opinion, adequate. However, the time frame for implementation of the baseline studies was inadequate as its planning was over ambitious. The implementation strategy is appropriate to achieve the intended results.

42. The total cost of the project is 2,222,222 EUR, with EC contributing 2,000,000 EUR (90%). The human resources as well as material resources (equipment etc.) are also adequate. The allocations are appropriate to achieve the desired results.

3.1.5 The adequacy of methodology for implementation to achieve intended results

43. The MoL are sub-contracted to implement public sector goods through LOAs. The ministries’ capacity for implementation is reinforced through technical support provided through international and local FAO staff, local facilitators and individual consultants.
Regional academic institutions are engaged to provide South–to-South collaboration and to enhance the capacity of local institutions to implement the project. This arrangement is adequate and has worked well in facilitating the implementation of project activities.

3.1.6 The quality of stakeholders and beneficiaries identification

44. The final beneficiaries as outlined in the Project Document include: public sector institutions (Ministries of Livestock, Health, and Environment, the respective municipalities and 7 local (domestic) slaughterhouses); 2 Livestock Boards (1 in Somaliland and 1 in Puntland); meat exporters (4 export standard slaughterhouses) and associated industry operators; Veterinary Professional Associations; pastoralist communities/livestock producers; and consumers/wider public in Somalia, North Africa and Near East region. The project is partly intended to address the weaknesses and limitations in the organizational, functional and technical capacities of public sector actors (line ministries and municipalities) as well as private sector actors (meat processors/exporters), who are the primary target beneficiaries.

45. The public and private veterinary professionals and other service providers are critical in the implementation of the hygiene and safety standards and thus appropriately selected. Their skills and competencies will be upgraded in order to better prepare them to implement internationally recognized quality assurance standards at all stages of the meat value chain, “from farm to fork”.

46. The project is involved in awareness creation and public education initiatives and training on a continuous basis in order to inform consumers on the importance of meat hygiene and safety and its role in safeguarding human health and wellbeing.

47. Considering the scope of the project, the MTE considers identification of both stakeholders and beneficiaries are largely appropriate. However, the MTE considers that women whose livelihood depends on meat were not clearly identified as beneficiaries, nor was their role in the implementation of the project as well as in the sustainability of the project outcomes by acting as change agents given adequate consideration. The project is urged to pay more attention to women issues in view of their important role within the domestic meat marketing chain.

3.2 Relevance

48. The project addresses Somalia’s development priorities and is consistent with EC Country Strategy Paper, FAO Plan of Action and Somaliland National Development Plan. Somalia is rated as one of the low income countries with a per capita income of USD 226 (Somalia Joint Strategy Paper-2008-2013). Poverty remains acute and support for development of livelihoods remains a priority. The stated goals and outcomes are therefore appropriate.

49. The project proposal was developed based on existing priority needs in the meat sector that have been identified by Somali stakeholders as well as various studies. There were appropriate consultations with local key stakeholders and intended beneficiaries. This was evident during discussions with senior officials of the MOL whose senior staff were part of the initial discussions in Lukenya (a copy of the workshop report was availed to the
evaluator). Further evidence was obtained from a copy of the Somaliland National Development Plan and feedback from beneficiaries (SOMDA, NAFAQO). The project is consistent with, and supportive of development policies of the EC. It is expected to contribute to addressing the gaps articulated in the 10th EDF Joint Strategy Paper¹ for Somalia, Pillar III, "Poverty reduction and the consolidation of peace through sustainable and equitable economic growth" as well as those identified in the Livestock Strategy Programme for EC (2009-2013). The project builds upon the achievements of the recently concluded EC (9th EDF) and League of the Arab States funded projects aimed at promoting and supporting the Somali meat industry. All the documents referred to above recommended intervention in the Somali meat sector that addresses: (i) strengthening the legal framework, (ii) operationalising the quality assurance processes for export and segmentation of the Somali meat market, (iii) provision of further training, (iv) supporting Private-Public Partnerships and meat marketing strategies.

50. The project was found relevant by focusing on improving the institutional capacity and skills of the identified beneficiaries as well as building the capacity of the meat industry players to promote competitiveness in formal marketing and trade of livestock and livestock products from the Horn of Africa. During meetings/interviews, both the high level (Ministers, and technical staff) as well as lower level stakeholders (meat vendors and consumers) considered the project very relevant for its potential for increasing income and reducing food insecurity through private sector-led economic growth, and through increasing livestock-based incomes, supporting value addition and facilitating access to markets.

4. IMPLEMENTATION

4.1 Budget and Expenditure Analysis

51. FAO prepares annual work plan and budget and seeks concurrence with the EC. FAO handles all the financial management aspects using its own procedures set out in the FAO Financial and Procurement Regulations. FAO has maintained separate accounting for advances and expenditures related to the Project. FAO Somalia has complied with the requirements set out in the Project Document. Random checks were made on the LOAs and evidence of expenditure on activities; these were easily retrievable and in order.

52. FAO received a total of USD 2,630,882 from the EC to finance the project activities. As at 7th March 2012 the total expenditure (including commitments) was USD 1,142,297 against a total approved budget of USD 2,630,882 (about 43%), with a balance of USD 1,488,585 (about 57%). By the same date, the project had been in operation for 19 months (52.7% of contract time). Based on this analysis, the MTE considers that project finances have been well managed though marginally under spent. The initial low level of financial delivery was attributed to overoptimistic assumptions about what could be delivered during the inception period and as a result of closure of export markets critical for some activities. Other factors included the cumbersome contracting and procurement procedures of the FAO system. The project has realigned activities implemented by VSF G to ensure a more rapid

¹ Jointly prepared by Denmark, Finland, France, Italy, Sweden, UK, Norway and the EC
delivery. No budget amendment had been sought by the time of the MTE. However, the MTE recommends a revision that would put more funds into activities with greater likelihood of success such as the Meat Inspection and Control Act, establishment of the MHU and value addition. A short no cost extension of 3-6 months should be considered to take cognisance of the initial delays.

4.2 Project Management and Coordination

4.2.1. Efficiency and effectiveness of operations management

53. According to the Project Document, the Project management structure comprises the following:

1. Technical staff: Programme Coordinator, Project Manager, Field Project Manager, 2 Zonal Coordinators;
2. FAO project implementation support: Nairobi and Somalia oversight management; FAO HQ Service support;
3. Project Assistant.
4. Ad hoc consultants

54. Project management is the responsibility of FAO Somalia Office in Nairobi. The Project Manager makes frequent field visits to Somalia. Periodic consultations with the EC Technical Assistant and FAO Technical Support Services are accessed. The Project Manager reports to the EC on behalf of both partners through FAO HQ. Frequent coordination meetings, consultations and discussions continue to be held between FAO and VSF-Germany. The purpose of these meetings/consultations is to ensure coordination of activities and to clarify any issues that could hinder the smooth implementation of the project activities. The benefit of this strategy was evidently visible through timely decision making and rapid implementation of remedial measures.

55. The project, through the Livestock Programme Coordinator, coordinates interventions with other projects implementing similar activities in order to minimize overlaps and avoid duplication, harmonize approaches and avoid conflicts, especially regarding beneficiaries’ perceptions of the various projects e.g. SAHSP III. Budgets and operations are supported through the Operations Manager.

56. During project formulation, specific roles and responsibilities were assigned to the implementing partners (FAO and VSF-G). However, clear reporting channels appear to have been overlooked. For example, it is not clear to whom the Zonal Coordinator in Puntland who is an employee of VSF-G reports regarding project activities; does he report directly to the Project Manager who is an employee of FAO or to his immediate senior in VSF-Germany? These relationships were not dealt with at the design stage. The evaluator learnt that there were initial strained working relations between FAO and VSF-Germany over the clarity of these reporting lines. This slowed down the initial implementation of project activities in Puntland; this problem has since been addressed.
57. The working relationship between the project and the line Ministry in Puntland (Ministry of Livestock and Animal Husbandry) is generally good. However, cooperation between Garowe Municipality and the Ministry of Livestock and Animal Husbandry (two public institutions) is weak; this has tended to slow down project implementation. This issue needs to be addressed urgently.

58. The implementing partners (e.g. Ministries of Livestock) are contracted through LOAs (see paragraph 45). The LOAs have detailed work plans, budgets, timelines and reporting requirements. They also stipulate conditions to be met for disbursement of funds and draw downs. The flow of funds from FAO to the implementing partners has been timely. These implementation arrangements have functioned as envisaged in the Project Document and thus facilitated efficient and effective implementation of the Project activities. A monitoring matrix is applied to follow through activities being implemented over time. However, there were concerns raised in Puntland regarding what was considered as inadequate consultations between the FAO Somalia office and the Ministry of Livestock and Animal Husbandry (MOLAH) during implementation of FAO projects, including the one under review. As a result, the MOLAH in Puntland tended to view the project as a FAO activity rather than their own due to limited buy-in. This was evident during the evaluators’ discussions with the Minister for Livestock and his senior staff in Garowe.

4.2.2. Realism of annual work plans

59. The annual work plans are adequately developed. However, the MTE consultant feels that there is need for the project management to be more flexible in their strategy for implementing the activities. An example is the marketing studies (Activity 3.3) that could already have been implemented. While the PM pursued the option of waiting until the quality of meat had been improved (i.e. Result 1 and 2) before implementing Result 3, the MTE evaluator was in concurrence with the EC monitoring missions that this activity should have long been implemented.

4.2.3. Efficiency and effectiveness of monitoring system and internal evaluation

60. The project document indicates that continuous internal and external monitoring and evaluation will be used to ensure that the project remains on track throughout. A monitoring matrix to satisfy FAO internal requirements is used to ensure that the project remains on course and to provide timely and actionable advice to implementers. The matrix also provides baseline information to both monitors and evaluation teams. Monitoring is hinged upon the logical framework, 6 monthly work plans, inception and interim reports, back to office reports, activity progress reports, and workshop/training reports amongst others. The project produces high quality and comprehensive interim reports. Evidence of corrective actions is rescheduling of activities in the work plans.

4.2.4. Elaboration of an exit strategy

61. While this is not explicitly required of the project, addressing the capacity of the public sector implicitly presumes this. The MTE suggests that the support to the MHU, and
value addition would increase chances of sustainability beyond the life of the project. Involvement of relevant beneficiaries in an appropriate manner is key to sustainability and exit. This is being done.

4.3 Technical Backstopping

62. The project has received quality technical backstopping from the FAO Somalia Office in Nairobi. The Project Manager had visited the project 22 times by the time of the MTE. However, the visits to Puntland were fewer due to lack of security clearance from the UN and accommodation. During these visits, the progress of the project is discussed and any challenges/constraints affecting implementation of activities are discussed with a view to resolving them.

63. The budget holders from HQ have visited the project management three times and continue to coordinate using email, telephone and skype internet calls. The Regional office has visited the project thrice and is helping with the coordination of the M &E missions. The EC technical Unit has made two monitoring missions to the project. Project documents are technically cleared with the support of both the HQ and the FAO regional office. The staff feel that the technical support from the regional office is adequate. However, there is a feeling that clearance of documents by HQ should take into consideration their appropriateness in the context of Somalia.

4.4 Governments’ participation

64. Long term success and sustainability of the project ultimately depends upon the commitment of government to engage in the project and to make contributions in its formulation, monitoring progress and even participating in implementation of various activities. The governments of Somaliland and Puntland have participated in the process of formulation of the legal and regulatory framework (Meat Inspection and Control Act and the Meat Codes), establishment of the Meat Hygiene Units and appointment of staff to manage the units, and refurbishment of the Regional Laboratories in Hargeisa and Galkayo. Government officials of the line ministry (Ministry responsible for Livestock) have also participated in creation of awareness regarding meat hygiene and safety through talk-shows, seminars and workshops. The Project management works very closely with the line Ministries (i.e. Ministry of Livestock in Somaliland and Ministry of Livestock and Animal Husbandry in Puntland) while implementing project activities. Governments in both regions have nominated staff to be trained by FAO in collaboration with the University of Nairobi in meat hygiene and quality assurance with a view of deploying them to the regions.

65. During discussions with Ministry of Livestock officials both in Somaliland and Puntland, the officials in Somaliland demonstrated a higher level of commitment to the project than those in Puntland. This commitment is likely to have contributed to the faster pace of project implementation in Somaliland.
5. RESULTS AND CONTRIBUTION TO STATED OBJECTIVES (EFFECTIVENESS)

5.1. Outputs and outcomes

66. The Project has made commendable progress towards achievement of results and targets. The following is an analysis of activities and progress towards achievement of results and targets.

5.1.1 Expected Result 1: Capacity of public and private sector institutions to regulate the Somali meat trade enhanced.

Activity 1.1 (Meat sector situational analysis and baseline report (project baseline))

67. This had been planned to be implemented during month 2, 3 and 4 of the project. In Somaliland the Activity was implemented in time in accordance with the plan. The MTE evaluator is of the opinion that the implementation method of baseline studies in Somalia was expensive and time consuming. Use of participatory and qualitative methods would have been more cost effective and faster compared to the quantitative methods that were used.

68. The baseline study established the importance of livestock in supporting and sustaining pastoral livelihoods and incomes. According to the study, livestock contributes USD 1,743 per year to each family. The baseline establishes that high levels of poverty prevail (US $74/person/day) in Somalia and that meat can contribute to increased incomes within Somali households.

Activity 1.2. Support to the legal and regulatory framework and systems: finalisation of the Meat Inspection and Control Act and support to enforcement.

69. It was anticipated that the Meat Inspection and Control Act would be enacted and gazetted in 2 public administrations in Somalia (Somaliland and Puntland) by June 2012. To-date, the Draft Act (Bill) has been discussed in consultative workshops (50 participants in Hargeisa, Somaliland-20 women, 30 men) and accepted by the Ministry of Livestock and other stakeholders in the meat industry in Somaliland and Puntland; it has also been discussed by the Council of Ministers (Cabinet) and the Natural Resources Sub-committee of Parliament in Somaliland. It is now awaiting debate in the Lower House before being sent to the Upper House and subsequently to the President for assent to become law. Discussions with the subcommittee on environment and natural resources confirmed their participation and contribution to the Act that is expected to be debated by Parliament before May 2012. The Meat Code for Somaliland has been developed and approved by the Minister for Livestock. In Puntland, the Bill was debated and unanimously passed by the Council of Ministers (Cabinet of 17 ministers) on 30th June 2011 and subsequently submitted to Parliament (65 members). The Bill was referred back by the President to a ministerial committee of 7 persons for further review. The Minister of Livestock indicates that there will be need for more funds to finalise the work.

70. In both Somaliland and Puntland, the project developed the schedule of penalties and incorporated them into the Meat Inspection and Control Act as well as in the Meat Code. In Somaliland, the Meat Inspection and Control Act was scrutinized in a stakeholders`
workshop that was attended by 50 participants drawn from at least 9 institutions including the Regional Governor’s office, the Mayor and Vice-Mayor of Burao, public and private sector veterinarians, NAFAQO Association, Ministry of Livestock, hotel and restaurant owners. In addition, the Meat Inspection and Control Act and the Meat Codes have been translated into the Somali language both in Somaliland and Puntland.

71. Clearly, a lot of progress has been made towards finalisation of this Activity and it is likely that the Draft Act (Bill) will be enacted and gazetted by June 2012 as planned in Somaliland. The process in Puntland lags behind and requires more focused attention. The MTE established that the project has enhanced the regulatory framework and sector performance. The debate regarding the Act has moved into the public arena and after much consideration the Somaliland Butchers and Meat Association (NAFAQO), who were previously strongly critical of the Act has, through awareness, eventually agreed to support the draft law. The strategy of using parliamentarians was particularly useful in addressing the misconceptions/rumours and stimulating positive debate regarding the Meat Inspection and Control Act.

72. Respondents during the MTE expressed a high degree of satisfaction with the inclusive and participatory nature of the process. They recognized that in spite of the slow nature of the process, they had been given opportunities for feedback and comments. Overall, both the public and private sector stakeholders interviewed during the QA blue print presentation workshop in Hargeisa indicated their full involvement in the process of developing the Act. They expressed ownership of the process; this is likely to contribute to sustainability.

Activity 1.3. Meat hygiene regulatory unit(s) established and made operational in each of the region(s) of Somalia to support regulation of meat safety procedures.

73. Meat Hygiene Units (MHU) have been established in both Somaliland and Puntland. Two staff members were appointed to manage each of the Units in Hargeisa (Somaliland) and Garowe (Puntland). The project provided furniture (tables, chairs, desks and lockers) and one laptop computer as well as a desktop computer for the Unit in Somaliland. In Puntland, desks, chairs and lockers were provided to support the Unit. It should be noted, however, that full operationalisation of the Units will require legal and regulatory support as well as provision of adequate resources; this will be possible only after enactment of the Meat Inspection and Control Act and finalisation of the Meat Codes.

74. Two private sector organizations (SOMDA and Hodman) have also been established as planned. These were anticipated to have been implemented and operational by December 2012. However, little progress has been made towards making independent SOMEAT/SOMETA offices in Somalia operational.

75. There were some concerns, however, regarding sustainability of the MHU in Somaliland. Although the Ministry of Livestock indicated that it attached high priority to the Unit, it has not allocated any funds to the Unit during the current financial year due to budgetary constraints; there were no plans to do so in the next budget for the same reason. It is not clear how the Unit will operate after the end of the project. Another concern relates to payment of incentives to staff of the Unit in Somaliland. The evaluator learnt that FAO had
committed itself to paying 3-months incentives for the Officer-in-Charge of the Unit and her deputy, following which the government would take over that responsibility. However, by the time of the evaluator’s visit to the Unit (22nd February, 2012) the staff were not receiving the incentives. The evaluator, however, received evidence of funds forwarded by FAO to the Ministry of Livestock in Somaliland to support the Unit. He also learnt that there were plans to provide additional funding support.

76. It was also noted that, although the project document stipulates that the project would purchase a car for each region as well as provide funds for fuel and allowances for 3 people to facilitate supervision and regular inspection missions to slaughterhouses, the Units in Hargeisa and Garowe had neither the means of transport nor allowances for staff. There is therefore need for logistical support (e.g. vehicle, etc) to facilitate the Unit’s operations.

77. The MTE established that at the stage of designing the project, the Donor foresaw opportunity for other projects contributing support. Thus the seed money provided to establish the MHU and the private sector entities (SOMDA) was grossly inadequate and thus compromised the quality of support provided by the FAO.

Activity 1.4. Human resources development (training based on needs assessment, awareness and education) in both public (Meat Inspection and Control Act, HACCP, slaughterhouse standards) and private sector (HACCP, GMP, GHP) through a modular approach.

78. A curriculum for a certificate course in Meat Hygiene and Quality Assurance has been developed and approved by the University of Nairobi. Fifty (50) nominees for a training-of-trainers’ course in Meat Inspection and Quality Assurance (QA) from Somaliland and Puntland have been selected and application forms submitted to the University of Nairobi. The University has already approved admission of the 50 applicants for the course. Although the course will be taught in English, training manuals will be translated into the Somali language to ensure full understanding of the subject matter.

79. Training materials for HACCP training along the meat value chain have been developed; HACCP training has been provided to 677 project beneficiaries. These include 130 Somali Veterinary Professionals, 235 butchers and meat vendors (100 were members of NAFAQO Butchers and Slaughter Association). Fifty (50) livestock operators from Galkayo, Garowe and Bosasso were trained on HCCP. The training focused on Good Hygiene Practices (GHP) for slaughterhouses and slaughterhouse environmental management and hygiene. Modules for training lay personnel on meat inspection along the value chain are being translated into Somali language. Development of instructional videos for training has not been implemented as it is awaiting completion of the design of the QA system. Samples of the training material produced that were availed to the evaluator were found to be of high quality and standard in their production. A summary of training undertaken, disaggregated by gender and region, is provided in Table 1.
Table 1: Trainings conducted between April and September 2011

<table>
<thead>
<tr>
<th>Region/Town</th>
<th>Type of Training</th>
<th>Number Trained</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Borama and Burao</td>
<td>Minimum meat hygiene and handling practices</td>
<td>128</td>
<td>72</td>
</tr>
<tr>
<td>Borama, Burao and Hargeisa</td>
<td>Meat inspection procedures and vet regulations</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>Borama</td>
<td>Meat inspection by laws and control act</td>
<td>35</td>
<td>15</td>
</tr>
<tr>
<td>Borama</td>
<td>Waste Management and environmental Hygiene</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>Hargeisa, Borama and Burao</td>
<td>Disease Surveillance at abattoirs, meat markets, risk assessment and risk management</td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td>Burao and Borama</td>
<td>Meat inspection by laws and control act</td>
<td>65</td>
<td>35</td>
</tr>
<tr>
<td>Burao, Borama and Hargeisa</td>
<td>Meat retailing and marketing</td>
<td>98</td>
<td>52</td>
</tr>
<tr>
<td>Borama</td>
<td>Meat hygiene and handling practices</td>
<td>78</td>
<td>22</td>
</tr>
<tr>
<td>Burao</td>
<td>Waste disposal and environmental management</td>
<td>60</td>
<td>40</td>
</tr>
</tbody>
</table>

80. Two groups of trainees along the meat value chain were met by the MTE. These are staff of Hargeisa laboratory and meat vendors in Garowe. Both groups showed a lot of interest and indicated that they benefited greatly from the training. The laboratory staffs were able to identify common bacteria contaminating meat through the learning- by- doing mode of training. However, while indicating that they benefited from the training, the meat vendors continued the traditional practices such as using paper box material to place meat on and sitting on the vending tables on which meat is placed. The evaluator recognizes that only dedicated training of the meat vendors and consumers through the identification and engagement of champions (extensionists) will have a lasting impact on meat quality.

81. Slaughterhouse personnel interviewed in Hargeisa slaughterhouse indicated that they had been trained on minimum meat hygiene and handling practices, meat inspection procedures and veterinary regulations. However, although they were happy with the training which they considered to be beneficial to them, they indicated that they required training in waste disposal and environmental management which they had not received. The evaluator
was informed that this is one of the courses scheduled to be offered during the second half of the project.

Activity 1.5. Creation of public awareness on the importance and benefits of safe meat control and hygiene.

82. Regarding creation of awareness on the importance and benefits of safe meat control and hygiene, a communication plan has been developed in consultation with VSF-Germany.

83. Production of visibility material is complete. These include the following items: 200 branded caps; 400 branded shawls for women and 600 branded T-shirts, which constituted the project memorabilia. In addition, 1,500 posters comparing traditional slaughter methods with the best modern slaughter practices were prepared and distributed. One thousand (1,000) brochures with descriptions of project activities were also prepared, translated into Somali language and distributed. According to the project monitoring matrix, the project had targeted production of 1,500 posters, 1,000 T-shirts, 115 banners, 1,000 caps and 1,500 brochures. Production of some of the items therefore fell slightly short of the target. This was attributed to runaway inflation globally that led to higher prices. Additional caps as well as shawls that were preferred by women were made instead of T-shirts.

84. Six public awareness workshops with 180 participants were held in Somaliland and Puntland during the first round of publicity. These were carried out from January –April 2011 in Puntland (Bosaso, Garowe and Galkayo) and June-July 2011 in Somaliland (Hargeisa, Borama and Burco). Later in order to be more effective, two 40-minute radio/TV talk-show programmes were developed and have been aired twice in 48 hours in order to reach a wider audience cost-effectively. The MTE was availed the recording of these events that were broadcast on local radio and cable TV and are presumed to have reached an estimated 30,000-60,000 and 300,000-400,000 people on radio and TV per session, respectively. The key messages included meat hygiene and safety, the contents of the Meat Inspection and Control Act, and the benefits of modern slaughter methods compared to traditional methods. The project has also undertaken the following: development and dissemination of videos and leaflets on meat hygiene and safety, as well as rules and regulations to inform the public on the progress of the project; development of videos/posters on Good Hygiene Practices; translation of videos developed by FAO from Arabic language to Somali language for promoting Somali meat exports to the Gulf countries; designing and production of leaflets written in Somali language, explaining the importance of meat hygiene and safety throughout the meat production chain. These were availed to the evaluator and were found to be of high quality.

85. This strategy of awareness creation was not only appropriate for the Somali context but in the opinion of the evaluator, also effective as it enabled the project to reach a large number of people at reasonable cost. The project at a cost of US 500 per session was able to reach 30,000-60,000 persons on radio and over 400,000 on TV compared to US$2,000 used to reach 30 persons in a specific site. The evaluator was informed by respondents in Garowe that the strategy had raised public awareness regarding meat safety and hygiene in Puntland. However, as indicated in Paragraph 80, there was minimal change in the attitude of the
women meat vendors. There might be need to undertake an impact assessment of the awareness activities implemented thus far.

86. A clean-up exercise in Galkayo domestic meat market involving 20 people was arranged in collaboration with Horn Cable TV. Participants were given extension messages comparing bad and good slaughter and meat handling practices developed by the project that they were expected to disseminate. Although this activity had been designed for slaughterhouse personnel, the participants eventually selected had no connection with the slaughterhouses. Since there was no follow-up of this activity, its impact could not be established.

5.1.2 Expected Result 2: HACCP and Quality Assurance System (QAS) established in regions of Somalia.

Activity 2.1. Strengthening, promoting and implementing quality control systems and meat certification procedures for meat and meat products (HACCP for export facilities and GMPs/GHPs and SOPs for both domestic and export establishments) in collaboration with public and private sector stakeholders.

87. This activity involves strengthening, promoting and implementing quality control systems and meat certification procedures for meat and meat products in Somalia with the aim of increasing importing countries’ and consumer confidence in the quality and safety of Somali meat. A stakeholder needs analysis was planned to be conducted by month 12 of project implementation. After establishment of the prerequisites for QA, a participatory stakeholder needs analysis workshop, attended by 50 participants from Somaliland and 32 from Puntland, was conducted to collect views for developing a QA blue-print for Somaliland and Puntland which was expected to be in place by month 18 of project life. Subsequently, the draft was prepared and presented to technical teams in both Somaliland and Puntland for review to ensure relevance and consistency with the local context in both regions. The Somaliland team presented their edited version on 23rd February 2012, with this evaluator in attendance, while the Puntland team presented theirs on 1st March 2012. These were completed on schedule. The process was participatory and the stakeholders were appropriately selected to represent the various categories of stakeholders and interest groups. Participants during the presentation of the blue print in Hargeisa who had attended the workshops expressed satisfaction with the process of developing the blue print as well as the outcomes of the workshops. They were particularly happy with the involvement of the key stakeholders in the technical teams in the design, review and domestication of the blue print at the MOL level.

88. Development of Standard Operating Procedures (SOPs) and their translation into Somali language is ongoing. At the time of the evaluation, 10 comprehensive, standard slaughterhouse SOPs that include ante mortem inspection, halal slaughter and bleeding, inspection of carcasses, inspection of viscera, microbial counts testing, cleaning of slaughterhouses, quality assurance for chilled meat in an export slaughterhouse, safety standard operating procedures, trimming and washing of carcasses and personal hygiene have
been developed and translated into Somali language. They will be discussed with technical staff of the ministry responsible for livestock. According to the work plan, the SOPs and QAS were envisaged to have been developed and approved by month 24 of project implementation. It is the evaluators’ view that this will be accomplished in time since 4 more months are still available for the purpose. It is expected that after full development and implementation of the GMP, GHP, SOPs, SSOPs and HACCP procedures by the end of the Project, Somali meat will have become competitive enough to retain the existing export markets and penetrate into new ones on a sustainable basis as it will have complied with international requirements/standards (Codex Alimentarius Commission). Achieving this compliance with international standards, however, implies adequate funding (human resources, costs and infrastructure) to ensure full implementation. Discussions held between the evaluator and Ministers of Livestock and their senior officers in both Somaliland and Puntland revealed that there was a great shortage of qualified animal health professionals, meat inspectors and quality assurance officers in the public service. If this is not addressed, it is likely to compromise achievement and sustainability of the outcomes of this activity. There will also be need to develop appropriate infrastructure to support the meat sub-sector (e.g. construction of additional appropriate slaughterhouses in appropriate locations).

Activity 2.2. Functional linkages established and promoted between the public and private sector diagnostic laboratories and support provided.

89. Mapping of the existing public and private sector laboratories in terms of their location, status/capacity, human resources and the level of their training has been conducted in 3 towns and 4 laboratories in both Somaliland and Puntland, namely Hargeisa and Galkayo regional laboratories as well as Burao University and Sheikh Veterinary School.

90. Capacity gaps in the public sector laboratories in terms of the existing number of technicians and their level of training, as well as the necessary equipment were identified through a needs analysis. In addition, the needs analysis report and a training manual have been prepared. The project is in the process of closing these gaps through training and provision of additional equipment.

91. Procurement of the necessary additional equipment and consumables for the two regional laboratories (Hargeisa and Galkayo) was ongoing during the evaluation. These include two autoclaves (40 litres capacity), one generator, one incubator, two laboratory First Aid Kits, consumables such as petri-dishes, universal bottles and bacteriological media and laboratory chemicals.

92. Eight technicians (4 women, 4 men) in the Hargeisa laboratory and 7 others in Galkayo laboratory received technical training in November 2011 and November/December 2011, respectively. A training manual was developed and used in training on microbiological testing of meat in Galkayo regional laboratory.

93. The project signed LoAs with the Ministries of Livestock in Somaliland and Puntland to support sampling and testing of 250 meat samples in each laboratory in Hargeisa and Galkayo. However, there was a delay in testing the samples occasioned by non-operation of
the export slaughterhouses following a ban on direct air-freight from Somalia which has since been lifted. Despite the lifting of the ban on air-freight, however, the export slaughterhouses remain closed. This is mainly attributed to the high cost of live animals (USD42-45 at producer level) without commensurate increases in global meat prices, thus making it more attractive to trade in live animals. There was need therefore to reorient this activity to target local slaughterhouses and the project management correctly took a decision to do so.

94. No samples had been tested before the ban. At the time of the MTE, 250 paired samples were being collected (from local slaughterhouses) in duplicate to facilitate the testing of one set of the samples in Hargeisa or Galkayo laboratories while the other set is sent to Analabs, an accredited, ISO certified laboratory, in Nairobi. The purpose of testing duplicate samples in the accredited laboratory is to assess the level of technical capacity the regional laboratories in Hargeisa and Galkayo have attained following the capacity development efforts by the project. The Activity is planned to be completed during the third week of March or in mid April 2012. During discussions with project management and laboratory staff, issues of the long-term sustainability of the laboratories were raised. The cost-sharing (cost recovery/user charges) that has been introduced for laboratory services will also contribute to sustainability. It was noted that financial resources allocated to the laboratories were inadequate. The user charges that have been introduced cannot sustain laboratory activities. Mechanisms of ensuring sustainability of these laboratories need to be explored. These may include opportunities for public-private partnerships.

Activity 2.3. Undertake environmental and social impact assessment (ESIA) for the participating slaughter facilities.

95. This Activity was aimed at conducting an environmental and social impact assessment (ESIA) for the participating export slaughter facilities. An Environmental and Social Audit for H. Foods in Burao, Somaliland, has been conducted after some delay as it had been planned to be completed by month 12. The main recommendations from the Audit include (i) a need for policy interventions that encourage export of processed meat rather than live animals, and (ii) need to pursue opportunities for better waste management through value addition of by-and co-products; this could be accomplished by establishing a factory for processing soap, artefacts, jewellery, house decorations and buttons from bones. In addition, the Audit recommended that slaughterhouses should explore modalities for exploiting renewable energy by generating biogas from gut contents and other bio-digestible waste products or tapping solar energy. A similar assessment that had been planned for the Galkayo Slaughterhouse (Mubarak II), however, was not conducted due to insecurity.

5.1.3 Expected Result 3: Market access/product marketing and processing sustained and improved.

Activity 3.1. Support to bilateral trade missions and promotional activities (conference participation, study tours, awareness and marketing of tradable by-products)

96. Technical lobbying has the potential to consolidate existing markets and to open up access to new market opportunities. This Activity was aimed at supporting bilateral trade
missions and promotional activities to consolidate and expand the export markets for Somali meat and meat products.

97. The results-based monitoring matrix prepared by the project to assist in monitoring the progress of implementation of project activities and achievement of results set the following targets: stakeholders’ workshops to be held and recommendations made by month 12; two (2) scooping missions to the Middle East and neighbouring country to be undertaken by month 18; import requirements to be established by month 24; and study tours to be conducted by month 30.

98. A bilateral trade negotiations consultative meeting was held in Djibouti on 17th and 18th April 2011 to plan a common position for a bilateral trade mission to the Kingdom of Saudi Arabia (KSA) for livestock and meat traders. The meeting was attended by FAO, AU-IBAR, the Transitional Federal Government of Somalia (TFG) and representatives of livestock exporters and quarantine facilities. The anticipated mission failed to take place because the then Minister of Agriculture of the TFG was replaced at the time when the mission was due to be undertaken.

99. In collaboration with the FAO Regional Office, import requirements for the United Arab Emirates (UAE) and the KSA were established through an IGAD/FAO exploratory mission in the Middle East from February 23 to March 01 (UAE) and March 24 to April 01 (KSA) 2011. The objectives of the mission were to discuss with the regulatory authorities, trading departments and traders on emerging importers’ requirements and collect feedback information on exported meat and live animals from the Horn of Africa countries, undertake observations on the major meat and live animals’ markets and learn from the products of competing and exporting trading companies. This information would be used in development of training packages/toolkits for major value chain actors in meat and live animals trade. In addition, in Saudi Arabia (KSA) a meeting was arranged to explore the possibility of collaboration and financial assistance with the Islamic Development Bank in Jeddah. Documents on Veterinary Quarantine Legislation in the KSA were also obtained. Through the same collaboration, translation into English of Saudi Arabia and Emirates import requirements for livestock and livestock products, as well as the Saudi Arabian law and regulations, was carried out. This forms a basis for development of a technical dossier. Bilateral trade missions need to be prioritised. Such missions form the basis for negotiated trade agreements between recognized governments. There are opportunities for expanding the traditional Middle East meat markets as well as development of meat markets in North Africa. The main challenge here is that the regional entities of Somaliland and Puntland are not internationally recognized and the Transitional Federal Government (TFG) would have to be involved for the process to gain credibility. The Somaliland Government does not consider itself under the authority of the TFG.

Activity 3.2. Support to operationalisation of livestock and meat marketing strategy, organisational management and networking opportunities.
100. Development of a meat marketing strategy by stakeholders through a participatory process, with assistance of AFRISA Institute of Makerere University, is ongoing. This involves consultations with a wide range of meat industry stakeholders e.g. government officials, traders’ associations, slaughterhouse operators, meat vendors and consumers. The strategy recommends value addition involving selling meat in cuts as well as processing (mincing, dicing and cubing) to improve its form and utility, thus improving its distribution and price. Implementation of this sub-activity was planned to be completed by month 18; its completion is therefore slightly delayed. The meat strategy is expected to be ready by April 2012 and will subsequently need to be operationalised. Government officials, a major stakeholder of the product, who were interviewed expressed satisfaction with the process. Although it would have been desirable to obtain views from other stakeholders, this was not possible due to time limitations.

101. Modalities for the World Organization for Animal Health (OIE) regional representative to inspect H. Food and other SOMEAT slaughterhouses in order to comply with OIE and Codex Alimentarius Commission requirements for meat exports are being explored. In this regard, the Director of Veterinary Services (DVS) of the Federal Republic of Somalia, in consultation with the Project Manager of the FAO SOMEAT II project, has written to the OIE, seeking assistance for an audit to comply with OIE and Codex requirements for meat exports to the Kingdom of Saudi Arabia.

102. A website to provide livestock and meat marketing information has been developed and is currently being edited. This was planned to be developed by month 21 and is therefore on schedule.

Activity 3.3. Undertake market research on marketable meat products (deboned meat, mince, dried e.t.c.); strategy for value added products, and external market survey.

103. The proposed market study was designed to undertake market research on marketable meat products and to conduct external market survey. The focus would be on product promotion, pricing and positioning to better inform SOMEAT/SOMETA meat marketing strategy. It is understood that implementation of the Activity was rescheduled to await standardization of the products as the current ones have a short shelf-life. It had originally been scheduled to be conducted between January and April 2012. In the opinion of the evaluator, however, market research can precede product standardization as it seeks to establish whether the products, once standardised, would have a market, including the size of that potential market, identify the potential competitors and assess their comparative advantage, if any.

104. The evaluator has learnt that the market research is now planned to be conducted by month 24, meaning that it needs to be concluded by June 2012. In this regard, recruitment of Arab-speaking consultants is ongoing. Terms of Reference (TOR) for the study have been developed in collaboration with the FAO Regional Office and it is anticipated that the study will commence soon.
Activity 3.4. Pilot testing meat value addition of by-products and co-products (offals e.g. sausage casings, ‘Mugmad’, heads, tongue, low grade meat, tallow and soap) and inedible by-product value addition e.g. hides and skins, horns, hooves etc.

105. A feasibility study on commercialization of animal co/by-products undertaken during Phase I of SOMEAT project revealed under-utilization of edible and inedible animal by-and co-products, largely due to lack of appropriate technology. In addition, domestic consumer patterns have been undergoing changes over time.

106. To address these issues, the project was designed to undertake market and consumer study focusing on social acceptance, feasibility and benefit-cost analysis with regard to utilization of edible and inedible by-products. In case of a positive result of the study, a small pilot would be implemented in support of two women groups, one in Burao and one in Galkayo.

107. Training covering bone craft and artefact development, soap making from bone-marrow fats, extraction of medicinal oils from animal parts/organs, processing and packaging traditional meats for sale in the export and domestic markets has been conducted for 40 trainers of trainers (TOT) - i.e. Mugmad (12 women and 3 men), soap making (12 women and 3 men) and bone-craft (6 women and 4 men). The collaborating association selected the trainees based on gender (females were given preference), age (youth preferred) and basic educational qualifications (primary -8 years or ordinary level -4 years education). This training was implemented in a modular approach from August 2011 to March 2012). The training was ongoing during the evaluators’ visit to the SOMDA facility in Hargeisa. The trainees were doing an excellent job, especially in bone craft work. The trainees were very happy with the quality of the training they were receiving and were enthusiastic about the prospect of utilizing the knowledge and skills gained to generate income for themselves and their families after the training. They expressed satisfaction with their ability to transform a hitherto waste product (bones) into jewelry and profit from it.

108. High quality-tailored training modules for development of skills in bone craft, soap and “mugmad” production have been developed and implemented for Somaliland Meat Development association (SOMDA). Standardisation of finished products and packaging them for marketing is ongoing. Additional groups (NAFAQO in Borama (18 women) and Burco and Hodman (Galkayo 12 women) and Garowe (20 women) have been identified for training, building on the achievements realized in Hargeisa. This sub-activity was planned to be completed by month 18; there is therefore a slight delay. In particular, implementation of this activity in Puntland is behind schedule due to the lower capacity of the technical staff to absorb skills. However, the evaluator was informed that there are plans to accelerate implementation of the activity during the second half of the project.

109. Considering the potential of this activity for creation of jobs and generating income for the youth and women, and the interest shown by groups that are not currently participating (e.g. NAFAQO), there is need for scaling-up the activity.

110. A Video of trainings is yet to be developed.

111. Progress made towards achieving Project Outputs/Results is summarized in Annex 2.
The project has made good progress towards achievement of Outcomes/Results. The MTE commends the project management as well as the support team from FAO HQ for good work, well accomplished, particularly in Somaliland. However, the same impetus demonstrated in Somaliland should be replicated in Puntland. FAO management should find a way of addressing the constraints that are hindering smooth implementation of the project in Puntland. These include what senior officials of the Ministry of Livestock, including the Minister himself, considered as inadequate consultations between FAO Somalia and the Ministry during implementation of project activities (See Paragraph 40) and the apparent inadequate ownership (buy-in) of the project, viewing it as a FAO rather their own project.

5.2. Gender issues

The evaluation established that gender (women) issues and gender mainstreaming was not explicitly included in the project design and thus documented in the identification of beneficiaries and implementation. In spite of this, the MTE found out that women are a major beneficiary of some of the Project activities. A visit to one of the meat markets in Hargeisa, for example, revealed that the vast majority (about 90%) of the meat vendors were women. The women have benefited from the training given to the meat vendors, as well as other forms of training. For example, of the 752 people trained on various aspects of meat hygiene and environmental management from April to September, 2011, 488 (64.9%) were women.

The project supports one women group in Hargeisa (SOMDA) and another in Galkayo (Hodman) in pilot testing meat value addition of by- and co-products (Mugmad”, camel bone ghee) and inedible by-product value addition (e.g. bones). One group in Hargeisa (SOMDA) was supported to implement these value addition activities on a pilot basis, with the aim of replicating the process with other groups and in other sites, if it proved to be successful. Efforts have been made to include them in workshops and training; however it should be noted that the attendance of women in an event does not necessarily imply their participation. The MTE notes that FAO uses a shared Enterprise Development Officer to engage with the beneficiaries. However, more effort needs to be made to ensure that the butchers and meat vendors are better engaged to ensure a more lasting impact.

5.3. Capacity development

The project design explicitly states the focus is on capacity building at institutional and skills level. Inadequate capacity is clearly identified as one of the major constraints to increased competitiveness. Capacity building efforts have potential for long-term impact in the meat industry through improvement of meat hygiene and safety as well as trickle-down benefits of increased incomes for beneficiary communities. The project has made effort to enhance the capacity of the public and private sectors in Somalia, particularly the 2 autonomous administrations of Somaliland and Puntland, to promote the meat industry in the country. Two strategies are being applied i.e, building the capacity of exiting institutions and/or establishing new institutional arrangements. The development of a legal and regulatory framework (the Meat Inspection and Control Act and the Meat Code) that is being undertaken will provide the needed legislation and regulations on meat hygiene and safety in line with regional and international food/meat safety regulations. This will contribute
significantly to making Somali meat competitive in the Middle East as well as other international markets. The development of a quality assurance system, coupled with the establishment and operationalisation of the Meat Hygiene Units, will also contribute significantly to promoting the Somali meat industry.

116. Training of technical staff, including training of trainers, and provision of laboratory equipment have also contributed to capacity development in Somaliland and Puntland. The MTE considers some of the training given to technical staff in the meat industry successful but there is need for more focus on women meat vendors.

117. In general, respondents indicated that training was a strong component of the project and was focused on addressing the capacity development needs (paragraph 80-81). The MTE noted that the trainings were implemented with a regional focus, implemented in the urban centres of Boroma, Hargeisa and Burco. The MTE notes that a learning-by-doing approach over the long term at the slaughterhouses as well as in the meat markets is likely to have long term impact. There is need for the project to identify champions in these sites who will undertake this task.

5.4 Sustainability

118. The MTE notes the efforts of the project in laying down more permanent institutional arrangements in the MICA, the Meat Inspection Code as well as the QAS and building skills and capacity around these, all aimed at establishing sustainable systems. However, sustainability of what has been achieved and what will have been achieved by the end of the Project, once project assistance has ended, is likely to vary from one region to another and from one activity to another. Somaliland and Puntland are at different levels of capacity for uptake of soft skills. In addition, Puntland appears to be unhappy with the mode of project implementation by the FAO and thus may not readily “own” (buy-in) project outputs and outcomes; this reduces the chances of sustainability. Puntland also has a lower level of human resource in the public sector, making the public goods difficult to operationalise.

119. The training in Quality Assurance offered by the Project to staff of participating institutions (e.g. Ministries of Livestock) is creating a critical mass of personnel able to formulate and implement quality control systems in the meat industry that will ensure meat safety and quality acceptable to the importing countries and in line with the OIE and the Codex Alimentarius Commission requirements, thus enhancing the chances of sustainability. This will, however, be subject to availability of adequate resources. The training of trainers’ component of capacity building will also enhance sustainability.

120. Ownership of project outputs and outcomes by the key stakeholders and direct beneficiaries will also enhance sustainability.

121. At the institutional level, the project is assisting the public and the private sector to develop a multi-level inspection, auditing and quality assurance system for international certification, with the aim of strengthening the relevant institutions for such restructured service, ensuring local ownership and sustainability. The Ministry of Livestock in Somaliland has demonstrated its commitment to establishment of sustainable meat hygiene and QA systems by establishing a Meat Hygiene Unit at the Ministry HQs. It is imperative, however,
that funding be positioned for the MHU and its operations for its sustainability to be achieved. The cost-sharing (cost recovery/user charges) that has been introduced for laboratory services will also contribute to sustainability (See Paragraph 94). At the policy level, the legislative framework (the draft Meat Inspection and Control Act), once enacted into law, will guide future meat hygiene and quality control practices in the country, thus contributing to sustainability of Project outcomes.

5.5. Impact

122. Impacts (long-term effects) stemming from project interventions often take time to be fully realised. Some effects, however, can be realised as part of the implementation process. Impact is difficult to demonstrate in a short-term project such as Promoting an internationally competitive Somali meat industry-Phase II, particularly during a Mid-Term Evaluation, when only part of the Project has been implemented. The following are some of the potential impacts of the project:

123. The Meat Inspection and Control Act that is in the process of being finalized and enacted into law will provide the needed legislation on meat hygiene and safety in line with regional and international food/meat safety regulations. This will contribute significantly to making Somali meat competitive in Middle East as well as other international markets.

124. Capacity building efforts such as Capacity of public and private sector institutions to regulate the Somali meat trade enhanced (Result 1); Hazard Analysis Critical Control Points (HACCP) and quality assurance system (QAS) established in regions of Somalia (Result 2); Market access/product marketing and processing sustained and improved (Result 3) have the potential for long-term impact in the meat industry through improvement of meat hygiene and safety. This will in turn allow penetration of Somali meat into the competitive international and regional markets, especially in the Arabian Peninsula countries, as well as trickle-down benefits of increased incomes for beneficiary communities.

125. Value addition (Activity 3.4) has the potential for generating employment and income for women and youth, thus contributing to poverty reduction and enhancing food security.

5.6. EC visibility

126. The project has made great effort to ensure EC visibility through:

- Production of stickers of different sizes illustrating all logos including EC, FAO, VSF-G and SOMMEAT II Project.
- Production of visibility materials carrying logos of EC, FAO, VSF-G and SOMMEAT II Project; these include scarves, T-shirts and caps.
- Placing of billboards at project activity sites, carrying logos of EC, FAO, VSF-G and SOMEAT Phase II Project.
- Reference to EC funding in talk-shows.
127. Despite these efforts, however, the evaluator found out that many stakeholders/beneficiaries were not aware of EC funding of the Project. Stakeholders/beneficiaries both in the public and private sectors, including meat vendors, who were interviewed in Hargeisa and Garowe were not aware of the source of funds used in implementation of project activities. Many were not familiar with the EC logo; thus in the absence of the acronym (EC) against the logo, the vast majority of beneficiaries would not associate the logo with the EC.

128. More effort needs to be put in place to enhance EC visibility. In this regard, project field staff should take every opportunity to inform the beneficiaries about EC funding, particularly during training, seminars/workshops and publicity occasions.

5.7. Challenges

129. Implementation of project activities is faced with some challenges; these include:

- Insecurity in Galkayo area in Puntland that delays implementation of some project activities.

- Closure of export slaughterhouses within the first month of the project for an indefinite period that has continued for one and a half years made it impossible to implement some activities and caused considerable delays in others. The fact that the project addresses the domestic market as well as the export one has made it possible to continue with project activities.

- Weak linkages between the institutions responsible for the project (MOLAH and the Municipality of Garowe) in Puntland and inadequate engagement with the public sector in Puntland as well as UN security advisories also slowed down implementation of project activities (see Paragraph 58). In addition, some of the main stakeholders (MOLAH Puntland) view the project as FAO activity rather than their own due to limited buy-in.

6 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

130. The Somali meat trade faces several challenges; these include lack of a legal framework to guide and control the trade, lack of a credible quality assurance system to facilitate meat export trade, and inadequate technical capacity. Uncertainty over the credibility of the certification standards as well as the quality and safety of Somali meat has partly contributed to inability of Somali traders to capture a substantial market share of the traditional Middle East market as well as accessing alternative markets in North Africa. The project is making great effort to address these challenges. However, the unanticipated closure of the export slaughterhouses has impacted negatively on these efforts.

131. The project addresses Somalia’s development priorities and is consistent with EC Country Strategy Paper, FAO Plan of Action and Somaliland National Development Plan. The project was found relevant by focusing on improving the institutional capacity and skills of the identified beneficiaries as well as building the capacity of the meat industry players to
promote competitiveness in formal marketing and trade of livestock and livestock products from the Horn of Africa.

132. Overall, the logical framework is well structured and the overall objective, specific objective and results are relatively well defined, logical and address the identified needs. However, several factors, particularly the state of insecurity in Galkayo area in Puntland, the ban on freight from Somalia and the unanticipated closure of the export slaughterhouses, have impacted negatively on implementation of some of the activities and are likely to compromise achievement of some of the indicators.

133. The evaluator considers that project finances have been well managed though marginally under spent. The initial low level of financial delivery was attributed to overoptimistic assumptions about what could be delivered during the inception period as well as the closure of export markets critical for some activities. The project has realigned activities implemented by VSF-G to ensure faster delivery.

134. By the time of the MTE, the project had made considerable progress towards achieving the outputs and outcomes that were expected during this period. However, the MTE concluded that there is need to put more emphasis on activities with a greater likelihood of success and with potential for greater impact, such as finalisation of the Meat Inspection and Control Act, establishment of the MHU and value addition.

135. Management of the project is good and has generally functioned as envisaged in the Project Document. Project staff is dedicated and hardworking, and has produced good results despite the difficult working environment. However, there is need to address the reporting channels for the Zonal Coordinator in Puntland and the working relationship between the Ministry of Livestock and Animal Husbandry in Puntland and the project. The project has a good monitoring and evaluation system.

136. The project receives adequate and quality technical backstopping from the FAO Somalia Office in Nairobi, the FAO Regional Office and the HQ.

137. The governments of Somaliland and Puntland have participated in the process of formulation of the legal and regulatory framework (Meat Inspection and Control Act and the Meat Codes), establishment of the MHU and appointment of staff to manage the units, and refurbishment of the Regional Laboratories in Hargeisa and Galkayo. Government officials of the Ministry responsible for Livestock have also participated in creation of awareness regarding meat hygiene and safety through talk-shows, seminars and workshops. However, by the time of the MTE, the process of finalising the Meat Inspection and Control Act in Puntland was rather slow and the pace needed to be stepped up.

138. By the time of the MTE, the project had made significant progress towards achieving the targets expected to be completed during the first 18 months. There were some delays in achieving some of the targets. These have been partly attributed to insecurity in some of the project areas, closure of the export slaughterhouses and ban on air-freight originating from Somalia.
139. Despite the important role of women in the Somali meat industry, gender (women) issues and gender mainstreaming were not included in the Project Document. No gender analysis has been conducted. The evaluator recommends that the project pays more attention to women issues, in view of their important role, especially in the domestic meat trade.

140. The project has made effort to enhance the capacity of the public and private sectors in Somaliland and Puntland to promote the meat industry in the country. Generally, respondents indicated that training was a strong component of the project and focused on addressing the capacity development needs. However, the training lacked a focus on women.

141. The project has made great effort in laying down permanent institutional arrangements in the MICA, the Meat Inspection Code as well as the QAS and building skills and capacity around these, all aimed at establishing sustainable systems. However, sustainability of what has been achieved and what will have been achieved by the end of the Project is likely to vary from one region to another and from one activity to another. Ownership of project outputs and outcomes by the key stakeholders and direct beneficiaries will be critical in determining sustainability. There is need for the project to engage the stakeholders and beneficiaries more during the second half of the project so as to enhance sustainability.

142. The project is establishing structures and systems aimed at making Somali meat competitive in the international, and particularly in the regional market. Once these structures and systems are in place, it is envisaged that Somali meat will penetrate these markets, thus achieving the objective of increased income and reduced food insecurity.

143. Overall, the Project has made good progress despite the unfavourable working environment in Somalia. Project activities planned to be implemented during the first half of the Project have generally been completed according to the implementation work plan particularly in Somaliland. This is commendable. The good performance can be largely attributed to recruitment of qualified staff, both local and international, with long experience of working in Somalia and the adoption of an appropriate implementation strategy. The selection of the partner organization (VSF-Germany) with long experience in implementing similar projects in Somalia also contributed to the good performance in implementing Project activities.

6.2 Recommendations

144. Implementation of project activities in Puntland lags behind that in Somaliland, particularly regarding finalisation of the legal and regulatory framework.

**Recommendation 1: On passage of the MICA (Activity 1.2 Paragraph 71)**

More effort should be made to strengthen the engagement with the Puntland public sector so as to improve the probability of achieving the expected results. This is particularly so in the tabling of the MICA in parliament. If so required more funds should be availed to ensure the process is completed.

145. There is need to put more emphasis on some aspects that have potential for higher impact (e.g. Value addition, Meat Inspection and Control Act, Meat Hygiene Units). It was
noted that the Meat Hygiene Units in Somaliland (Hargeisa) and Puntland (Garowe) lack adequate resources to fulfil their mandates.

**Recommendation 2: To FAO on the Meat Hygiene Units Activity 1.3 Paragraph 73-77 (Action: FAO and Ministry of Livestock; Development partners).**

The establishment of the Meat Hygiene Units in Somaliland and Puntland, if well structured and its capacity established in terms of personnel and other resources, will have great impact in meat hygiene and QA that will facilitate improved meat trade. It is therefore recommended that the structure be cascaded down to the regional and district levels. Further, It is recommended that effort be made to provide the Units with the necessary resources (e.g. vehicles and fuel) to make them functional and operational.

146. The training of trainers’ component of capacity building is an important ingredient that will contribute significantly to sustainability of project outcomes. There has been a delay in launching the certificate course developed by the University of Nairobi that has been designed to offer the training.

**Recommendation 3: On the capacity building (Activity 1.4, Paragraph 78, Action: FAO; University of Nairobi; Governments of Somaliland and Puntland).**

It is recommended that the certificate course developed by the University of Nairobi be mounted without further delay.

147. Capacity gaps in the public sector laboratories in terms of technicians and additional equipment have been identified through a needs analysis. The project has contributed significantly to upgrading the capacity of the main laboratories in Somaliland and Puntland, through training and provision of equipment. However, the sustainability of services in the Hargeisa and Galkayo laboratories that have received support from the project is uncertain. This raises some concern as no concrete exit strategy appears to be in place.

**Recommendation 4. On sustainability of laboratories (Activity 2.2, paragraph 94, Action: Ministries responsible for livestock, FAO/VSF-Germany).**

It is recommended that sustainability of the laboratories be enhanced by exploring options for forming public-private partnerships (e.g. with physicians operating private hospitals/clinics, public health departments of municipalities) to broaden the customer base. In addition, there is need for enhancing the capacity of the laboratories even further through provision of the necessary equipment and consumables (e.g. ELISA Kit, Petri-dishes) and additional training for technicians. Further it is recommended that the user charges that have been introduced be reviewed from time to time.

148. Although environmental hygiene was one of the issues addressed during training, waste management remains a challenge.
Recommendation 5: On ESIA (Activity 2.3, Paragraph 95).

As part of addressing constraints at the critical points, the project should assist the slaughterhouses in identifying ways to better manage the waste (e.g. through value addition mechanisms).

150. Value addition holds great potential for providing youth and women with gainful employment, thus contributing to poverty reduction and improving livelihoods.

Recommendation 6: On value addition. (Activity 3.4, paragraph 105-109, Action: FAO; Collaborators).

It is therefore recommended that the project concentrates on this activity and extends it to other groups (e.g. NAFOQO).

151. There were concerns regarding the working relationship between Garowe Municipality and the Ministry of Livestock and Animal Husbandry that appears to be slowing down project implementation.

Recommendation 7: On Puntland public sector Paragraph 57

It is recommended that FAO and VSF-Germany facilitate discussions between the two institutions with a view to improving their working relationship so as to ensure smooth implementation of project activities..

7. LESSONS LEARNT

152. The following are some of the lessons learnt during implementation of the project:

153. Development of important legislation such as the Meat Inspection and Control Act, with potential impact on the meat industry in Somalia, is a lengthy process; it requires patience and allocation of adequate resources. It should be accompanied with development of implementation structures such as the QAS, and adequate training of personnel.

154. Value addition has potential for generating employment and income for women and youth, thus contributing to poverty reduction and enhancing food security. It has generated a great deal of interest among many groups. It also contributes to environmental protection and hygiene by removing slaughterhouse “waste” from the environment. There is need for scaling up and transferring (replicating) the experience gained in Hargeisa to other sites.
ANNEX 1: EVALUATION TERMS OF REFERENCE: TERMS OF REFERENCE FOR MID TERM EVALUATION

Promoting an internationally competitive Somali meat industry – Phase II

EC CONTRACT FED/ 2010/246-691
FAO CODE OSRO/SOM/004/EC

1. Background

Somalia is primarily a livestock country with animal production and marketing being the major source of food, income and employment for most of the population. Livestock export, in addition to its direct importance for family household incomes and food security, is the major source of export earnings and revenues for regional administrations and national institutions.

The EC Somali Meat Project Phase II is being implemented by FAO in partnership with Vétérinaires Sans Frontières – Germany (VSF-G). It strives to improve the competitiveness of the domestic livestock and meat markets within the Somaliland and Puntland regions of Somalia that has it’s the following fundamental concerns: lack of a legal framework; lack of a quality assurance and certification processes for export; and insufficient skills to ensure high standards of hygiene.

In addition, the fluid state of the global trade arena and its impact on the meat trade from Somalia implies that the project implementation model should not be static but, rather, should adapt to the constantly changing issues at national, regional and international market levels.

To address these issues, the project (i) is strengthening the legal framework by provision of both technical and financial support to help finalize the passage into law and to create awareness in the general public while popularizing the Meat Control and Inspection act; (ii) developing the quality assurance system together with the public sector and support the processes making it operational for export of Somali meat by building the capacities if the laboratories In addition, training is being provided to both technical and lay personnel in slaughterhouses and meat markets to help support the QAS, and (iii) when the meat reaches a reasonable level of quality, the project will support value addition domestically and market access in a sustainable manner.

The overall objective of the project is to increase the income and reduce food insecurity through private-sector led economic growth. The specific objective is to improve livestock-based income through support to value addition and access to markets. The expected results are:

1. Capacity of public and private sector institutions to regulate the Somali meat trade enhanced.
2. HACCP and Quality assurance (QAS) established in regions of Somalia.

3. Market access/product marketing and processing sustained and improved.

Direct Beneficiaries include: Somali domestic and export meat processors and associated industry operators, tanneries and hides and skins traders, butchers and meat sellers and public institutions including Ministries of Livestock, Water, Health and relevant Local Governments.

The activities are being implemented over 36 months starting on 1 August 2010. The project budget is EUR 2 222 222 of which EUR 2 000 000 (equivalent to 90 percent) are funds contributed by the EU, the remaining EUR 222 222 (equivalent to 10 percent) is a contribution from FAO.

Achievements to Date

Result 1: Capacity of public and private sector institutions to regulate the Somali meat trade enhanced

- The field baseline survey was finalised, analyzed and a draft report has been circulated to FAO HQ for review and approval;
- In Somaliland, the project developed the schedule of penalties and incorporated them into the Meat Inspection and Control Act as well as the Meat Inspection Code. The documents were scrutinised at a consultative workshop with stakeholder;
- In Puntland, similarly, the project developed the schedule of penalties and incorporated them into the Meat Inspection and Control Act (MICA). The document was scrutinised by being presented back to a stakeholder workshop;
- The Meat Inspection and Control Act has been discussed and endorsed by the Council of Ministers (Cabinet) in both Somaliland and Puntland. It has now been submitted for debate to the lower house in Somaliland. In Puntland, submission was done, and the Bill was referred back to the Parliamentary sub-committee for additional review;
- In Somaliland, the Meat Inspection Code was approved by the Minister for Livestock. It is being publicized together with the Meat Inspection and Control Act at the regional head quarters and in the major towns of Somaliland (Burao, Boroma and Hargeisa);

- Awareness training was implemented through the training of 150 stakeholders along the market value chain including veterinary professionals, butchers and meat vendors. The training focused on Meat Inspection By-laws and the contents and application of the Meat Inspection and Control Act. The towns where the training was undertaken include Borama (35 women and 15 men), Burco (30 women and 20 men) and Hargeisa (35 women and 15 men).

Result 2: HACCP and QAS established in regions of Somalia.
- QAS blueprint for Somaliland and Puntland has been developed and being discussed with the ministries responsible for livestock;
- Training materials for the Hazard Analysis at Critical Control Points (HACCP) training along the market value chain were developed. Capacity building along the market chain on the HACCP approach is ongoing with trainings held for veterinarians, butchers, traders and meat vendors. The trainings focused on 1) Good Hygiene Practices (GHP) for slaughter houses and 2) Slaughterhouse environmental management and hygiene.
A total of 677 project beneficiaries along the meat value chain including the Somali Veterinary Professionals (130 persons), butchers and meat vendors (235 persons) were trained, 100 of those trained were members of NAFAQO Butchers and Slaughter Association and 50 livestock sector operators from Galkayo, Garowe and Bosasso were trained for three days on the Hazard Analysis at Critical Control Points. From the training provided in Boroma 65 meat sellers reported a reduction of 15 percent in meat spoilage and 50 percent increase in daily profits. At the same time price increased by USD 2 for the same quantity of meat;
- Development of Standard Operating Procedures (SOP) and their translations into Somali is ongoing. To date, ten slaughterhouse SOPs that include ante mortem inspection, halal slaughter and bleeding, inspection of carcasses, inspection of viscera, microbial counts testing, cleaning of a slaughter house, quality assurance pints for chilled meat in an export slaughterhouse, safety standard operating procedures, trimming and washing of a carcass and personal health have been developed and translated. These will be discussed with the Ministry of Livestock Technical staff.

Result 3: Market access/product marketing and processing is sustained and improved.

- In the domestic market, meanwhile, for purposes of enhancing local product value addition, the project has focused activities aimed at improving the capacity of two private sector associations namely, the NAFAQO Butchers and Slaughter Association (NAFAQO) and Somaliland Meat Development Association (SOMDA); in soap production and traditional meat processing and packaging. The preparation for a two-month training session targeting 25 women and youth has been initiated in Hargeisa.

However, in partnership with the FAO regional office, the minimum standards for meat exports from Somalia were established through an exploratory mission to the Middle East.

2. Purpose of the Evaluation

The mid-term evaluation is part of the project plan as outlined in the contract. As the project is reaching its mid date, the mid term evaluation aims to obtain an objective and independent analysis of the project in terms of relevance, efficiency, effectiveness and potentially expected impact and sustainability. A substantiated assessment should be made on the achievements of objectives and results with reference to the project proposal, log frame and
work plan as well as to the implementation methodologies and the project’s internal procedures. The assessment is intended for all stakeholders including FAO staff both at field level and headquarters; the donor community; project implementing partners; humanitarian actors and others but specifically FAO and EC and will:

- assess the overall progress of project implementation level against work plan;
- identify and document lessons also learned to date and make recommendations that the project stakeholders may use for the next half of the project;
- identify the challenges encountered thus far in the implementation of the project; and
- provide recommendations on any corrective actions on project operations and implementation.

This mid-term evaluation will be undertaken for a period of 30 days starting in 1 March to 2012 and ending 30 March 2012. However, the specific dates will be confirmed at the start of the evaluation.

3. **Scope of the Evaluation**

The Evaluation mission shall describe what the project achieved compared to the agreed plan and indicators, and assess the following criteria: relevance, efficiency, effectiveness, impact, and sustainability with specific emphasis on efficiency and effectiveness.

**Relevance and quality of project design:**

- assess to what extent whether objectives set for the project are appropriate/responds to identified needs of the target groups and are adequately integrated into Somalia’s socio-economic development context;
- assess the project’s coherence with priorities established EU Economic Development Programme I for 2008 – 2013 for Somalia;
- also examine the consistency of the project with activities carried-out elsewhere by international aid agencies;
- assess the appropriateness of the programme design (approach, activities and inputs chosen) in relation to the identified real needs in Somalia and the robustness and realism of the implied theory of change underpinning the project logic;
- assess the quality of the logical framework and the clarity and internal consistency of the overall objectives, purpose and results. This includes reviewing the objectively-verifiable indicators of achievement (OVIs) and commenting on their suitability;
- assess the appropriateness of the institutional set up and management arrangements for optimal delivery of the designed interventions.

**Efficiency and adequacy of project implementation:**

- examine the availability of funds as compared with the project budget; use of funds and delivery across activities as compared to the plan and cost per beneficiary;
- assess how economically project inputs were delivered by FAO (funds, expertise, time, etc) converted into results in required quantity, quality and time;
- examine managerial and work efficiency; timeliness of delivery; implementation difficulties; adequacy of monitoring and reporting;
- measure the level of stakeholder participation in programme design, implementation and monitoring;
- assess the extent and quality of support (administrative and technical) provided by FAO.

**Effectiveness and Early Indications of Impact:**

- assess the cost effectiveness of the project resources;
- assess both positive and negative unintended consequences of the projects activities;
- assess extent to which individual and institutional capacity has been and is being strengthened (e.g. status of current QAS, changes at the level of processing and marketing). Analysis of results should report any change observed separately for males and females;
- examine the extent of integration of cross cutting issues such as gender and environment consideration in implementation of the project and their effectiveness;
- assess the quality of the work completed and the use and usefulness of FAO normative work relevant to the substantive areas of intervention.

**Sustainability:**

- assess to what extent the project achieved results are likely to be operated and maintained in the long term;
- examine if the project has produced any sustainable changes – positive/ negative, intended/un-intended on the target groups?
- assess the beneficiaries’ level of commitment to maintaining the achieved results;
- assess the level of the programme’s sustainability in economic, social and environmental terms.

**Gender Mainstreaming:**

- analysis of how gender issues were reflected in project objectives, design, identification of beneficiaries and implementation;
- extent and quality of women’s participation in the initiative, including women’s access to resources and benefits;
- analysis of how gender relations, gender equality and processes of women’s inclusion were and are likely to be affected by the initiative;
- contribution to women’s visibility, participation in local development processes and empowerment;
- extent to which gender issues were taken into account in project management;
- based on the above analysis, the evaluation will draw specific conclusions and formulate recommendations for any necessary further action by donors, FAO and/or
other parties to ensure continuity of benefits, including any need for follow-up action. The evaluation will draw attention to specific lessons of interest to other similar activities. Any proposal for further assistance should include specification of major objectives and outputs and indicative inputs required.

In addition, the evaluation should aim at answering, but not limited to, the following questions:

- to what extent were the activities of the project implemented in participatory and empowering manner?
- how involved were the key stakeholders of the project in planning and execution of activities, and steering the project?
- what were the main difficulties and challenges encountered during implementation and what are the lessons learned?
- are any specific good practices evident?

4. Evaluation Methodology

The evaluation approach has been developed taking into consideration the particular security situation in Somalia and specifically the limitations in terms of restricted movements within the country.

The assessment will be based on United Nations Evaluation Group (UNEG) evaluation norms and standards. The approach should be impartial, independent, and credible. It is expected that the different project stakeholders will have the opportunity to express their views and that recommendations will be useful and be applied by the project management. The evaluation consultant is expected to conduct a thorough assessment of all the relevant project documentation and products as well as the internal management practices. Interviews with key: project personnel; collaborators; stakeholders and beneficiaries should be conducted.

The evaluation work will be based on the review of documents and interviews with key project stakeholders based in Nairobi, Somaliland and Puntland. The primary data collection process will be based on group discussions, in-depth interviews and observation. Secondary data collected through a documentary review will allow complement the consultant’s information base to enable a thorough analysis of the completed project activities. Conclusions and recommendations will be clearly built upon evidence collected and triangulated during the mission.

The selected consultant will be provided with the following documents for reference:

- EU regulations, project financing agreements and the EC communications on the project;
- project proposal including the log frame and budget;
- project reports (inception, interim narrative and financial reports, as well as technical backstopping report);
- baseline/survey reports; financial expenditure data;
• reporting format; and
• Impact data on training collected from beneficiaries.

Roles and responsibilities
The consultant will be responsible for conducting the evaluation, applying the methodology and for producing the evaluation report. SWOT (strengths, weaknesses, opportunities and threats) analysis and assessment of project results using a sustainable livelihood framework are widely used tools, useful also in the assessment of development interventions, to canvass their strengths and weaknesses, as well as future perspectives. It is particularly useful in focus groups, but it can be adapted to individual interviews as well.

Consultation process
The consultant will maintain close liaison with FAO Office of Evaluation (OEDD), the EU Somalia Unit in Nairobi, the FAO Office for Somalia in Nairobi, and TCEO in Rome Headquarter as appropriate. Although during the mission it is possible to discuss with the authorities concerned any issues relevant to this assignment, the consultant is not authorized to make any commitments on behalf of the beneficiary administrations in Somalia, the EU or FAO.

FAO Somalia office will facilitate the consultant’s work by providing the necessary work space, helping in the facilitation of interviews and by arranging transportation. TCEO headquarters will arrange all logistics for the consultant’s mission to Nairobi while the Nairobi office in liaison with the field offices will undertake the logistical arrangements at Nairobi and field level. The Office of Evaluation is responsible for quality control, ensuring that the TOR, selection of independent evaluation team members, and the final evaluation report meet UN standards and norms for high quality evaluation.

At the end of the data and information gathering phase, the consultant will present the preliminary findings, conclusions and recommendations to the key stakeholders to discuss and obtain feedback from them. The debriefing will include the EU, the FAO and VSF-G.

Evaluation Report
The evaluation report will illustrate the evidence found that responds to the evaluation issues, questions and criteria listed in the ToR. The report will be as clear and concise as possible and will be a self-standing document. Adequate balance will be given to its different parts, with focus on findings, conclusions and recommendations. It will include an executive summary.

Supporting data and analysis should be annexed to the report when considered important to complement the main report and for future reference.

The structure of the report should facilitate as much as possible the links between the body of evidence, analysis and formulation of recommendations. These will be addressed to the different stakeholders: they may be strategic and/or operational and will have to be evidence-based, relevant, focused, clearly formulated and actionable.
The consultant will agree on the outline of the report early in the evaluation process, based on the outline provided in section II of Annex I of this ToR. The report will be prepared in English, with numbered paragraphs.

The consultant will also be held responsible for submitting the final draft report to FAO within two weeks from the conclusion of the mission. Within two additional weeks, FAO will submit comments and suggestions that the consultant will include as appropriate in the final report as part of right to reply. The final reports will subsequently be presented to the project staff and management in Nairobi and the field, and the EC Somalia Operations on within one week. FAO management will be required to prepare a formal management response to the evaluation report and recommendations. Both the report and the management response will be disseminated through the OED website as well as through distribution at country level by the FAO office for Somalia.

**Reporting requirements and deliverables**

The following documents will be produced as intermediary or final products of the evaluation:

1. A short inception report of approximately 5-10 pages will be prepared by the evaluation consultant after completing an initial desk review of the project documentation mentioned above and prior to the field mission. The IR reflects the consultants’ understanding of the assignment and further specifies the tools/questions that will be used and stakeholders that will be met during the field evaluation in Somaliland and Puntland. An end-of-mission debriefing presentation to EU and FAO stakeholders will be made detailing the key findings and recommendations.

2. The date and venue of the presentation is to be arranged with FAO and the Somalia Unit of EU delegation to Kenya. A draft final report to be submitted to FAO OEDD and TCEO and Somalia Unit of EU delegation to Kenya for comments two weeks after the end of the mission (report outline attached).

3. A final report not later than 14 calendar days after receiving FAO and donor comments on the draft report.

**6. Evaluation consultant**

The consultant will be contracted by FAO (TCEO: contracting authority) in order to carry out the midterm evaluation of the project. The selection of the consultant is subject to review and approval by (OEDD) and will be based on the following qualifications:

- advanced degree or equivalent;
- expertise in livestock and livestock production and assessment, food security, training/education and have competence in rural development project management with 20 years of relevant experience specific to the meat sector, capacity development in HACCP/QAS and in capacity development in meat sector regulation.
• with established expertise in conducting independent evaluations for the UN or EU in meat related Projects/Programmes;

• excellent written and communications skills in English; and

• significant field experience in Somalia would be a strong asset.

The consultant will have had no previous direct involvement in the formulation, implementation or backstopping of the initiative and will sign the Declaration of Interest form of the FAO Office of Evaluation (OEDD).

The consultant is fully responsible for providing an independent report which may not necessarily reflect the views of the EU or of FAO. An evaluation report is not subject to technical clearance by FAO although OEDD is responsible for ensuring conformity of the evaluation report with the terms of reference.

4. Evaluation timetable

The evaluation workplan/ tentative schedule includes the following activities:

• pre-mission reading and preparation (3 days);
• mission to Nairobi: meetings in Nairobi with FAO, EU Somalia Unit, and project partners stakeholders; review of secondary data (3 days);
• field travel 14 days;
• initial analysis and presentation of findings and preliminary recommendations to the project management and donor in Nairobi (1 day);
• preparation of draft report (approx 7 days); and
• integration of comments submitted by project stakeholders in view of submitting final evaluation report (2 days).

The entire assignment is not envisaged to exceed 30 days and should commence within 15 days of the signature of the contract.

ANNEX 1

I. List of key documents for the consultant

This should include the Project Document, baseline report, progress reports, Back to Office Reports, any technical report, budget revisions, etc.

II. OEDD outline for project and programme evaluation reports

The OEDD report template can be found under:

The final report should be submitted, electronically as well as printed and should include:

• an executive summary (no more than 5 pages) focusing on critical points of the analysis with the main conclusions and recommendations;

• a main text, including description of the project and analysis according to the evaluation criteria; and
• conclusion and recommendations.

Annexes of the report should include at a minimum:

• terms of references of the evaluation;
• methodology applied;
• logical framework (original and updated);
• map of the project intervention area;
• list of documents consulted; and
• list of persons and institutions met during the missions.

The report should be presented with numbered chapters and paragraphs; the length of a project/programme evaluation report should be 15-18,000 words, excluding executive summary and annexes.
## ANNEX 2 Progress (% completion status) towards achieving project outputs/results

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Expected completion date/targets</th>
<th>Implementation status as of 29th Feb. 2012</th>
<th>Comments if variance</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Result I: Capacity of public and private sector institutions to regulate the Somali meat trade enhanced.</strong></td>
<td>Month 4 (i.e. November 2010)</td>
<td>Analysis of livelihoods completed in Somaliland and Puntland 100% completed</td>
<td></td>
</tr>
<tr>
<td>Activity 1.1: Meat sub-sector situational analysis (project baseline).</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity 1.2: Support to legal and regulatory framework: finalisation of the Meat Inspection and Control Act.</td>
<td>Meat Inspection and Control Act anticipated to be enacted and gazetted by June 2012.</td>
<td>Draft Act has been discussed by Parliament (Lower House) and Council of Ministers (Cabinet) as well as house Sub-Committee on Environment and Natural Resources. Awaiting debate in Upper House and assent by the President. 80% of planned activities completed</td>
<td></td>
</tr>
<tr>
<td>Activity 1.3: Establishment of Meat hygiene regulatory unit(s) and made operational in each region to support regulation of meat safety procedures.</td>
<td>Planned completion date end of project</td>
<td>Two Meat Hygiene Units (one in Somaliland, one in Puntland) have been established. There is need to expand them to cover regions and districts. They need more resources to make them fully operational. 95% of planned completed.</td>
<td></td>
</tr>
<tr>
<td>Activity 1.4: Human resource development (training based on capacity development needs assessment, awareness and education) in both public (Meat Inspection and Control Act, veterinary inspection and supervision,</td>
<td>Planned completion date: December, 2012.</td>
<td>HACCP training of 677 beneficiaries (includes 130 Somali Veterinary Professionals, 235 butchers and meat vendors (100 were members of NAFAQO Butchers and Slaughter Association). A total of Nominees from Puntland have not been received by FAO. This is delaying implementat</td>
<td></td>
</tr>
<tr>
<td>HACCP, slaughterhouse hygiene standards) and private sector (HACCP, GMP, GHP) through a modular approach.</td>
<td>752 (488 women, 264 men) beneficiaries have received various types of training. The 25 nominees for Meat Inspection and Quality Assurance training from Somaliland have been selected from. 75% of planned activities completed.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity 1.5: Continuous creation of public awareness to consumers on the importance of safe meat, control and hygiene serialised on television, radio and local newspapers.</td>
<td>End of project Production and dissemination of videos, Posters (1,500), T-shirts (1,000), caps (1,000), banners (115), brochures (1,500). Two-40-minute radio/TV talk-show programmes have been developed and aired twice in 48 hours. The events that were broadcast on local radio and cable TV are presumed to have reached an estimated 30,000-60,000 and 300,000-600,000 people on radio and TV respectively. Development and dissemination of videos; posters-1500; T-shirts-600; caps-200; brochures-1,000; shawls-400. 80% of planned activities completed</td>
<td></td>
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<tr>
<td>Result 2: Quality assurance (QAS) and HCCP systems established in regions of Somalia.</td>
<td>Planned completion-July 2012. A QA blue-print has been developed. Trainings workshops-4 and seminars 2 80% of planned activities completed</td>
<td></td>
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</tr>
<tr>
<td>Activity 2.1: Strengthening, promoting and implementing quality control systems and meat certification procedures for meat and meat products (HACCP for export facilities and GMPs/GHPs and SOPs for both domestic and export establishments) in collaboration with public</td>
<td>80% of planned activities completed</td>
<td></td>
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</table>
and private sector stakeholders.

<table>
<thead>
<tr>
<th>Activity 2.2: Functional linkages established and promoted between the public and private sector diagnostic laboratories and support provided.</th>
<th>Completion date was expected to be January 2011. Targeted testing of 250 meat samples each in Hargeisa (Somaliland) and Galkayo (Puntland) laboratories.</th>
<th>Capacity gaps for the public sector laboratory technicians and the requirements in terms of additional equipment identified, based on an extensive needs analysis conducted; a training manual was developed; 8 technicians in Hargeisa and 7 in Galkayo laboratories received training. Procurement of equipment is ongoing. 80% of planned activities completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Activity 2.3: Undertake environment and social impact assessment (ESIA) for the participating slaughter facilities.</td>
<td>First ESIA planned to be conducted within 6 months of project implementation. Planned to be repeated during 2nd year.</td>
<td>The first ESIA was conducted in H Foods, Burco, Somaliland. The second one is due by July 2012. 50% of planned completed.</td>
</tr>
<tr>
<td>Result 3. Market access/product marketing and processing sustained and improved.</td>
<td></td>
<td>The envisaged ESIA for Galkayo slaughterhouse was not conducted due to insecurity.</td>
</tr>
<tr>
<td>Activity 3.1: Support to bilateral trade missions and promotional activities (conference participation, study tours, awareness and marketing of tradable by-products).</td>
<td>Preparation of a technical dossier on Somali meat; brochures for barrier removal in CCAGS; industry delegations to CCAGS member states to improve market access.</td>
<td>Meeting held in Djibouti on April 17 and 18 between TFG officials and 10 high level livestock traders to plan a common bilateral trade mission to the KSA for livestock and meat traders. In collaboration A bilateral trade mission is awaiting finalisation of the QAS that will form the basis for</td>
</tr>
<tr>
<td>Activity 3.2: Support to Operationalisation of livestock and meat marketing strategy, organisational management and networking opportunities.</td>
<td>Technical meeting in Dubai with FAO to plan and assess progress made in promoting meat exports; payment for 6-months office space; purchase of furniture, computers; design of a consumer rejections and barriers data for SOMEAT/SOMET A. Development of Meat Marketing Information System.</td>
<td>A participatory process for the development of a domestic meat marketing strategy is ongoing by the Somali stakeholders. It recommends: value addition by selling meat in cuts as well as processing (mincing, dicing and cubing) to improve the form and utility, better distribution channels as well as improving both the price. Modalities are being explored for the OIE regional representative to inspect the H Food and other SOMEAT slaughterhouses in order for them to comply with the requirements and ensure meat access to the KSA markets. Web site is currently being edited and information gathered for populating it. 85% of planned activities completed.</td>
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<tr>
<td>Support to SOMEA/SOMEAT TO attend the Dubai food safety conference. Study tours; exchange visits; exploratory business missions. Development of a bilingual (Arabic/Somali or English) website for SOMEA/SOMEAT.</td>
<td>with Regional FAO office, import requirements for UAE and KSA were established. Documents on Veterinary Quarantine Legislation system in CCAGS and Executive Legislation in KSA were obtained. Information on study tours and exchange visits was not available to the evaluator. 70% of planned activities completed.</td>
<td>technical discussions.</td>
</tr>
<tr>
<td>Activity 3.3: Undertake market research on marketable meat products (deboned meat, mince, dried etc); strategy for value added products; and external market survey.</td>
<td>Two market studies: (i) establishing requirements for branding and labelling of meat and other marketable products, including economic impact of introducing branded meat; (ii) Study of external market, focusing on product promotion, pricing and positioning to better inform SOMEAT/SOMET A meat marketing strategy. This activity was planned to be conducted between January and April 2012.</td>
<td>Recruitment of Arab-speaking consultants is ongoing. Development of TOR for market assessment has been completed. 30% of planned activities completed.</td>
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<tr>
<td>Activity 3.4: Pilot testing meat value addition of by- and-core- products (offals e.g. sausage casings, “mugmad”, heads, tongue, low grade meat, tallow and soap) and inedible by-product value addition e.g. hides and skins, horns, hooves etc.</td>
<td>Carrying out market study focusing on social acceptance, feasibility and benefit-cost analysis of utilising co/by-products. In case of positive results, a pilot would be implemented in support of two women groups, one in Burao and one in Galkayo. This would include product development, hygienic processing, packaging, labelling and marketing. Assess possibility of setting up a pilot knackery to transform blood and bones into animal</td>
<td>Forty trainers of trainers (ToT) have been trained in bone craft and artefact development, soap making from bone marrow fats, extraction of medicinal oils from animal parts and organs, processing and packaging traditional meats for sale locally and export, and sale of sheep intestines for sausage casings. Tailor-made modules for development of skills in bone-craft, soap and “mugmad” have been developed. Standardisation of finished products for quality, packaging and marketing is ongoing. Additional groups for</td>
</tr>
</tbody>
</table>
ANNEX 3: METHODOLOGY APPLIED

The evaluation was carried out following the TORs, the EC evaluation guidelines and the principles and tools of Project Cycle Management. The project’s performance so far was assessed following the EC standard evaluation criteria i.e. relevance, efficiency, effectiveness, impact and sustainability, as clearly defined in “A guide to the evaluation procedures and structures currently operational in the Commission’s External Cooperation Programmes” and the EC Project Cycle Management Guidelines. The assessment was also based on United Nations Evaluation Group (UNEG) evaluation norms and standards.

The evaluation was conducted from 10\textsuperscript{th} February to 14\textsuperscript{th} March 2012. The consultant followed the TOR in execution of the assignment. The evaluation started with a briefing session with the Project Manager and the Field Manager, FAO, Hargeisa. The following served as the principal sources of information/data on which the evaluation is based: (i) desk studies involving review of relevant documents, including the Project Document (proposal) including the log frame and budget, EU regulations, project financing agreements and the EC communications on the project; project reports (inception, interim narrative and financial reports, technical backstopping reports; baseline survey reports; financial expenditure data; reporting format; and impact data on training collected from beneficiaries.

The review of documents was followed by intensive consultations/interviews with Project staff in the FAO Somalia office in Nairobi, a representative of the partner organization (VSF-Germany) in Nairobi, a brief by the EC Somalia Unit office in Nairobi, FAO Somalia administration, finance and procurement staff in the Nairobi office.

In Somaliland and Puntland, the evaluation was based on direct observations and interviews with key Project personnel and collaborators as well as with a sample of key stakeholders and beneficiaries, including officials of the Ministry of Livestock, Ministry of Health and Labour (Public Health Department), Local Authorities/Municipalities, slaughterhouse managers, Professional Associations, Meat Exporters/Processors Association (Somali Meat Traders Association (SOMETA), Livestock Boards, Meat Inspectors, local meat vendors, butchers, transporters (Mandeeq company), and local consumers. A small sample of livestock producers was also interviewed regarding their perceptions of any positive changes brought about by the Project.
ANNEX 4: LOGICAL FRAMEWORK

<table>
<thead>
<tr>
<th>Intervention Logic</th>
<th>Objectively Verifiable Indicators (Quality, quantity and time)</th>
<th>Sources and Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| **Overall objective:** Increased income and reduced food insecurity through private-sector led economic growth | - The export volume (quantity) and price/head of certified and properly processed meat and derived products from Somalia increased by 20% and 10% respectively by the end of the project.  
- Pastoral household incomes in selected targeted production areas increased by 5% annually in the years 2 and 3 of the project respectively due to better opportunities and markets. | - Feedback reports from the continuous monitoring missions.  
- FSNAU reports.  
- Ministries of livestock and Municipality annual reports.  
- Mid-term and end of project evaluation reports. | - The security situation remains stable  
- There no natural or man-made disasters  
- Trade relationship with traditional Middle East markets remains cordial  
- No trade bans occur due to epidemics transboundary diseases |
| **Specific objective:** Livestock based income improved through support to value addition and access to markets. | - Meat Inspection and Control Act in at least two public administrations in Somalia enacted and gazetted by June 2012, and popularisation and enforcement supported by June 2013.  
- Administrative structures in public (at least 2 Meat hygiene units) and private (SOMEAT/SOMETA) sector established and operational by December 2012.  
- Lower rejection of carcasses at the terminal markets in UAE. | - Feedback reports from the continuous monitoring missions.  
- FSNAU reports.  
- Meat act passed by parliament and assented by President.  
- Proceedings reports for workshop/seminars/training.  
- Mid-term evaluation report at 1.5 years  
- Certificates issued by recognised training institutions. | - The security situation remains stable  
- There no natural or man-made disasters |
| **Expected result 1:** Capacity of public and private sector institutions to regulate the Somali meat trade enhanced. | - Code of practice for export slaughterhouses adopted by SOMEAT/SOMETA, widely disseminated and implemented by member slaughterhouses by end of year one.  
- Improved quality meat supported by routine microbial testing by local laboratories institutionalized in participating export slaughterhouses by December 2012.  
- Environmental and social impact report produced and made available to main stakeholders annually. | - Feedback reports from the continuous monitoring missions.  
- Working documents (protocols for SOP, guidelines for monitoring QAPs).  
- Annual ESIA reports.  
- Mid-term evaluation report at 1.5 years. | - The security situation remains stable  
- There no natural or man-made disasters |
| **Expected result 2:** HACCP and Quality assurance (QAS) established in regions of Somalia | - The export volume (quantity) and price/head of certified and properly processed meat and derived products from Somalia increased by 20% and 10% respectively by the end of the project.  
- Pastoral household incomes in selected targeted production areas increased by 5% annually in the years 2 and 3 of the project respectively due to better opportunities and markets. | - Feedback reports from the continuous monitoring missions.  
- FSNAU reports.  
- Ministries of livestock and Municipality annual reports.  
- Mid-term and end of project evaluation reports. | - The security situation remains stable  
- There no natural or man-made disasters  
- Trade relationship with traditional Middle East markets remains cordial  
- No trade bans occur due to epidemics transboundary diseases |
### Expected result 3: Market access/product marketing and processing sustained and improved.

- Bilateral trade negotiations contribute to trade agreements between SOMEAT/SOMETA and importing countries established by May 2013.
- Market support infrastructures (MMIS, websites) contribute to better pricing and trade volumes by the end of May 2013
- Recognisable value-added Somali meat and meat products informed by results of market research by December 2012.
- Feedback reports from the continuous monitoring missions.
- Publicity leaflets.
- Monthly MMIS updates.
- SOMEAT website and database visibility.
- Training needs report.
- Mid-term and end of term project monitoring report.
- The security situation remains stable
- There no natural or man-made disasters

### Activities for Result 1:

**1.1. Meat sector situational analysis and baseline report (project baseline)**

**1.2. Support to the legal and regulatory framework and systems: finalisation of the Meat Inspection and Control Act and support to enforcement**

**1.3. Meat hygiene regulatory unit(s) established and made operational in each of the region(s) of Somalia to support regulation of meat safety procedures.**

**1.4. Human resource development (training based on needs assessment, awareness and education) in both public (Meat Inspection and Control act, HACCP, Slaughterhouses standards) and private sector (HACCP, GMP, GHP) through a modular approach.**

**1.5. Creation of public awareness on the importance and benefits of safe meat, control and hygiene.**

#### Means

- **Human:** Project manager/field training coordinator (1), Somali zonal coordinators (2), Project Manager, regional consultants, Programme coordinator, local consultants,
- **Equipment:** Stationary, IT equipment, Digital Camera, Veterinary Equipment.
- **Operational facilities:** vehicles, venues.

### Activities for Result 2:

**2.1. Strengthening, promoting and implementing quality control systems and meat certification procedures for meat and meat products (HACCP for export facilities and GMPs/GHPs and SOPs for both domestic and export establishments) in collaboration with public and private sector stakeholders.**

**2.2. Functional linkages established and promoted between the public and private sector diagnostic laboratories and support provided.**

**2.3. Undertake Environment and social impact**

#### Means

- **Human:** Project manager/field training coordinator (1), Somali zonal coordinators (2), Project Manager, regional consultants, Programme coordinator, local consultants,
- **Equipment:** Stationary, IT equipment, Digital Camera, Veterinary Equipment.
- **Operational facilities:** vehicles, venues.
<table>
<thead>
<tr>
<th>Activities for result 3</th>
<th>Means</th>
<th>Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1. Support to bilateral trade missions and promotional activities (conference participation, study tours; awareness and marketing of tradable by-products).</td>
<td>- <strong>Human</strong>: Project manager/field training coordinator (1), Somali zonal coordinators (2), Project Manager, regional consultants, Programme coordinator, local consultants</td>
<td><strong>Human Resources</strong>: € 690,184</td>
</tr>
<tr>
<td>3.2. Support to operationalisation of livestock and meat marketing strategy, organisational management and networking opportunities.</td>
<td>- <strong>Equipment</strong>: Stationary, IT equipment, Digital Camera, Veterinary Equipment.</td>
<td><strong>Travel</strong>: € 27,600</td>
</tr>
<tr>
<td>3.3. Undertake market research on marketable meat products (deboned meat, mince, dried e.t.c.); strategy for value added products; and external market survey.</td>
<td><strong>Operational facilities</strong>: vehicles, venues.</td>
<td><strong>Equip. &amp; supplies</strong>: € 45,000</td>
</tr>
<tr>
<td>3.4. Pilot testing meat value addition of by- and core- products (offal’s e.g. sausage casings, &quot;Mugmad&quot;, heads, tongue, low grade meat, tallow, and soap) inedible by-product value addition e.g. hides and skin, horns, hoof etc</td>
<td></td>
<td><strong>Local Office/Action</strong>: € 101,580</td>
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</table>

**Means**

<table>
<thead>
<tr>
<th>Equipment</th>
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<tbody>
<tr>
<td>Stationary, IT equipment, Digital Camera, Veterinary Equipment.</td>
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</table>

**Costs**

<table>
<thead>
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<tbody>
<tr>
<td><strong>Human Resources</strong>: € 690,184</td>
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<td><strong>Equip. &amp; supplies</strong>: € 45,000</td>
</tr>
<tr>
<td><strong>Local Office/Action</strong>: € 101,580</td>
</tr>
<tr>
<td><strong>Other Costs services</strong>: € 46,400</td>
</tr>
<tr>
<td><strong>Works</strong>: € 1,166,080</td>
</tr>
<tr>
<td><strong>Administrative costs</strong>: € 145,378</td>
</tr>
<tr>
<td><strong>TOTAL</strong>: € 2,222,222</td>
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ANNEX 5 MAP OF PROJECT AREA
ANNEX 6  LIST OF DOCUMENTS CONSULTED

1. Project document
2. Baseline Reports
3. Interim progress reports 1-3
4. Letters of Agreement between FAO and implementing partners and collaborators
5. Financial Reports
6. EC project Management guidelines

ANNEX 7: LIST OF INSTITUTIONS AND STAKEHOLDERS MET DURING THE EVALUATION PROCESS

**Nairobi**

Dr. George Matete  
FAO, Project Manager Nairobi

Mohamed Jama  
Field Manager, FAO Hargeisa

Dr. Ernest Njoroge  
EC Nairobi

Samuel Ogolla  
VSF-Germany

**Hargeisa**

Dr. Abdi Aw Dahir Ali  
Minister of Livestock, Somaliland

Dr Mohamud Ahmed Mohamed  
Director General, Ministry of Livestock

Ahmed Haybe Warsame  
Director of Animal Health

Faaran  
Director of Planning

Saeed Mohamed Elmi  
Chairman, Parliamentary Sub-Committee on Natural Resources

Dr. Abdillahi Rabille  
Field Coordinator, Somaliland

Dr. Ahmed Aidid  
Field Assistant, Somaliland

Umal Khair Mohamed Ali  
Head of Meat Hygiene Unit

Dr. Benon Kyokwijuka  
FAO Consultant, SOMEAT Phase II

Ms. Suweizawa Y. Mohamed  
Chairlady, SOMDA

Sa`eed Ibrahim Farah  
Vice-Chairperson, SOMDA

Ab/Rahman Mohamed Aden  
Manager, Maandeeq Company
Yama Roble  
Member, Board of Directors, Mandeeq

Nuh Aare  
Consultant and Water Chemist, Maandeeq Company

Muhamud Hassan Ali  
Chairman

Dr. Issa Nur Liban  
Area Veterinary Coordinator, SAHSP, Somaliland

Garowe

Hon. Said Hassan Shire  
Minister of Livestock and Animal Husbandry

Dr. Nur Ahmed Yusuf  
Vice-Minister of Livestock

Dr. Ibrahim Hared  
Director General, Ministry of Livestock

Engineer Omar---Mohamed  
Consultant, Ministry of Livestock

Dr. Abdirizak Jama  
Project Coordinator, Puntland

Abdirahman Muhamed Zame  
Laboratory Manager, Galkayo Laboratory

Hodon Mohamed Elmi  
VSF-G Women Coordinator

Yasin Salah Samator  
General Secretary, Puntland Livestock Professional Association

Dr. Ali Suleiman Ali  
Chairman, Meat Transporters Association

Dr. AbdisalamWarsme Bono  
Chairman, Puntland Veterinary Board

Amina Farah Abdalla  
Member, Mohdan Meat Association

Halimo Darod Yusuf  
Member, Mohdan Meat Association

Nadiifo Abdullahi Shire  
Member, Mohdan Meat Association

Anbiyo Ali Mohamed  
Member, Mohdan Meat Association

Abdirashid Isse Abdi  
Director of Social Affairs, Garowe Municipality

Adam Jama Yusuf  
Consultant of Public Health, Garowe District

Halimo Abdukadir Barre  
Director of Planning, Garowe Municipality
ANNEX 8: EVALUATION TOOLS

CHECKLIST OF QUESTIONS FOR MID-EVALUATION OF OSRO/SOM/004/EC

A. Discussions with Ministers/Director-Generals
   1. Overall impression of the project:
      • Relevance—does it fit with Ministry policy and priorities?
        - who identified the priorities?
        - was the Ministry consulted at design/formulation stage?

   - Usefulness of the project
   - Achievements so far

   2. Level of participation
   3. Relationship between the Ministry and the project.
   4. Constraints/challenges
   5. Impact—early indicators of impact; positive or negative.
   6. Issues of sustainability
   7. Opinion on need for amendments/changes during the second half of the project.

B. Private sector institutions (VPAs, SOMEAT, SOMDA, NAFACO)
   1. Relevance/usefulness—does the project address their needs?
   2. Who identified the needs?
   3. How were the needs identified?
   4. Were they consulted?
5. Level of participation/involvement
6. Benefits received so far
7. Expected benefits
8. In their view, is the project moving in the right direction and is it making good progress?
9. Any constraints/challenges?
10. If there have been constraints/challenges, have they been addressed? If so, how?
11. Early indicators of impact, positive or negative
12. Issues of sustainability
13. Way-forward-suggestions for improvement

C. Final beneficiaries (meat vendors and consumers)
   1. Do they know about the project?
   2. If they do, how did they get to know?
   3. Have they participated in any project activities? If so, which)
   4. Does the project address their needs?
   5. Who identified the needs and how were they identified?
   6. Has the project made any difference in the way they do things?
   7. Has the project made any difference in their lives, or is it likely to make any difference?
   8. How satisfied are the users with services delivered by the project?
   9. How adequate is the relationship between target groups/users and the project?
  10. Is there anything they would like done differently during the second half of the project?