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Mid-Term Review of the MDG Initiative for Somalia "Reducing Hunger and Food Insecurity in Puntland Region through Improved and Sustainable Use of Rangeland Resources"

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EXECUTIVE SUMMARY

This Final Report is produced as part of the work that ACCIONA Ingeniería, as Project Managing Party of the Consortium Safege, is doing in response to the provision of services to the European Union Delegation for Somalia to undertake a **comprehensive 'Mid-term Review of the MDG Initiative for Somalia "Reducing Hunger and Food Insecurity in Puntland Region through Improved and Sustainable Use of Rangeland Resources'**.

The overall objective of the mid-term review (MTR) is to contribute to aid effectiveness of the support provided by EU to the Federal Republic of Somalia, to ensuring that the project's objectives are reached and positive impact is achieved. The Draft Final report presents the initial key findings, the stock taking of the project progress and results achieved and recommendations for the way forward.

The EU is funding the MDG Initiative for Somalia "Reducing Hunger and Food Insecurity in Puntland Region through Improved and Sustainable Use of Rangeland Resources" in the Puntland state of Somalia. CARE and Adeso are the implementing partners in the project and operate in 6 regions in Puntland. FAO with the support of the Joint Research Centre of the European Commission (JRC) monitors some of the project indicators and progress. The Ministry of Environment, Wildlife and Tourism (MoEWT) of the Government of the Puntland state in Somalia is the lead ministry for the programme and oversees the implementation of the project, coordinates and supports the implementing partners through linkage with stakeholders and line ministries. MoEWT is also a key beneficiary of the project.

Somalia has been affected by many years of civil unrest and devastating climatic conditions such as drought and land degradation. This phenomenon has led to harsh ecological and social change which has affected the pastoralists and the rural population that relies on livestock and natural pastures to survive and prosper. Over grazing, torrential storms and excessive harvesting of the bush species to make charcoal including for export trade has led to denuded rangelands affected by gully erosion and loss of vegetation.

The MDG project is investing heavy on rehabilitating the rangelands and returning its vigour and productivity. The rehabilitation work is done along building the capacity and resilience of the pastoralist communities, strengthening government ministries and learning institutions involved in environmental activities. The state government of Puntland is moving towards decentralising grazing management and natural resources conservation from the state level to the regional and district levels and strengthens traditional customary laws to protect environmental degradation.

The strategy of the project is to encourage participation in rehabilitating the rangeland and reduce resource based conflicts through proper and organized pasture management system that utilizes traditional grazing areas through sustainable seasonal migration practices.

Key findings

The review has established that the project is successful and the government and the local communities are fully engaged in the project and own the process. The indicators in the programme logframe were unrealistic and not measurable and this has been reviewed and more realistic and measurable indicators suggested in the revised logframes and work plans for the implementing

- The programme has facilitated the process for the development of a five year strategic plan for the MoEWT and a comprehensive environmental policy for the Government state of Puntland and in the preparation of a new Environment Bill which is expected to be enacted this year, 2016.
- The project has achieved a high level of environmental awareness both at the state level and at the local level and has publicised and disseminated successful new methods and practices demonstrated in gully and flood control, water diversion to the pasture lands and the effectiveness of customary laws in natural resources management and conflict resolutions.
- The project has opened up the way to new professionals in the sector of environment protection and Natural Resources management through the introduction of environmental studies courses at the East African University, Garowe campus in the Puntland state of Somalia. This initiative has supported 30 students for a two years Diploma in environmental studies and rangeland management and has culminated in the introduction of a 3 year degree environmental studies, making the East African University, Garowe campus that only university in Somalia with a degree in environmental studies.

Conclusion

- The project is rated as **satisfactory and successful** notably in terms of relevance, impact and effectiveness.
- Implementation on the ground saw initially **delay during the inception period** but recovered substantially as the baseline survey was completed, staff in all key positions employed and implementation of the activities took off.
- The **implementation approach and efficiency is rated fair** since the project lacked a common coordination unit that would facilitate coordination, identifying and exploiting synergies, joint communication and image, information sharing and joint monitoring of the project activities and outputs.
- Stakeholders' participation and involvement is **high** and encouraging both at state, regional and village level.
- Project monitoring and evaluation is **satisfactory** and monitoring system and tools are in place and are conducted in timely manner.
- The project has made impact on the pastoralist community and despite long spell of drought, especially the severe droughts of 2015, the projects rehabilitated and reclaimed degraded areas where water was diverted to the rangelands have seen tremendous increase in vegetation growth and healing of expanding gullies. In that respect the projects efficacy is considered **high**.
- The sustainability of the project is released and on foot since the local population owns the process and have initiated similar though on small scale rehabilitation works in the villages on their own and they have repaired some of the structures damaged by the recent rains in April-May 2016. In that respect the projects sustainability is considered **high**.
- However some project activities have delayed and not taken off properly though baseline assessments and business viability studies were conducted such as the Liquid Petroleum Gas (LPG) as an alternative energy source in urban areas to charcoal burning and use. In this respect the project's impact to date is considered **low**.
- The capacity of the lead ministry (MoEWT) in MDG initiative project has been strengthened and built through capacity building trainings and participation in project activities, provisions of staff incentives, construction of physical structures, provision of vehicles and equipment at the national and regional levels. This capacity has enabled the ministry to prepare proposal and implement projects which are funded by major donors such as the World Bank, UN agencies

*(WFP and FAO) and international organizations. In this respect the project impact is rated **high**, however the project shall carefully address issues of sustainability of the projects since there are some risks associated in the event of foreseeable interruption of funding support to the ministry.*

Key recommendations

1. The project shall focus during the remaining phase on completing the activities originally planned for which some delays in the implementation has been faced either due to internal or external reasons, and avoid extending the plan of activities beyond the initial strategy of intervention.
2. The project should begin the process of seeking an extension of its duration by 8-12 months to enable the remaining activities to be completed and the objectives achieved, with the possibility of designing a subsequent intervention before it ends in order to replicate the intervention in other priority rangeland sites or areas not reached.
3. The MTR recommends a second phase of intervention that includes water infrastructure development such as water harvesting, protection and rehabilitation of water sources as priority focus of attention in the grazing lands and capacity building in water management for the village committees. This should be accompanied by the development and implementation of efficient community action plans for the management of water resources.
4. The MTR recommends the reclamation and rehabilitate of the watershed areas especially water catchment areas in Sanaag and Soolthat supply water to the valleys and lowland grazing lands in Bari, Karkar and Mudug regions. The few rehabilitation work in the watershed areas have succeeded in reducing flood water in flood prone in Sanaag, Bari, Karkar and Nugaal regions and has improved vegetation growth and soil fertility recovery and hence water harvested at a relatively low cost with minimal destruction and damage in the lowlands.
5. The project should engage more with the lead Ministry of Environment, Wildlife and Tourism in the next phase joint implementation and monitoring and evaluation of project planned activities since the ministry's capacity to prepare, plan and implemented projects has been built and demonstrated through implementation of other donor funded projects.
6. The project should enhance the internal coordination and collaboration mechanisms for the remaining phase among the IP, FAO SWALIM and the MoEWT, establishing clear roles and functions that create and differentiate the Programme Steering Committee, the technical committees and implementing partners management and coordination meetings and where necessary reviving a system of regular meetings on monthly or quarterly basis along clear operating arrangements.
7. The projects should develop programme and projects information gathering and sharing system for institutional memory and to facilitate and enhance the image and visibility of the projects' achievements and to prepare and support background materials necessary for joint monitoring and end of project final evaluation.

1. INTRODUCTION

The overall objective of the Mid-Term Review (MTR) is to contribute to aid effectiveness of the support provided by EU to the Federal Republic of Somalia, to ensuring that the Programme objectives are reached and positive impact is achieved.

The MDG Initiative for Somalia "*Reducing hunger and food insecurity in Puntland Region through improved and sustainable use of rangeland resources*" covers six regions in Puntland (Nugaal, Sool, Mudug, Karkaar, Bairi and Sanaag), addressing food security (MDG 1) and climate change and environmental degradation (MDG 7) that affect the productivity and income in the region. It focuses on the environmental conservation and the management of natural resources through rehabilitation of degraded lands, capacity building of government, educational and community institutions, and enhancing participation and ownership of the project by the local pastoralist and rural communities towards sustainable utilization and management of the rangeland endowed natural resources.

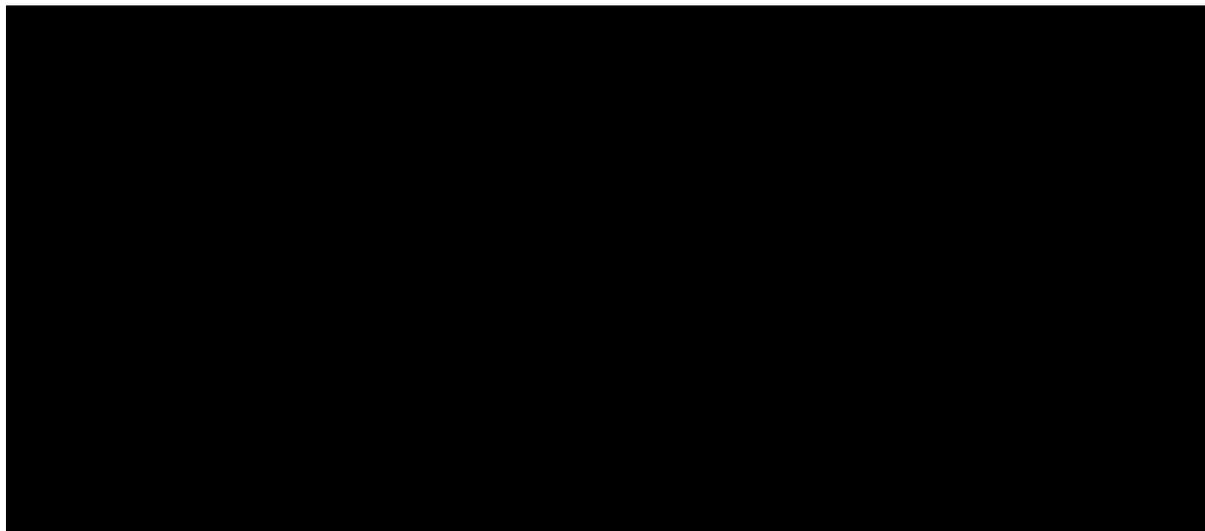
Somalia has been affected by over 20 years of war and the absence of functional government institutions. This has resulted in uncontrolled degradation of the natural resources which has depleted the rangelands and as a result of large scale cutting of trees and subsequent land degradation. Large gullies developed along the bare valleys and down streams. Invasive and disastrous plant species replaced the nutritious and palatable plants consumed by livestock. The progressive reduction of vegetation seriously threatened the main livelihood of the local population and mainstream economy of Somali.

Puntland federal state in Somalia is a semi-arid land where the predominant economy is livestock production. Over 60% of the population depends on pastoralist livelihood system as a major source of households and regional wealth. Rangeland degradation and progressive reduction of vegetation and other land degradation compounded by frequent and recurrent droughts adversely affects livestock production in the regions. Competition for scarce resources water and pasture in the rangelands is a major source of conflicts among the pastoralist communities. In response to this, the project aims to address one of the major problems affecting the rangelands of Puntland state.

The MDG initiative targeted Puntland mainly due to fact that there exists few initiatives to improve food security in Puntland than in other parts of Somalia and that the level of environmental degradation in Puntland has reached levels of very serious concern caused by devastating gully erosion and excessive harvesting of wood trees for charcoal.

The EU funded MDG initiative to Puntland region in Somalia aims to enhance the improvement of the rangeland conditions, through strengthening the planning, implementation and monitoring of the community managed natural resources and building the capacity of the national and regional government and institutions to ensure sustainable use of the rangeland resources. The programme's strategy is improving the rangeland conditions and enhancing sustainable use of the natural resources, developing institutional and legal frameworks for rangeland management and protection in Puntland State of Somalia through diversifying the communities' livelihood options and raising environmental awareness and building capacity of the community in natural resources management.

The project is implemented by two international aid organizations namely African Development Solutions (Adeso) and CARE Somalia in collaboration with the Ministry of Environment Wildlife and Tourism and FAO SWALIM supports in project monitoring through satellite imagery surveillance. The project is referred to as "Your Environment is Your Life" (*Deegaankaaguwaanolashaada*) project. The project aims to reduce hunger and food insecurity in Puntland and targets to reach 216,000 people in 120 communities in Bari, Mudug, Sool, Sanaag, Nugal and Karkar regions.



A summary account of the activities undertaken per worked day is provided in Annex 9.

3. ANALYSIS AND FINDINGS

3.1. The expected outcome of the Mid-term Review

3.1.1. Relevance of the strategy and design of the Programme

The Programme was designed in 2012-13 in response to the severe environmental degradation affecting Puntland observed in the last decades caused to a combination of severe droughts, overexploitation of natural resources for grazing purposes, production of timber, charcoal and firewood for domestic and export purposes, and serious weaknesses in law enforcement especially since 1991. The changes arguably accelerated after 2000 due to the extended drought of 2001-2004 as well as because of recurrent water stress since then.

The majority of rural communities and the economic backbone of Puntland depend largely on livestock activities; mostly rural population use livestock for consumption of meat and milk, and for generating an income used to purchase other basic consumer products. National traders use livestock for exporting purposes (up to 80% of the state revenues). The population and livestock of Puntland have been experiencing a rapid growth since the 1980's, livestock only available estimates indicate an annual increase in numbers close to 2.1% in sheep, 1.2% in goats, 0.7% in camel and 1% in cattle since 1988 that could have accelerated in the last decade¹. At the same time the population growth rate of Puntland State has been very high due to the influx of people from southern Somalia and returnees from neighbouring countries.

All these factors combined have been having devastating effects on the condition of the rangelands, on their capacity to sustained large herds of herbivores, and ultimately on the status of pastoral livelihoods (hence, the rising numbers of malnourished adults, children and widespread recurrent hunger) and on the mid and long term environment of Puntland with far reaching consequences affecting access to water, extinction of botanical and animal species, and viability of local ecosystems. In addition lack of employment security in the livestock sector (estimated to be 60% of employment opportunities) has contributed towards poverty and the recurrence of piracy experienced more intensively between the years 2006-15.

¹ *Puntland Facts and Figures*. Government of Puntland 2003.
<http://siteresources.worldbank.org/SOMALIAEXTN/Resources/PuntlandFigures.pdf>

It is in this context that the programme foremost aims at combating rangeland degradation in order to contribute to the achievement of MDG1 (eradicate extreme poverty) as well as MDG 7 (ensure environmental sustainability) is very relevant to the needs of the rural and urban populations of Puntland. Another objective quite relevant that derives from this is to reduce and prevent potential resource based conflicts and improve population livelihoods, leading to a significant reduction in the number of people that suffer from hunger and poverty.

The results of the telephone survey organised among projects beneficiaries and target groups show that on average the relevance of the programme is rated at 71% what is a good score, and the highest scores are given by the pastoralists and the staff of the MoEWT. So it is correct to say that the objectives of the development intervention are consistent with beneficiaries' requirements and country needs explained above. This also applies to the larger global context's needs summarised and prioritised in the setting of the MDG.

type of beneficiary	Relevance
Cash for work	71%
District pastoralist associations	81%
Village committees	69%
MOEWT regional officers	66%
MOEWT district environment officers	71%
MOEWT directors, officers and key support staff	83%
Elders on study tour of rangelands	69%
Members of the legal steering committee	71%
NRM group, MPs legal development tour, Justice and Planning	71%
Members of the TOT team	62%
Total	71%

Development partners' and EC's policies for the period 2007-2013 were based on the results of the UN/World Bank-led Joint Needs Assessment (JNA) conducted in 2006 and that enhanced coordination among donors and other stakeholders since the end product was the Reconstruction and Development Programme (RDP) which constitutes Somalia's development strategy for five years, focusing on deepening peace and reducing poverty². In this context the programme responds to the third pillar of the RDP framework: Establishing a sustainable enabling environment for rapid poverty-reducing development, to expand employment and reduce poverty. This includes investment in socio-economic infrastructure and maintenance, as well as policies and actions to overcome constraints facing the livestock and agriculture sectors and to ensure protection of the environment and sustainable use of natural resources. In this respect the programme is very relevant although it was launched rather late within the period covered by the 10th EDF for reasons not known to the MTR.

Regarding the creation of jobs linked to the introduction of alternative income generation and energy production, the logic of intervention is correct in forecasting this but the projects have not yet achieved noticeable results to date partly due to delays and challenges in the implementation of the related activities, as it will be commented further down in this report.

The programme was not design based on specific baseline data on the target problems, although the intervention focused on an existing and problem well known to locals, the government of Puntland

² Page 6 Joint Strategy Paper for the period 2008 – 2013 https://ec.europa.eu/europeaid/sites/devco/files/csp-somalia-2008-2013_en.pdf

AND the FAO it did not carry out a specific study of the situation before the expected results and LFM indicators were adopted and thus the overall design of the programme FC and projects lacks specific detailed information in this respect.

3.1.2. Analysis of the Theory of Change underpinning the Programme

Programme's theory of change is generally correct and the specific objective or outcome is likely to be attained if the subsequent projects responded accurately to the strategic approach, applying efficient and realistic implementation arrangements, and projects' activities are comprehensive enough to produce the expected outputs and they are well implemented (what will be analysed further down the report). The chart below gives an assessment of the key aspects of the programme's theory of change and logic of intervention.

As a result of the analysis of the programme's theory of change, the causal relationship between, activities, expected outputs, outcomes and impacts is correct although the logic of intervention for the achievement of two of the results appears to be rather weak.

The following specific observations can be made based on EuropeAid's *Delivery Methods - Project Cycle Management Guidelines Vol 1 – March 2004*: The Logical Framework Analysis (LFA) is overall correct in most aspects and it provides:

- a systematic analysis of problems, including cause and effect relationships
- a logical link between means & ends
- a design of the project within a broader development context (overall objective and purpose)

However some minor defects have been detected in the process of encouraging a thorough examination of risks and management accountability for results, notably the following aspects were noted in the programme's Logical Framework Matrix explained in the table include further below.

It appears that, at the time of the programme design and signature of the Financing Conditions, the action would be implemented by a consortium or consortia of NGOs and that the part related to monitoring and coordination would be implemented by FAO. Implementers were identified jointly with the government Puntland and the FAO. As a result, the LFM does not include the anticipated activities per result, instead it provides suggestions of such activities in annex II '*Technical and Administrative Provisions for Implementation*' or 'Action Fiche'. This approach uses a degree of ambiguity in the specific interventions that will be executed and places a large responsibility in ensuring that the subsequent grant agreements respond fully to the technical approach of the FA. At the same time this approach enables defining activities and implementation arrangements with a degree of flexibility appropriate in volatile situations characteristic of countries in conflict or post-conflict situations. However, it is not possible using FC's Annex II LFM and narrative description of the programme to assess accurately the relationship between the final inputs, activities and expected outputs. Thus special attention is given in the section analysing of the design of the contracts for assessing how the programme translated the logic of intervention and organisational approach into the various projects and how practical it combined the various intended actions and outputs within the four results identified.

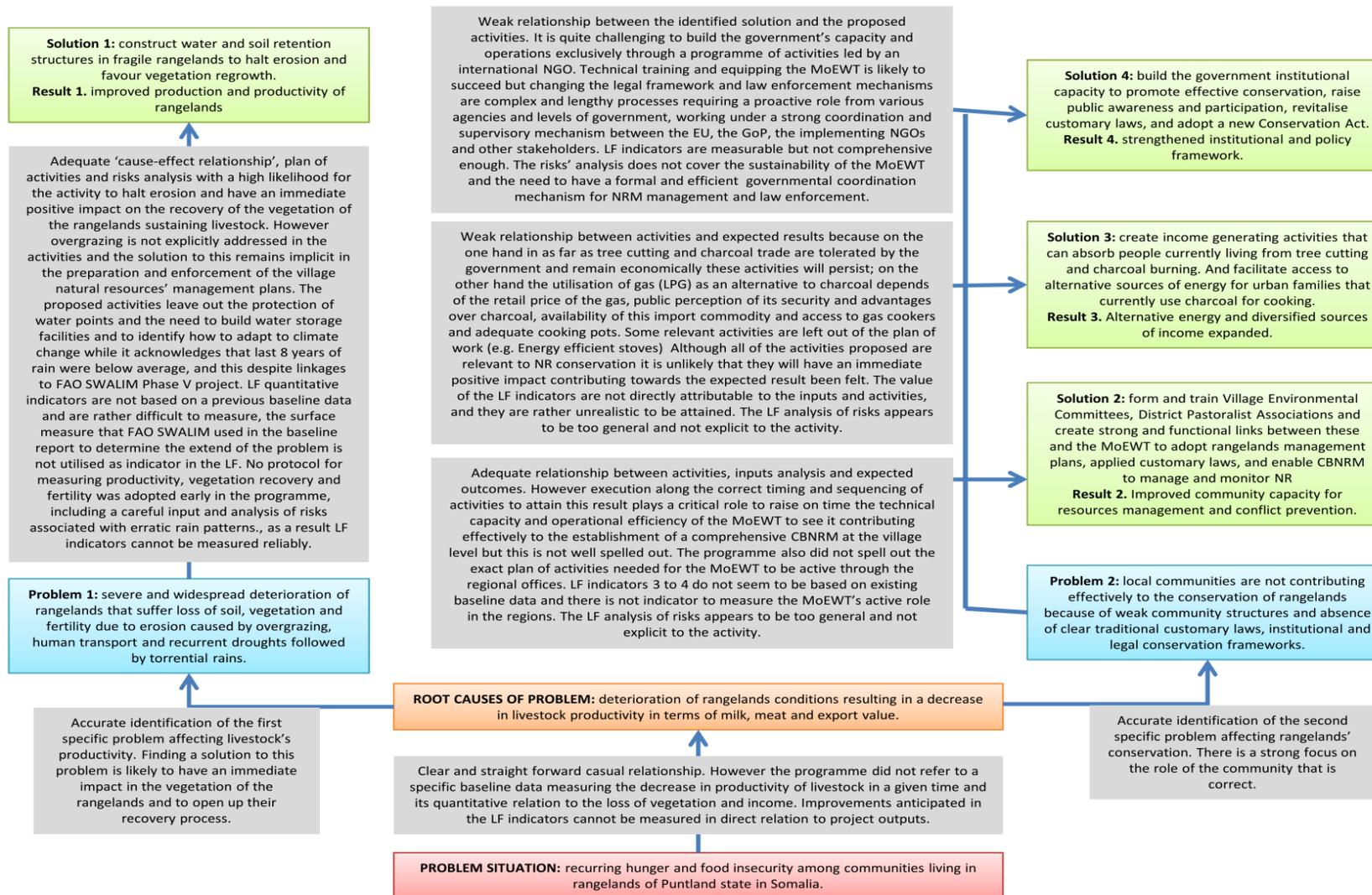
Assessment of the LFM of Annex II of the programme's FC

LOGIC OF INTERVENTION	INDICATORS	HYPOTHESIS
Specific Objective. Improved production and	The indicators focus exclusively on cash income rather than on the livestock that is the most important commodity of rangeland livelihood. Other type of indicators could have included: number of	The hypothesis or assumptions left out some external elements that have play a role in the achievements of the targets:

LOGIC OF INTERVENTION	INDICATORS	HYPOTHESIS
productivity of rangelands based livelihoods.	livestock heads per target community, livestock reproduction and survival rates, average milk production per head, and average weight of cattle head per species	<ul style="list-style-type: none"> - No monetary value fluctuations occur that affect the value of cattle - No significant displacement of population towards rural areas takes place that affect the utilisation of rangelands and the local communities' capacity to manage their natural resources
Result 1. Improved state of natural resources management (the word 'management' does not seem to belong here)	All indicators refer to increases in % without providing the baseline data to compare progress against. This denotes that the programme was not developed based on a comprehensive feasibility study setting up targets and analysing the situation of all factor and programme targets in detail. The choice of indicators 'biomass' and 'biodiversity' are not clearly defined and easily measured.	<p>Key factors not included in the assumptions are:</p> <ul style="list-style-type: none"> - Favourable weather conditions for vegetation regrowth and livestock improvements are experienced in the target areas during the programme's period. - The machinery and other key inputs required for undertaking the rehabilitation works and constructions are available in the local market at the intended prices.
Result 2. Improved community capacity for resources management and conflict prevention	The list of indicators must be understood as referring to the target areas only and not to the entirety of Puntland. The last two indicators do not refer to a specific baseline to compare % progress against. Overall the list is correct but leaves out the measuring of increases in environmental awareness levels and the level of implementation of implementation of the management plans.	The two assumptions are not very specific to the result, in particular the first one is too general and since it was included a in the SO it shall be repeated throughout all results. The assumption 'no continuing severe droughts or flash flooding' is irrelevant to this activity. Instead it shall refer to 'no big displacement of communities for human or environmental reasons', and 'average rain patters experienced for the period under consideration'.
Result 3. Alternative energy and income generating activities expanded	It is not clear when the list of indicators must be understood as referring to the target areas or to the entirety of Puntland. It is not clear why only villages and small towns are included in the indicators to measure alternative use of energies to charcoal, and there is a disparity between indicator 1 and 3 since the relation of 60% of target HHs and 10% of HHs in village and small towns. Indicators 1 and 5 do not refer to a specific baseline to compare % progress against. Overall the indicators are not sufficiently representative of the outcomes that will lead towards the achievement of the result. There are no indicators for the involvement of the MoEWT in promoting alternatives to charcoal use, the piloting of solar, wind and other energy sources, sustainable charcoal production and reforestation, and the increase in income due to honey and fodder and similar environmentally sustainable practices, this is probably due to the lack of knowledge when the LFA was done about the specific activities that the projects will roll out and their specific targets.	The assumption is not specific to this result and it rather belongs to the SO. Specific assumptions shall have referred to the availability of the inputs of the quality needed to pilot alternative sources of energy at reasonable and affordable prices, the availability of seeds of indigenous tree species, and the success of the GoP to halt the of trade unsustainably-produced charcoal, timber and firewood. Livestock.
Result 4. Strengthened institutional and policy framework	The list of indicators is overall correct although it could have included some indicators to enable measuring the achievement of outcomes in the application of the environmental policy and law (including relevant GoP's budgetary allocations and number of interventions), number of people trained employed by the MoEWT, geographical extend of the public awareness campaign and level of effective collaboration with the Ministry of Education.	The list of assumptions is not correct: assumption number 1 would have been more pertinent under Result 2, assumption number 2 is not an external risk factor and number 3 is an outcome of the result. Instead the list could have refer to the stability of the GoP needed for enactment of the new laws, the uphold of the commitment at the highest level of the GoP for effective implementation of the policy and new Act, and the availability of financial resources necessary for allocating the budgetary resources to the relevant ministries.

MDG Initiative for Somalia "Reducing Hunger and Food Insecurity in Puntland Region through Improved and Sustainable Use of Rangeland Resources"

Representation and analysis of the Programme's Theory of Change detailed in the Logical Framework



3.1.3. Analysis of the project stakeholders

(Including institutional set-up and management arrangements)

The action is being implemented as from March 20013 using a combination of direct centralized management and joint management, as stated in the programme's FC. Implementers for achievements results 1 to 4 include CARE Netherlands and Adeso. Although the MoEWT is a key stakeholder and the Financing Conditions anticipated that the MoEWT will be supported to execute a series of activities³, it is not a direct implementer of the action and funds for these activities were to be channelled through the implementing agencies.

FAO SWALIM was planned to undertake the monitoring of environment indicators with the technical support of the JRC (Joint Research Centre of the European Commission). At the same time the Financing Conditions anticipated that FAO FSNAU coordinated field surveys and food security assessments in the project area could be modified in order to include specific questions relating to the food security impact of the project results.

The selection of the implementing agencies or partners was done through a workshop organised in Garowe by the EUDEL Somalia Unit preceded by a call for expression of interest for NGOs during which the programme was presented and the applying NGOs relevance to the programme was assessed⁴.

The MTR team has not accessed the full capacity assessment of the participating NGOs in order to evaluate the choice made but the Informative Note is correct in stating that Adeso has a long term presence in Puntland and it had been working in improving the state of natural resources for the last two decades⁵. CARE had worked in the past in institutional capacity building and the development of an environmental law in Puntland while working with communities in the improvement of rural-based livelihoods in Puntland.

The programme was expected to be implemented through a consortium among the two main NGOs that should have worked in close collaboration with the Puntland Ministry of Environment, other relevant authorities and local NGOs. However this implementation approach originally foreseen did not materialise. The consortium was not created for reason not clearly spelled out in the informative note requesting the approval of the project grant contracts. CARE and Adeso worked simultaneously on result 1 and 2, activities were located in different regions of Puntland.

The programme management did not establish a specific and tailored-made coordination mechanism to ensure optimal coordination among these and with the MOEWT, FAO SWALIM and other stakeholders. Instead the NGOs and the MOEWT entered into an MOU that addressed some of the programme coordination needs.

3 To create viable alternatives to the charcoal consumption in town and urban centres, to lead an awareness campaign throughout Puntland, coordinate with other ministries that are involved in management of natural resources, to establish community-based frameworks to sustainably manage the environment and planning, implementation and monitoring of the programme.

4 The MTR has not have access to the activity report of the workshop but reference to this activity is made in the EU Note requesting full financing and direct award of grants dated 11 February 2013.

5 Thanks to its advocacy work, the Puntland Government banned the export of charcoal in the region. In recognition of Fatima Jabrill 's leadership in creating a social and environmental movement in Somalia, she won the international Goldman Environmental Prize for Africa. That brought greater international attention to development and environmental issues in Somalia. Goldman Environmental Prize website, Fatima Jibrill. <http://www.goldmanprize.org/recipient/fatima-jibrill/>

3.1.4. Analysis of the design of the contracts

(Including duration, scope, activities selected, budget, stakeholder and beneficiary identification, institutional set-up and management arrangements, approach and methodology).

Two main grant contracts were signed after the approval of the Financing conditions with Adeso and CARE, the two projects are the backbone of the programme (14,840,000 € and 8,000,000 € respectively). Meanwhile CARE has signed much later (December 2015) another two smaller interventions on public awareness raising campaigns through joint implementation with the MoEWT and additional activities for capacity building of the MOEWT.

All grant contracts are aligned with EU requirements and include clear descriptions of activities, targets, budgets, logframes and other basic information. Adeso had to introduce two riders first in June 2014 to accommodate a more conducive payment schedule, and the second in 2015 to proceed with a budget variation of the heading for travel costs of 59% or 23,000 € above the permitted variation limit of 25% per budget heading⁶, other variances were within the permitted ceilings and guidelines published applicable to grant contracts and could have been adopted by the managers and the EUDEL Somalia Unit informed accordingly afterwards. The four results indicated in the FC were covered by CARE and Adeso's interventions, however a few observations can be made regarding the programme's logic of intention and how the IPs responded to it:

- Result 1 was could have been done by single organisation with strong presence at the grassroots level and a tradition in undertaking similar activities because activities mainly include undertaking physical works and community mobilisation, in that respect Adeso would have implemented in all regions where the project covered. Actions for protection of water harvesting and water points should have been taken place in all target locations. This result could have also included some activities to promote the expansion income generating activities listed under result 3 because they are very closely related to the utilisation of the natural resources in the rangelands and the active participation of the community. However, the FC did not exploit this approach and in the absence of an inception review the opportunity to adopt this was missed. Having village tree nurseries, and a plan for indigenous tree planting in degraded rangelands and villages, and the introduction of tree exotic species for domestic consumption should have bene included under this result by the programme implementers since it sounds more in line with the description of result 1 than of result 3.
- Result 2 and result 4 are focused mainly on promoting environmental governance aspects at the rangelands' community level and a majority of their activities could have been combined into a single result called 'enhanced environmental governance in the rangelands and state level'. Activities should have also placed specific emphasis on building the capacity of the MOEWT to strengthen the communities' ability and tools to manage natural resources, and the creation of awareness on resources management and environmental protection. This result would have been better addressed by an organisation with experience in educational processes at the community level and in this respect the choice of CARE seems adequate.
- Result 3 includes the introduction of alternative energy sources at a higher level than in rangelands' villages, thus considering the scope and complexity of this task it could have been achieved by the MOEWT(as said on page 7 of the Action Fiche) with the support of a private or non-profit organisation with proven and extensive experience in this sector of activity in another country in the region and who could also have deliver capacity building and technical

⁶ Article 9.4 ANNEX II General Conditions applicable to European Union-financed grant contracts for external actions

support to the MOEWT in this respect. Thus there are some questions on the rationale for the choice of Adeso to do the introduction of alternative energy sources at the national level, furthermore when the workload related to result 1 was already rather challenging and the technical skills needed for result 1 and result 3 are very different.

- Result 4 was originally intended at updating, enacting and implementing the existing policy on rangelands, and at enabling the regional Government to manage resources sustainably. The Ministry of Environment was also expected lead an awareness campaign throughout Puntland. To this end the programme had mainly intended to build the capacity of the staff of the MOEWT at the HQs and regional level. Skills training was also planned to cover conflict prevention and mediation over the use of natural resources and of the community leaders were also to take part in the training. The FC also indicated that ministry was to offer employment to trained personnel and will increase its role in land management and conflict mitigation; capacity building, education and training was to be implemented in coordination with Minister of Education.

However a careful programme analysis of the organisational development status and financial capacity of the MOEWT, the time needed to change the legal framework and the role and interest of the ministry of education would have shown at the design stage that a) the approach was overestimating the position of the MOEWT to operate effectively and as result the strategic approach changed towards providing very important inputs for the ministry all key areas. b) The complexity and length of the process for the adoption of the legal and policy changes was underestimated. c) The ministry of education was not interested to take part in the skills training for reasons not known to the MTR, and there was no replacement of this one by another government institution. d) in the project developed and led by CARE, the delivery of a large awareness campaign was subordinated to the enactment of the new legislation and this one has not happened by the time the MTR produced this report.

Thus the strategic planning of this result in the FC and the choice of programmatic working measures that led to a single project led by CARE were weak. This would have been avoided if the design had incorporated measures and strategies to apply a more progressive planning of activities on annual basis, accompanied by a strong joint review and planning between the EU and the GOP, and using implementation arrangements combining private service delivery and collaboration with the implementing NGOs on the creation of public awareness.

Projects Logical of Intervention Listed in the FC and Projects' LFMs:⁷

The two main projects from Adeso and CARE are 46 and 45 months in length and cover 3 results each with results 1 and 2 shared among both projects, with result 3 exclusively being tackled by Adeso and result 4 by CARE. In the projects design, the proposed human resources costs for each project are very much in line and variances among them are not substantial (see table below).

The general objective of the intervention given in the FC is 'to reduce hunger and food insecurity in Puntland'. This is well aligned with the *MDG 1: Eradicate extreme poverty and hunger*. However there is no sign that the programme is measuring how much it is contributing towards the improvement of the four key indicators given: prevalence of underweight children, proportion of people under minimum dietary energy consumption, chronic, malnutrition reduction of global acute malnutrition rate.

⁷The MTR experts wish to highlight that CARE did not provide during the MTR exercise the original LFM approved in 2013 together with the revised LFM approved in May 2016, nor CARE or the EUD notified clearly to the experts that CARE has been working with two distinct LFMs at different time periods until the comments on the final report were received. This abnormality has inevitably hampered the analysis of the effectiveness of design of the intervention and some managerial aspects.

The programme Specific Objective is the improved production and productivity of rangelands based livelihoods what is clear. However, the two indicators given are focused on an increase of 10% in income from livestock production and an increase of 20% in the number of people with an income above 1 USD per day. These indicators are related only indirectly to production and productivity because they are exclusively focused on monetary aspects that depend of other dynamics not tackled by the programme (e.g. market dynamics, value of commodities, exports, etc.) and they do not measure factors directly linked to the number and structure of livestock, the number of heads per family, the healthiness of livestock, the capacity to sustain larger herds, the availability of other wild products in rangelands, the efficiency in rangelands management, etc.

There is also no sign that the programme agreed with FSNAU to include specific section in their seasonal reports to measure the food security impact of the projects results⁸.

The two main projects have LFM with the same General Objective, this is correct; however in the design of their LFM used the same GO and SO as in the LFM of the Financing Conditions; this is not correct because as per EuropeAid PMC guidelines the Specific Objective of the FC must be the General Objective of the resulting projects' LFM. The projects' LFM include a similar SO that is formulated fairly enough and addresses the core problem, and is defined in terms of sustainable benefits for the target groups⁹. The original LFM include quantitative indicators to measure achievement of the SO but two of these focus on measuring exclusively the vegetation's recovery (vegetation index and tree cover) and a third one on the characteristics of the ephemeral rivers water. None of them refer to the quantifiable benefits for the beneficiaries that will be felt as the projects are implemented, and they do not rely on a specific baseline data values. This suggest more specific indicators had to be developed later on during the inception phase but the TOR for the Baseline Survey Report did not stress well enough the importance of doing so and did not spelled out clearly enough this task as a specific result to be achieved. So it only proposed targets for achievement of existing indicators.

As per the FC's LFM content, measurement of the first two indicators relied only on FAO SWALIM observations what as per the indications on page 7 of Annex II of the FC, had to be combined with ground visits and the use high and low resolution imageries with different frequency in time. However this has taken place and so far the programme monitoring is based only on FAO SWALIM's assessments based on remote imagery and IPs observations emanating from field visit, but there has been no regular processes matching observations from IPs and FAO SWALIM. As a result there is no not effective measurement of the LFM's indicators for the programme SO as originally planned while it is also not clear who is responsible of such a task.

The choice of indicators for results 1-4, most of these are indicators on the level of achievement of activities¹⁰. Thus it appears the projects did not have the right tools schedule of reviews to carry out the accurate measurement of progress and to complete the recommended implementation cycle on the left included in page 42 of EuropeAid's 2004 PCM manual¹¹.

⁸Page 11 of the Action Fiche and page 7 of the FC: "FSNAU coordinated field surveys and food security assessments in the project area could be modified in order to include specific questions relating to the food security impact of the project results."

⁹Page 144, Project Cycle Management Guidelines Volume 1, March 2004. EuropeAid Cooperation Office

¹⁰(e.g. 50 active erosion sites stabilized; 95 Km of Soil Conservation structures; 1,060 of hectares of land restored; 2 rangeland management plans developed and implemented; 20 of MOUs between MOE and VCs signed and operationalized, by the end of the project; Feasibility study of alternative energy published; Presence of upgraded MOEWT structures, 11 improved office infrastructure...; A functioning decentralized structure whereby the 6 regional, 10 district staff and structures (10 DPAs and 20s VCs) are fully capacitated to take a facilitation and active role...; Availability of 70 skilled and qualified staff based at the HQ, regional, district and grassroots level).

¹¹Page 81 Project cycle Management Guidelines Volume 1, March 2004. EuropeAid Cooperation Office: 'For example, indicators at the level of a Result should not be a summary of what has been stated at the Activity level, but should describe the measurable consequence of activity implementation.'

Specific reference to water harvesting structures:

The LFM for both organisations did not include a specific target for construction of water harvesting structures to be built but while reporting of results accounts for Adeso's Construction of 112 soil & water conservation structures and reseed, without specifying the number of water harvesting structures built. CARE LFM did not include a specific target for water harvesting structures and progress reporting indicates that 36 medium sized gully erosion structures have been constructed without specifying in any dam was built.

This lack of clarity in the projects' description and the small number proposed of water harvesting structures to be built are not satisfactorily aligned to the initial programme's rationale (*Local Communities will lead actions to rehabilitate and improve areas of pastures, water harvesting and protection of water points and manage these resources in a sustainable way*) and the FC's LFM target under result 1 (*increase in 70% of the number of small dams built*) and result 2 target (*increase of 50% in water availability during Jilaal season*). Page 97 of the BASELINE SURVEY REPORT FOR PUNTLAND also included a clear recommendation confirming the above:

"Water resources development and sustainability that investment be made in permanent water structures such as dams and rock catchments. This would be of long term benefit to communities even though the initial financial investment may seem high. This would benefit those communities which currently must walk significant distances to source their main water supply. Correct planning and the location of permanent water structures in close proximity to communities would satisfy the MDGs requirement that communities should not be required to travel more than 1km from their homes to source water."

The LFM's are fair in assessing some risks about the impact that the outcomes can have but they leave out assessing risks associated with factors related to the technical complexity in the implementation of activities (for example under result 1 the availability of materials and tools/machinery) and under result 4 the GoP's role regarding their financial contributions to consolidating some of the projects' results.

Human Resources Management Arrangements

Table: study of comparative managerial and administrative costs among IPs

	Adeso	CARE
MANAGEMENT STAFF	953,175 €	814,950 €
ADMINISTRATIVE SUPPORT STAFF	1,224,200 €	464,850 €
MONITORING AND REPORTING	109,500 €	85,500 €
MOBILISATION AND TECHNICAL ADVICE	460,000 €	369,000 €
ENGINEERING	384,000 €	60,000 €
PER DIEM AND TRAVEL	267,200 €	155,067 €
GRAND TOTAL HR	3,398,075 €	1,949,367 €

	Adeso	CARE
direct costs	13,519,720 €	7,293,329 €
works budget	5,394,294 €	1,243,840 €
number of target villages	100	20
direct costs minus HR costs	10,121,645 €	5,343,962 €

COMPARATIVE DESIGN COSTS	Adeso	CARE
MANAGEMENT STAFF vs direct costs (minus HR costs)	9.4%	15.2%
ADMINISTRATIVE SUPPORT STAFF vs direct costs	9.1%	6.4%
MONITORING AND REPORTING vs number of target villages (average per target village)	1,095 €	4,275 €
MONITORING AND REPORTING vs total direct costs (minus HR costs)	1.1%	1.6%
MOBILISATION AND TECHNICAL ADVICE vs direct costs (minus HR costs)	4.5%	6.9%
ENGINEERING vs works costs	7.1%	4.8%
PER DIEM AND TRAVEL vs direct costs (minus HR costs)	2.6%	2.9%

CARE per diem and travel costs do not include allocations supporting the MOEWT

There are some different approaches in the projects' design for management and administration, and staffing among IPs:

- Management costs for CARE are higher than for Adeso, 9.4% vs 15.2%
- Administrative staff costs for Adeso are higher than for CARE, 9.1% vs 6.4%
- Monitoring and reporting is notably higher for CARE than Adeso if we compare the number of villages where the organisations implement their activities, but these costs are very similar if we compare them to the total budget for direct costs minus human resources costs.
- Engineering costs appear to be slightly higher for Adeso than CARE but when considering the bigger complexity and size of some water retention works undertaken by Adeso and the fact that Adeso also invest efforts to focus on issue of soils, and then this latter appears to be investing less in engineering advice.
- Per diem and travel costs were originally under-budgeted by Adeso that had to introduce a rider to the budget to correct this. As a result both IPs are investing a very similar.

Both organisations combined management staff at Nairobi and Garowe offices but Adeso has quite substantially less of its staff force based in Nairobi than CARE, it also has more senior staff based in Garowe, hence resulting in an increased capacity to base its decision making process in Puntland.

Adeso's project sites are notably more distant from Garowe than CARE's, where both IPs locate their field HQs, also Adeso's sites are spread on a much larger areas than CARE. This resulted in an increased complexity for Adeso to direct, coordinate and supervised operations simultaneously across Puntland and to respond to this Adeso operates four project offices in Puntland (Garowe, Badhan, Bosaso&Galkayo) vs one office for CARE (Garowe). In budgetary terms Adeso invested 999.380€ for equipment and supplies and local office costs (7,4% when compared with total direct costs) and CARE 341,250 € (4,7% of total direct costs).

Efficiency of the design for beneficiaries

A core element of the projects is their focus on working with the local communities what is correct and incorporates the a main lesson learnt from implementing similar projects in Puntland¹² stating "that local communities are willing and capable of promoting conservation of natural resources. The awareness that land degradation is putting at risk the main economy of Puntland (livestock) is high among elders and group leaders."

¹² EU supported a project implemented by CARE "Puntland Pastoralist Livelihood Project". This was a two phases of multiannual project based in Garowe

From the perspective of the beneficiaries the programme activities were designed after consulting with them and agreeing on what was needed and how to do things with the estimations below resulting for the analysis of the phone survey.

type of beneficiary	efficiency of design
Cash for work	66%
District pastoralist associations	76%
Village committees	66%
MOEWT regional officers	71%
MOEWT district environment officers	57%
MOEWT directors, officers and key support staff	69%
Elders on study tour of rangelands	71%
Members of the legal steering committee	71%
NRM group, MPs legal development tour, Justice and Planning	57%
Members of the TOT team	73%
Total	68%

3.1.5. Stock taking of results achieved

This section provides detailed findings and observations made during the MTR and do not cover all the activities in each respective result. The accomplished and the remaining activities are captured in detail in annex 1.

RESULT 1: IMPROVED STATE OF NATURAL RESOURCES MANAGEMENT (CARE and Adeso)

The MTR conducted field visits, group focus discussions and used the feedback and data collected through phone surveys to establish the progress made in the rehabilitation and reclamation of areas devastated by gully erosion and deforestation of trees cut for charcoal production which caused environmental hazards before it was banned in Puntland and improvement areas of pastures, water harvesting and protection of water points and the management of the rehabilitated areas and the natural resources in a sustainable way.

The activities implemented under this result include:

- control of gullies (by constructing soil and water retention structures (gabions, rock and dam check barriers)
- planting of drought resistant trees in the rehabilitated sites along water courses (mainly along seasonal streams and on the water retention structures such as soil bunds),
- construction and rehabilitation of water harvesting structures (dams, pools and ponds)

The MTR reviewers held meetings with the implementing partners CARE and Adeso management staff to discuss the criteria and selection of the sites, phone survey beneficiary lists and take stock of inventory of activities completed. Sample sizes of 25 sites were selected during the inception period. The time allocated for the field visits were not enough to visit all sites the 25 sites selected considering their distance and time spent travelling. As a result 16 sites representative enough of the various types of works done were visited consisting of 5 CARE sites and 11 Adeso sites. The MTR had originally considered using external experts to visit additional sites but after visiting the works this option appeared not to be possible for several reasons:

- the experts had to be accompanied to the other sites by the projects' staff because the sites are in very remote locations and the experts imperatively need to be shown the way and the structure however the IPs' staff was not available after the 30th May 2016 since Ramadhan

started and a majority of staff had planned well in advance to take annual leave although the MTR was not informed of this during the inception phase.

- The transport, security and time needed to visit 15 sites already exceeded the resources available to the MTR for site inspections despite the noticeable savings the MTR team was doing in operational costs and the phone survey and the hope they will be reinvested in this.
- The inspection required a particular expertise within the civil engineering sector coupled with a good knowledge of botany and soil dynamics was not clearly indicated in the TOR: as a result prior to an eventual field visit the experts considered would have had to be introduced by the MTR team on-site to the peculiarity of the structures to inspect and the specific botanical and soil elements to study, this was simply not feasible.

The criteria used for selection of site was adopted very carefully in order to get representative sample of all key works, the criteria look at the type of intervention and the approach applied whether through cash for work, heavy machinery or combination of both; while all regions where the projects were implemented were visited. The natural characteristics of the rangeland were also considered and sites visited in main watershed area in Sanaag, seasonal grazing pasturelands in Sool, valleys in Mudug, and floods areas in Bari and Nugaal.

The purpose of the field site visits was to assess the condition of the rehabilitation work established to control gully, soil and water erosion and improve areas of pastures, water harvesting and protection of water points and the role of the local communities in managing the resources in a sustainable way.

16 sites were visited in six regions namely Nugaal, Sool, Mudug, Karkaar, Bari and Sanaag where the project is implemented in the Puntland state of Somalia. An account of the sites visited is provided in Annex 10.

Adeso sites visited

1. Sool region

Joint monitoring team, comprising of the MTR reviewers, MOEWT and Adeso NRM staff visited Waydalo site in Bocame district in Sool region. In Bocame, the mission met the district authority and Village Environmental Committee members. Discussions were held in Bocame Regional Environment office where NRM activities in the district and their importance for the development of the district were discussed. The leaders reiterated the importance of the rangeland rehabilitation project to the local pastoralist communities and emphasised the need for more support in environmental and natural resources conservation and management. The environmental devastation is enormous but the project has enlightened the regional authority and the community, has supported soil and water erosion control and rehabilitation, developed regional office and provided financial support, built the capacity of the village committees.

The site monitoring team together with members from the district authority visited Karingarfoof rehabilitated site. The structures was built to reduce and control gully erosion and to retain flood water in the valley. The structures are well constructed and the gully expansion into grazing valleys is slowly healing and reduced. Water, manure, litter and nutrients retained in the valley by the rock dam have resulted in vegetation cover improvement. The community has repaired the rock after the rains without any external support and have shown commitment and this shows the activity is sustainable. The VEC requested more support in trainings and rehabilitation of more gully affected sites identified. The community through the VEC have assured their support for the project and requested for the project to be extended. The community was informed that the project has not ended and is on-going and the purpose of the MTR is to review and assess the gains and challenges faced.

2. Mudug region

The MTR team visited Bali Calimaad site of Harfo district where soil bund and rock dams structures were used to retain flood water the valley, resulting in a visible improvement of vegetation cover. The area was known for perennial flooding during the rainy seasons where flood water cut access to grazing land. Water has been diverted to the rangeland and soil buds constructed to allow vegetation regeneration in along the soil bund water catchment areas. The MTR visit coincided with the end of the long rains, locally known as the "Gu" rain which was relatively normal or average compared to the previous year's short rains known as the "Der" which failed and that year 2015 was drought. During the field visit the rangeland condition was good with sprouting shoots and green annual grass. Livestock herds crowded the Calimaadre rehabilitated site. The VEC informed the MTR team that efforts are been made to reduce the livestock in the area in order to allow the vegetation in the rehabilitated site to regenerate and grow. The VEC is able to reduce and address conflict arising from the rangeland utilization with the support of the clan elders and regional authority in collaboration with the ministries of environment's regional office.

In Lo'fadhi site where soil bunds were constructed, the impact was high. The rangeland productivity has improved in terms of vegetation and livestock production since the soil bunds have retained water, manure resulting in vegetation growth. In Lo'fadhi, the review team interacted with the VEC. The VEC highly praised the project interventions and appreciated the increase of fodder for their livestock and improved milk production and income for the households, the VEC received trainings and skills on rangeland rehabilitation and action planning. The VEC have signed MoU with Adeso and the roles and responsibilities were clearly elaborated by the VEC, an indication that the VEC was well inducted and trained.

3. Sanaag region

The review team visited Awsane, Hubera, Jiingada, Waadayin and Dhalindaro. The rehabilitated sites show signs of gullies healing and reduced expansion towards the grazing valleys.

Awsane and Hubera valleys are productive valleys supporting many pastoralist communities; however, the area was strike by cyclones in 1971-72, turning the seasonal steams dry gullies and the water courses changed. The Gullies that were formed after cyclones intensified flooding in the area. The site has been rehabilitated using heavy machineries in combination with cash for work labour. Canals were constructed through cash for work to deviate the fold water into the pastureland. Heavy machinery was used to build soil heaps in the gully head area to cut-off flood water and spread water in the adjacent valleys. An area of 40 square km has received the flood waters during the Gu rains in Awsane areas. The vegetation has revitalised and grasses and acacia species have re-emerged in the valleys and pastoralist communities are grazing the land which was abandoned before the rehabilitation took place for more than 20 years.

Jiingada, Waadayin and Dhalin sites have received flood water from upper stream causing gully to develop. The sites were rehabilitated with rock dams and soil heaps has reduced the gully head expansion. Water, manure and nutrients captured have improved vegetation cover in water shed area. Inside the gully variety of grass and fodder species have grown and show a sign of the gully healing.

The review team held discussions with Jiingada and Dhalin Village Environment Committees. The VECs responses showed good understanding of the project objectives. Communities were consulted before the onset of the interventions; communities were involved in site identification and selection; they received VEC trainings and acquired skills in rangeland rehabilitation and management.

The VEC were involved in the identification of the beneficiaries for the cash for work and were directly involved in the supervision and monitoring of the soil and water conservation works. The sites visited were on the hilly watershed area and the effects of the gully erosion structures meant to control the erosion were felt downstream since the devastating down pour was reduced. The local community downstream practices deferred system of grazing management and pasture land is conserved for certain periods before communal grazing can be allowed, a factor which has ensured forage availability throughout the year.

The VEC requested for additional support in the watershed areas in order to increase the vegetation and reduce the velocity of runoff water during the rains. The lowland and valleys experience gully and sheet erosion during the rains.

In Badhan, the review team met the Regional Coordinator who is the MOEWT's representative person in the Sanaag region. The regional coordinator is involved actively in the project implementation and visits the sites and has produced a documentary on the work which was aired in the local television and has inspired the local community in environmental conservation and management. The coordinator prioritizes water management as an effective method of rangeland management and suggests the need for more "biyoxireeno" water dams. Volumes of water are lost during the rains and heads to the ocean which can be reserved for the dry period. The project has been effective in controlling or reducing erosion and improving vegetation regrowth through water diversion using heavy machinery and the water dams will conserve water for both human and livestock use in the rangelands and reduce pressure on the wet grazing areas during the drought.

4. Bari region

The MTR team visited Higlogab site which was reshaped using heavy machinery with multiple check dams with gabion inside gully bed. Silt depositions and vegetation growth were found inside the gully bed which is a good sign of gully healing processes taking place.

The team met and discussed with the VEC members at the site and responded to the questions asked by the MTR team. The area didn't receive ample rainfall and vegetation regrowth was minimal. There was evidence of soil accumulation along the rock check dams reducing soil erosion in the rehabilitated sites. The effects of the erosion in Higlogab site was at advanced stage with deep gullies distant away and would require more input in terms of rehabilitation work consisting of use of machinery for levelling and tree planting and reseeded.

In Kobdhehaad, the MTR team visited soil bunds which were used to retain flood water. The valley is recovering and is covered with grasses and shrubs after receiving four rainy seasons. The MTR team discussed with the VEC members. The committee had not received trainings during the MTR but Adeso joint monitoring team accompanying the MTR consultants informed the VEC that their training was scheduled for in September 2016. The community in Kobdhehaad have functioning traditional customary laws and norms, they use to conserve and management the rangeland resources. They practice deferred grazing system in the rehabilitated valleys. The community was involved in rehabilitation of the degraded rangeland before the project begun and have diverted flood water from seasonal dry stream to the grazing land in the valleys. The project supported the community in soil conservation structures using soil bunds and planting tree seedlings.

CARE sites visited

5. Nugaal region

Dhadin-caraale site, Ceelwacayseed village

The MTR team monitored rock-dam structures in Dhadin-caraale site of Ceelwacayseed village and had a meeting with village VCs. Three gully erosion control structure of rock- dams have been

constructed ahead of the gully head to minimize runoff velocity and speed of flood and to retain the water in order to control rangeland degradation and extension of the gully to more grazing land areas. Animal manure is utilized between the structures for vegetation recovery.

The proposed structures worked well and served the purpose of damage control. There is no more expansion of gully erosion in the grazing land. The gully area between the gully heads and inside the structure was dry, hence little vegetation growth. The structure has reduced the velocity of the water and there is need to add animal manure between the gully head and the first ring to encourage vegetation growth. The effects of the 2015 drought is still felt in the area which is characteristically lowland plain though little rain was realised during the long rains in April 2016

Midigar site, Sinujiif village

The review team visited Midigar site where rock-dams and check dams were constructed in ahead of the gully head to reduce the gully spreading into the areas and destroying the grazing land. The structures have reduced the speed of water flow and flooding. Water was diverted from the gully which used to destroy the bridge along the main highway before the intervention into the stream. Several rock check dam structures are also constructed across the gully bed to retain water and silt sediments inside the gully and allow vegetation growth. Water was diverted to the rangeland at this site which has improved vegetation growth and sprouts especially acacia species.

The review team met Midigar Village Committee in Sinujiif village and discussed the interventions implemented, trainings received, community involvement and participation and the impact of the project. The committee received training and poor households have benefited from the cash for work especially women have started small businesses of vegetables and household commodities in the village.

6. Jiidaqolqol site, Libaaxo village

The MTR team visited Jiidaqolqol site in Libaaxo village, where water flows through an active gully away from the grazing land to far areas making the area remain dry during and after the rainy season. Rock check dams were constructed along the gully bed and water diverted to nearby grazing land. The rock check dams built also prevented the gully advancing into a severe gully. Animal manure spread between the structures has increased vegetation growth in the gully area. Before the intervention, runoff water caused the active gullies to develop into advanced gullies. There is evidence of gully healing in the area though the affected area is large and hence need for more rehabilitation work. The team didn't meet the VECs at the site which was far from the village but had an opportunity to meet DPA representatives in Qardo that gave a brief account of the history of the gullies and the efforts of the community in rangeland utilization, conservation and management. For the pastoralist community the rangeland has been their life and for pastoralism to thrive and survive they have adopted communal systems that ensure equitable use and access to the rangeland resources.

7. Karkaar region

MoEWT regional office, Qardho Town

The MTR team visited MoEWT regional environment office in Qardho Town and held meeting with RO, DPA and VC. The RO and DPA chairman gave a comprehensive account of the activities accomplished such as trainings, rehabilitation of regional office. They reported that the Gu rain had destroyed some gully rehabilitation work and the community with the support of the DPA and CARE would plan for action. The pastoralist community require sensitization on the environmental awareness and the DPA plays a good role in awareness creation, control cutting of trees and charcoal burning, resolving disputes arising from utilization of scarce resources such as pasture and water especially during drought and dry seasons. They have handled cases of removal of the stones and rocks in the soil structures. The pastoralists remove the stones to provide passage for the

livestock during grazing and migrations. The pastoralists are sensitized on the use of the rock check dams and its importance in recovery of the rangelands ensuring better pasture and water retention.

The regional office coordinates environmental issues and works with the regional authority and the local elected leaders and the community. The challenges facing the regional office relate to financial ability to maintain and fuel for more monitoring visits in the field.

Gargaraale site, Adizone village

The MTR team visited Gargaraale sites in Adizone village where the gullies were rehabilitated with rock check dams and rock-dams to reduce the gully expansion and improve the rangeland. Two rock dam structures were constructed up stream to reduce the gully from spreading into new areas and destroying the grazing land. The structures have reduced the speed of water and seasonal flooding that occurs during the rains. Soil sediment and nutrients are retained by the rock check dam structures constructed across the gully bed. Animal manure applied by VECs has increased vegetation growth and recovery.

Observations

i. Rehabilitated sites

- Community members in the Adeso rehabilitated sites provided 4 days extra unpaid work as community own contribution to show commitment and ownership of the rangeland initiatives which is a good indication that the community is prepared to own and sustain the project. CARE's CfW beneficiaries did not provide any extra days and were fully paid for 30 days per month for their work. However in some villages such Humbays and Qodax the community constructed several extra meters of rock dam structures at their own cost in terms of materials, time and labour.
- Water diversion, vegetation regrowth in the rangelands was more effective where heavy machinery was combined with cash for work, especially in Sanaag region considering the quick recovery of vegetation cover and water retention. For example in Hubera area, the MTR team found that it was evident that where water was diverted to the grazing land, vegetation cover increased in fast without seeding and applying manure which means the soil has substantial dormant but viable grass seeds in the soil. The herders met at the site reported that the area was dry close to 20 year ago and that the intervention has attracted many herders to the area.
- Some communities e.g. Qardo preferred contractors for the cash for work to be selected from the area than Garowe since this would have benefited the local economy and encouraged the local business community that supported the pastoralists during the drought spell through the peace and conflict resolution initiatives. However CARE reported that the selection of contractors was informed by the sensitivities of regional dynamics and ensured that contractors awarded were drawn from the concerned communities. For instance CARE had 3 contractors in Karkar region because of the regional dynamics.
- Communities in the watershed areas that supply downstream water to the valleys in Sanaag and to the coastal areas in Bari were found to be more cohesive and united in the protection and conservation of the water catchment areas. They were able to form community mobile units that built rock dams where machinery could not reach despite the drought and hot period. They have enforced customary rules that have succeeded in completely stopping burning of charcoal in the area and are able to administer differed grazing patterns.
- Gully erosion is widely spread in Puntland mainly in Bari, Karkaar, Nugaal, Sanaag and parts in Sool, a factor which is further compounded by frequent drought and deforestation, mainly due to charcoal burning.
- Alternative source of fuel energy in the rural and urban areas need to be explored. LPG as alternative energy in urban areas has not yet been implemented

- Cash for work as a source of household income for poor households was seen beneficial by the local beneficiaries. Some beneficiaries, especially poor women, started small roadside trade which was not sustainable since the household need was high. There was concern that the project addressed more rangeland rehabilitation than entrepreneurship development which would then target poor households affected by climate change.
- Use of heavy machinery was more effective compared to cash for work in gully recapping and flattening of the landscape, though more costly it works better for gully rehabilitation. Combining heavy machinery and cash for work is necessary for reinforcing gabions and rock dams along the stream courses and for diverting water to grazing land.
- Delay in payment for work was noted by the beneficiaries as they ended up paying debts and the little income earned could not support alternative livelihoods for the household
- The project was seen relevant and timely by the beneficiary communities and the regional leaders who applaud the initiative and have invested their time and resources to support the project. For example community members contributed extra working days for rehabilitation work and contributed resources to repair the rehabilitated sites after the rains, they also provided money and fuel to curb charcoal burning and promoting peace and conflict resolutions.

Selection criteria for Cash for Work

The selection of the cash for work beneficiaries was based on set criteria agreed during community consultative meetings in the villages. The criteria set and agreed are:

1. The beneficiaries were selected from poor vulnerable households
2. Poor headed households headed by female, elderly, child, chronically ill and larger sized
3. The casual labour must be fit mentally and physically
4. The casual labourer must be mature, able, ready and available to do the work for the required hours
5. The beneficiary should adhere to safety procedures and policies and related work procedures of the implementing agencies (Adeso and CARE)
6. Should be punctual and prepared for work on the agreed start and end of work hours
7. The cash for work beneficiary can be replaced with another household member or kin when sick or not able by notifying the supervisor failure to which his/her wages will be deducted

The MTR team found through phone surveys conducted that the criteria used for selecting cash for work beneficiaries was fair and applicable since the households members are known to the village committees and list of beneficiaries were verified and read in open gathering and complains were addressed on the spot and clarified. Though the communities are homogeneous and of related clans, the survey confirmed that equitable distribution on clan basis was not used for cash for work selection and that where more members of related clans or households benefitted from the intervention, it was based on severity, vulnerability and need of the household to participate in the cash for work to get income to sustain the household.

Cost effectiveness and value for money for erosion control works

Comparison done by Adeso shows that, where cash for work and machinery were used separately the average costs for water retention infrastructures construction using heavy machinery was \$40,000 whereas the average cost for cash for work was \$60,000 in sites of similar works and area in Sanaag region., hence it is more cost efficient to use heavy machineries in rocky and slopy areas and where a combination of both heavy machinery and cash for work was used its cost is lower and hence a combination of heavy machinery and human labour was cost effective and suited in rehabilitation of soil and water structures such as water retention structures, water diversions, gully

levelling and clearing of expansive and undesirable vegetation species such as *prosopis* in the project areas.

The use of machinery in clearing invasion plants is not only cost effective but sustainable considering the vastness of the areas and the density of the shrub population which makes it hard for human labour to be used which takes longer time hours and is hazardous likely to cause damage and injurious to human beings.

RESULT 2: IMPROVED COMMUNITY CAPACITY FOR RESOURCES MANAGEMENT AND CONFLICT PREVENTION (CARE and Adeso)

The project succeeded to establish 120 village committees which was the target number. The committees were selected by the community members and entered in contractual mutual agreement with the implementing partners through a memorandum of understanding. The committees are instrumental in the selection of project beneficiaries by setting criteria for the cash for work beneficiaries that assist in construction of soil and water erosion control structures.

Observations

- Village environment committees (VEC) have signed MoU with the implementing partners (CARE and Adeso) where the roles and responsibilities of the partners are agreed before community mobilization and registration of beneficiaries begins.
- VECs set criteria of beneficiary selection with the community members in an open meeting area and representatives are appointed that help in the registration of the cash for work beneficiaries.
- VECs work with the local administrators and leaders to ensure effective community mobilization and environmental awareness creation and support peace and conflict resolution initiatives.
- VECs are respected by community members and play great role in matters related to community participation, grazing management and environmental protection and conservation both in the villages and in the grazing land.
- Communities strengthened by community level capacity building and creation of awareness on resources management and environmental protection.
- Resource based conflicts mitigated through negotiated benefit sharing mechanisms and practices between different communities.

RESULT 3: ALTERNATIVE ENERGY AND INCOME GENERATING ACTIVITIES EXPANDED (Adeso)

This result is aimed at reducing the urban demand for charcoal by promoting alternative sources of energy, as well as help poor rural households switch from charcoal production to alternative livelihoods strategies and minimizes the impact of remaining charcoal production.

Commercial feasibility study for Liquid Petroleum Gas (LPG) was conducted and guiding documents prepared. This result aims at reducing destruction of trees in the rangelands by reducing demand for charcoal by urban populations by promoting LPG as an alternative source of energy and support poor rural households with energy saving devices such as charcoal and wood fuel stoves.

During the MTR Adeso had undertaken the following activities and was in the process consulting and involving the relevant ministries in order to facilitate and establish the legal framework for implementation of the LPG, outline awareness creation on gas safety and use and prepare guidelines for sustainable use of energy and environmental awareness.

1. LPG Business Plan
2. LPG Legal frame work documents
3. LPG Safety Regulatory Framework

4. LPG Framework for PPP formation
5. LPG Standard Operating Procedure
6. LPG Environmental awareness strategy

MTR team observed indigenous tree seedlings planted in the gully rehabilitated sites in all the regions visited. The tree seedlings were planted on the onset of the rains. Tree planting campaigns were also conducted and seedlings distributed to communities, local authorities and schools. Adeso, CARE and the MoEWT have jointly launched tree planting campaigns during environmental days, schools and in major urban towns such as Bossaso and Garowe.

The project also aims to establish wood-lots in all watershed areas and is planned for in the regional and village management plans in order to increase vegetation cover and minimize the environment impact of charcoal production. This activity is implemented all the four regions where Adeso is implementing the project; in Bari, Mudug, Sool and Sanaag regions and the VECs, schools and the community participate in tree planting during environment days supported by the MoEWT staff and Adeso technical and field staff.

RESULT 4: STRENGTHENED INSTITUTIONAL AND POLICY FRAMEWORK (CARE)

The MTR team held meetings with the staff of the MoEWT, the deputy director and the students of EAU Garowe campus had an opportunity to discuss with the MTR team on the progress of the environmental activities supported by the NRM project funded by the EU and implemented by CARE.

Observations

- Existing government policy on environmental protection is well developed and can guide government planning and actions. The environmental policies are under development and consultations undertaken in the six regions where the project is implemented with support from the project's Technical Advisor for Legal Frameworks at the MOEWT in collaboration with the parliamentary legal steering committee in Puntland.
- Environmental Impact Assessment (EIA) regulation was finalized in February 2014 and passed by the cabinet and passed to parliament for discussion. Experts on Environmental laws have been engaged to assist in preparation of laws on environmental issues and conduct studies on customary laws that will safeguard sustainable utilization, conservation and management of the fragile environment and the rangeland natural resources.
- Policy for rangelands protection and management has been updated, enacted and it is being implemented.
- Capacity building for the regional government has been delivered to enable rangeland resources to be managed. The Ministry of Environment, Wildlife and Tourism (MoEWT) is fully operational thanks to the construction and rehabilitation of 11 office buildings to locate its headquarters and regional offices, and it is well equipped and staffed with mostly freshly recruit people that have recently received some form of training.
- The MoEWT has led some awareness campaigns throughout Puntland and a new environmental bill that rescues traditional values and codes is almost fully drafted, after consultations with civil society and other stakeholders, and the examination of regional examples.
- The MoEWT has first draft strategic plan that can be developed in order to guide operations, funding strategies and to prioritise interventions.
- The NRM group has been created but needs to be more active and decisive in supporting the consolidation of the gains of the project.
- The project has supported MOEWT develop a five Strategic plan 2016-2020. The ministry was able to solicit and secure funds for multiple projects in environmental conservation, protection and Natural Resource Management. The projects are funded by FAO, UNDP among others.

- MoEWT disseminates information on environmental awareness, protection and conservation in bulletins for general public in Puntland and in the ministry's developed website, internet service and E-granary for both local and outside communication and for knowledge base.
- MoEWT has a fully equipped and operational office in Garowe, the headquarter of Puntland state and ten regional environment offices were newly constructed or rehabilitated in 10 districts in the six regions where the projects operates. The project has procured vehicles for the ministry and regional offices and provides incentives for staff and other operational costs.

MTR met the deputy director of EAU Garowe campus Mr. Abdirahman Ibrahim Diriye and had an opportunity to discuss the progress of the environmental activities supported by the NRM project funded by the EU and implemented by CARE.

Observations

- The environmental activities in the University started in June 2014, which was capacity building programme on environment, provision of equipment's and scholarships for bright and needy students interested in undertaking courses in environmental studies.
- The project supported the establishment of the institute of environmental science in the University and appointed Dean institute of environmental science
- MOU was signed between the EAU and CARE. The environmental activities in the University started in June 2014, which was capacity building programme on environment, provision of equipment and scholarships to 30 bright and needy students interested in undertaking courses in environmental studies. One student opted to discontinue and 29 students completed their 2 year diploma course in June 2016.
- The project supported the establishment of the institute of environmental science in the University and appointment of Dean institute of environmental science
- MOU was signed between the EAU and CARE and guided the implementation of the environmental studies initiative, procurement procedures and provision of the required equipment and financial support.
- The project supported the development of curriculum for environmental science and range management was developed and the university was supported on trainings in finance and financial procedures
- Funding delayed by 2-3 months but work continued before the fund was received
- First instalment was used to purchase equipment and in media adverts
- The university admitted best candidates from the 2013 secondary schools examination
- Though funding delayed by 2-3 months' work commenced on time and continued before the fund was received.
- First instalment was used to purchase equipment and in media adverts
- The university admitted best candidates from the 2013 secondary schools examination
- First intake was September 2014 of 30 students studying 2 years Diploma in Environmental Science (options; Rangeland Management and Environmental Science)
- The university begun a Bachelor degree programme in Environmental Science in September 2015 with 33 students. It is the only university in Somalia that provides studies in Environmental Science
- In June 2016, Diploma students are completing their studies. 29 students will graduate and only one student has dropped. All the 29 students intend to continue with their studies and pursue degree courses. This are students from poor backgrounds and need support
- The institute of Environmental Science also provides short training courses and research work. In future the institute is ready to build the capacity of ministries staff and community in Environmental Studies

What worked well

1. Baseline survey conducted during the project inception phase assisted in identifying sites for reclamation and rehabilitation of the gully erosion and soil conservation.
2. Reclamation of gully affected sites was both technically and economical viable, since it utilized local resources and expertise. It is replicable and easy to be managed and sustained by the local community and the established village committee. This was practicable and demonstrated by the local communities that repaired structures that were damaged by rains on their own.
3. The water and soil conservation measures applied such as the rock and check dams, soil bunds and gabions are universally used and were effective in soil and water erosion control. The measures had also multiplier effects since they supported water catchment and enhanced vegetation growth and halted gully expansion and development.
4. Community consultation meetings were conducted (CARE 20 and Adeso 93) to sensitize the communities on environmental awareness and sustainable use of natural resources
5. Use of heavy machinery was both cost effective and useful in gully reclamation and rangeland recovery.
6. Community village committees were formed based on gender desegregation. MoU was entered and signed between the implementing partners and the village committees. The VCs and were actively involved in the project implementation, setting criteria for the cash for work and identification of cash for work beneficiaries. The committees were trained and supported assisted in the project implementation and monitoring
7. The capacity of the MOEWT was strengthened, key personnel was provided incentives, supported in physical infrastructure, offices constructed and were able to solicit funds and implement projects.
8. Environmental studies introduced in East African University in Garowe campus in Puntland to produce professional needed to support environmental conservation and protection, rangeland conservation and natural resources management in Somalia
9. Feasibility studies for the viability of the LPG set was carried out, business plan prepared and policies developed for the implementation of LPG as an alternative source of energy in urban settings
10. Tree planting in schools and activities carried by the school management and students which were meant to sensitize the communities were effective and increased awareness and promoted clean environment through proper garbage disposal and increased tree planting efforts in the rural and urban settlements

What didn't work well

1. The implementation of the LPG set up delayed and Sub Grant to micro finance the companies that were to provide LPG set up and energy saving stoves for 6,000 HH was put on hold and not implemented
2. Planting of tree seedlings in the rehabilitated sites where soil bunds were introduced partly due to the effects of the drought though some indigenous species like *balanites* and *acacia* survived.
3. Enactment of environmental laws and enforcement of customary laws has not been realised in the expected dates though the IP put quite some efforts in place to support the initiative
4. Some efforts have been made to control the spread of invasive plant species in the rangelands, especially *prosopis juliflora* in two regions but the area occupied is enormous
5. The assumption that the MoEWT will receive substantial support from the Government of Puntland (GOP) and that it will implement its strategic plan was not realised immediately considering the low budgetary allocation to the ministry it managed to get some support from other donors which was project specific.

6. Though the NRM steering committee was active and provided the forum for discussion of the NRM project, the coordination and collaboration among the IPs, the MoEWT and other programme stakeholders was not effective and coordination and management structure such as joint technical and monitoring committees were not developed and utilized.

3.2. Updated work plan per implementing partner

The MTR supported the development of work plan for the remaining activities to be implemented in the last quarter of 2016 and for possible extension into 2018 for additional 6-8months no cost extension depending on the available balance accrued. The MTR team provided guidance on the workplans and the project managers and directors in consultation with their finance departments developed farther work plans and budgets for the remaining activities.

The MTR found that though the remaining were behind schedule mainly due to constrains related to legislation for the remaining environmental activities, enactment of environmental laws and energy regulation bills, coordination of awareness creation forums and meetings and take of the LPG as an alternative source of energy in urban areas.

See proposed workplans per programme and implementing partner in Annex 5

3.3. Review of indicators and logframe matrix

The logical framework matrix with revised indicators for the NRM programme is included as Annex 3.

The MTR team reviewed the logframe of the programme and projects in a two days joint programming meeting attended by the management and field staff from the implementing partners (CARE and Adeso) in Garowe. The MTR developed the skills of the staff in project cycle management and provided thorough analysis of the programme logframe, refining the indicators and means of verifications and mode of measurement.

The MTR realised that the programme indicators and some of the project indicators were not achievable and not aligned to the objectives For example, Indicators such as increase in livestock numbers and increase volume of stream water were not analysed and data collected but the project monitored and gathered data and information on soil and vegetation recovery. The Implementing partners were able to prepare logframes for their specific result areas and activities under respective results.

It is important to note that the monitoring arrangements used for the overall programme achievements (General Objective and Specific Objective) must drastically improve in the remaining period and in an eventual subsequent intervention because there is no evidence that FSNAU is using its officers embedded in communities in Puntland to monitor impact on the target locations, or that 'coordinated field surveys and food security assessments in the project had been modified in order to include specific questions relating to the food security impact of the project results.'¹⁴ While the MTR has received the request with strong emphasis to modify the indicators at this very late stage of the programme, this is only possible for the projects after agreeing with implementers but not for the programme since the EUDEL Somalia Unit must first clarify the reasons why the original plans have not been rolled out and after analysis these ones it must identify and agree on who will monitor the highest levels of the programme.

¹⁴ Action Fiche page 11.

FAO SWALIM is being quite successful in monitoring the physical presence and status of water retention structures and reporting on it¹⁵, but it has a restricted capacity to use imagery to monitor environment indicators under result 1. There is also no evidence of efforts to bring into the programme the technical support of the JRC (Joint Research Centre of the European Commission)¹⁶ while the programme is pioneering ground-breaking interventions that are of relevance for The JRC line of research on Desertification and Drought for which this programme could be of great interest¹⁷. In view of the quick impact that result 1 in having on the rangelands and the need to escalate and replicate this type of intervention this omission may be a truly 'missed opportunity'. FAO must also combined its current work with direct field observations in order to complement remote imagery and to be able to improve its capacity to measure vegetation recovery and to setup an create an erosion early warning mechanisms around the built eater retention structures.

4. IMPACT

The performance of the programme and projects were rated in relation to the intended goal and objectives, its benefits to the environment and the project beneficiaries among other criteria used in project review and evaluation.

Table below shows the criteria used to rate project performance:

Highly Satisfactory (HS)	Project is expected to achieve or exceed all its major global environmental objectives, and yield substantial global environmental benefits, without major shortcomings. The project can be presented as "good practice".
Satisfactory (S)	Project is expected to achieve most of its major global environmental objectives, and yield satisfactory global environmental benefits, with only minor shortcomings.
Marginally Satisfactory (MS)	Project is expected to achieve most of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is expected not to achieve some of its major global environmental objectives or yield some of the expected global environment benefits.
Marginally Unsatisfactory (MU)	Project is expected to achieve some of its major global environmental objectives with major shortcomings or is expected to achieve only some of its major global environmental objectives.
Unsatisfactory (U)	Project is expected not to achieve most of its major global environment objectives or to yield any satisfactory global environmental benefits.
Highly Unsatisfactory (U)	The project has failed to achieve, and is not expected to achieve, any of its major global environment objectives with no worthwhile benefits.

The table below shows the performance rating per expected results, taking into account the specific targets.

ITEM	DESCRIPTION	SPECIFIC TARGETS ACHIEVED	PERFORMANCE RATING
Specific Objective	Improved rangeland conditions and sustainable use of rangeland resources by empowering communities and enabling the institutional and legal framework for rangeland protection in Puntland State of Somalia	120 (100 for Adeso and 20 for CARE) communities in target areas empowered to participate in NRM through capacity building, institutional and legal framework development and alternative energy sources	Satisfactory
Result 1	Improved state of natural resources management in	Soil recovery achieved through controlling accelerated ground erosion, improved fertility and	Satisfactory

¹⁵ The MTR has accessed imagery and assessment tables on electronic copy that are well elaborated , technically sound and useful, however it wish to recommend to FAO SWALIM to review the size of images that are very heavy; also the format and structures of the tables could be more user friendly and adapted to standard screen sizes ranging between 14 and 17 inch, and printing requirements.

¹⁶ Action Fiche page 11 and 12.

¹⁷ See documents [Monitoring project impact on biomass increase in the context of the Great Green Wall for the Sahara and Sahel Initiative in Senegal](#) and [Science for improving the monitoring and assessment of dryland degradation](#).

ITEM	DESCRIPTION	SPECIFIC TARGETS ACHIEVED	PERFORMANCE RATING
	target rangelands in Mudug, Bari, Sanaag, Sool, Nugaal and Karkar regions	water retention in 61,460 hectares (Adeso 60,400 ha and CARE 1,060 ha)	
		Vegetation recovery noticeable by presence of new sprouts, regrowth of previously existing plants, non-destructive grazing in target rangelands in 61,460 hectares (despite the severe drought experienced in 2015-2016)	Marginally Satisfactory
		269 (217 for Adeso and 49 for CARE) active erosion sites stabilized	Satisfactory
		295 (200 Km. for Adeso and 95 Km. for CARE) Km. of Soil Conservation structures constructed	Satisfactory
		31 water conservation structures/dams built	Marginally Satisfactory
		52 rangeland management plans preventing rangeland and other NR degradation developed and implemented	Satisfactory
		Result 2	Improved Community capacity for Resources management and conflict prevention in Mudug, Bari, Sanaag, Sool, Nugaal and Karkar regions
Creation and revitalisation of VECs, District Pastoralists Associations and regional/village NRM monitoring and coordination mechanisms in 120 locations	Satisfactory		
170 (100 for Adeso and 70 for CARE) of natural resources cases managed through the customary law (Xeer) system	Marginally Satisfactory		
120 MoUs between MoEWT and VECs signed and operationalized	Satisfactory		
150 of NRM violators handled at the district's courts	Marginally Satisfactory		
120 VECs reactivated and / or formed and trained in CBNRM and Organisational Development to manage natural resources including M&E in comparison to baseline	Satisfactory		
Increased awareness of the economic impact of environmental degradation by key decision makers & local populations in 120 areas	Highly Satisfactory		
25% reduction of resource based conflicts in the communities in comparison to baseline indicators	Marginally Satisfactory		
Result 3	Alternative Energy and income generating activities in place to protect trees in target rangelands	1 market study for introduction of large scale LPG produced and used for rolling out an action plan, including a regulatory framework developed	Marginally Satisfactory
		6,000 HHs provided with alternative or improved energy solutions	Unsatisfactory
		80 HHs provided with alternative income generation to charcoal and firewood production	Unsatisfactory
		Research on traditional customary law & current rangeland management practices to support enforcement of customary law	Satisfactory
Result 4	A strengthened institutional, legal and policy framework supports more effective rangeland management in Puntland	Existence of a capable and operational MOEWT Presence of active and capable community environmental management organisations (DPAs and VECs, and coordination mechanisms)	Marginally Satisfactory
		Enacted environmental law Customary Laws revitalised Environmental Impact Assessment regulations and guidelines Environmental policies and procedures Law enforcement mechanisms operational	Marginally Satisfactory

5. SUSTAINABILITY

TYPE OF ITEM	DESCRIPTION	COMMENTS
Specific Objective	Improved rangeland conditions and sustainable use of rangeland resources by empowering communities and enabling the institutional and legal framework for rangeland protection in Puntland State of Somalia	Rangelands conditions in target areas have improved and likely to be protected from further degradation beyond the lifespan of the programme thanks to the quality of works, the role played by the community and its empowerment, and the various legal, institutional setting and community groups created. The project is an example for other interventions in Puntland and in the rest of Somalia.
Result 1	Improved state of natural resources management in target rangelands in Mudug, Bari, Sanaag, Sool, Nugaal and Karkar regions	The management of natural resources has improved in target areas and particularly erosion is halted and the vegetation recovery is already taking place what would lead towards improved fertility and productivity of the rangelands beyond the programme; however tree cutting and water management are areas of concern that will require further attention.
Result 2	Improved Community capacity for Resources management and conflict prevention in Mudug, Bari, Sanaag, Sool, Nugaal and Karkar regions	Communities have improved their capacity notably and are empower to act with the formal backing of the authorities and this will outlive the programme and even expand over time.
Result 3	Alternative Energy and income generating activities in place to protect trees in target rangelands	Some measures are in place but there is a risk that results achieved will reach late in the programme's lifespan and this will make difficult to assess their real impact and how sustainable gains are. More attention is needed to address this.
Result 4	A strengthened institutional, legal and policy framework supports more effective rangeland management in Puntland	Some very solid results are in place regarding the institutional capacity of the MoEWT to act and involvement in rangeland protection, also regarding the EAU courses and its likely impact in the years to come. However some legal reforms are likely to be reached rather late in the programme's lifespan and this has affected delivering the awareness raising campaigns and supporting effective law enforcement together with other government and community institutions. The strategic plan of the MoEWT still needs quite some development and it is difficult to identify how it relates to the Puntland's Environmental Policy priorities and strategies; it is also not clear in the SP how the MOEWT will be able to fund it and to execute it. These two factors combined have reduced the space for testing the MoEWT project implementation skills and the effectiveness of its activities' decentralisation. Attention is needed to revisit the current exit strategy in order to consolidate the gains achieved at the MOEWT's level, and to assess if activities' support plans are realistic and conducive towards the end goal. The Baseline Survey Report also recommended a structure for the internal organisation of the MOEWT that appears adequate but has not been followed sufficiently in the strategy of intervention, thus creating flaws in the sustainability of the ministry and its capacity to operate in a wider environmental conservation approach.

6. LESSONS LEARNT AND BEST PRACTICES

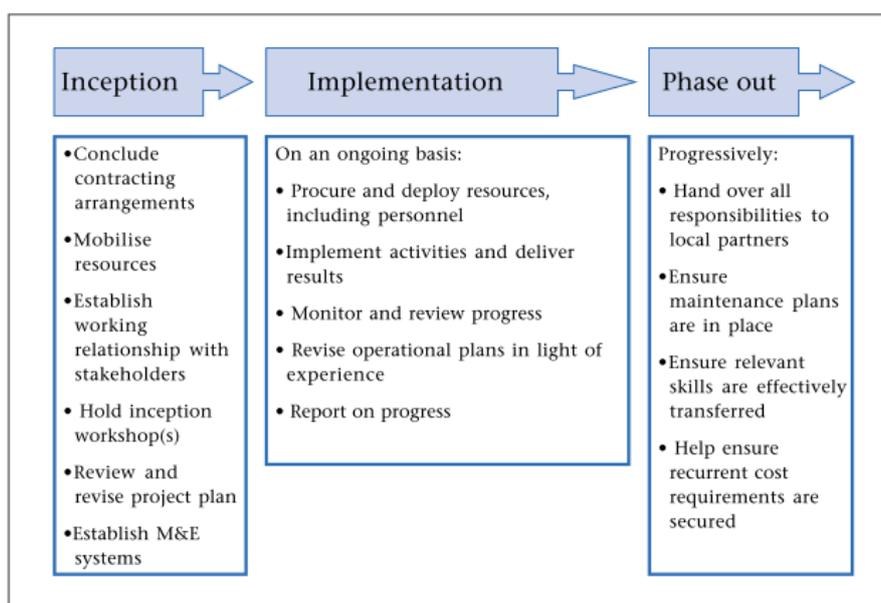
The following lessons learnt are based on the MTR field observations and the analysis of the programme documents literature review aligned with best practices applied in other programmes and important EU reference manuals and guides.

6.1. Lessons learnt

- The original design of a complex programme piloting innovative responses in natural resources management in terms of technical aspects and geographical size, involving different

implementing partners to be implemented in a complex post-conflict working environments and of a length of 3-4 years superior to projects of 18 months. This witnessed delays and technical challenges. Such long duration projects should be reviewed and fine-tuned in the early stages of its implementation once the implementing partners, the beneficiaries and the operating arrangements are known. This process is known as Inception Review and it is needed for optimising working arrangements, operational protocols, coordination mechanisms, joint programming, reporting procedures, workplans and budgets, and the indicators in the LFM.

- Projects' internal regular reviews¹⁸ must be organised by each implementing partner timely and following TOR that respond to the specific nature and goals of the intended type of evaluation sought, this one must have a clear specific purpose. The key reference technical guide to identify the type of evaluation needed and to use correctly the various technical terms is the OECD/DAC Glossary of Key Terms in Evaluation and Results Based Management 2002¹⁹. Also clear references to the need to have regular and timely reviews organised by the implementing partners are given on European Commission's 'Strengthening Project Internal Monitoring How to Enhance the Role of EC Task Managers'²⁰



- The design of the overall programme of intervention shall incorporate a plan of work based on the three main implementation periods and related steps indicated in the table below extracted from page 39 of EuropeAid's PCM guidelines manual published in March 2004.
- In future the programme should allow the IPs to undertake their own internal reviews and evaluations, while ensuring the EUDEL Somalia Unit organises its own review and evaluation exercises in a timely manner following TOR that are preceded by feasibility studies that carefully

¹⁸ "evaluation" is used for a more comprehensive and/or more in-depth assessment than "review". Reviews tend to emphasize operational aspects. Sometimes the terms "review" and "evaluation" are used as synonyms. Page 34 OECD/DAC Glossary of Key Terms in Evaluation and Results Based Management 2002.

¹⁹ <https://www.oecd.org/dac/evaluation/2754804.pdf>

²⁰ Page 6 'Sharing information effectively with stakeholders, including other donors, is critical. If monitoring is undertaken solely as an 'extractive' process which feeds information upwards, but with no timely feedback, it soon becomes seen as a bureaucratic burden rather than a useful management activity. The EC Task Manager has an important role to play in ensuring that information on project progress is effectively shared, including through participation in regular internal review activities (such as Project Steering Committee meetings/activities)' and page 7 'Regular review – refers to a structured process of review, reflection and decision making, that is undertaken by the project implementing partner and other stakeholders on a regular basis. It is therefore an element of the broader monitoring process which gives particular focus to sharing information among stakeholders, and to making decisions about follow-up actions required. Project Steering Committees (or similar) might often be one of the key forums in which such regular reviews are undertaken.'

take into account the geographical scope of the programme and its activities in order to facilitate a truly comprehensive analysis of all key programme elements. Some specific technical issues such as the status of erosion control structures and forests regeneration will be better assessed through particular joint monitoring exercises backup y external technical experts, while the PSC shall ensure such actions take place and results are available in a timely manner and incorporated into the various relevant interventions.

- The projects' choice of indicators in their LFMs has been improved and more meaningful and simple but relevant and measurable indicators are included in the reviewed logframes and work plans of the IP for the remaining phase. These indicators will help in the final evaluation, reviewing the monitoring system for the remaining phase and building a solid baseline for future interventions; the programme's LFM has also been revised in order to avoid disparities and enable measuring its SO.

6.2. Best practices

- Operating efficiently a large and innovative multi-stakeholder programme of this nature with implementers' decision making based in two different countries (Kenya and Somalia) demands having a technical support unit or body that is specifically dedicated to undertaking the coordination, joint reporting and facilitation tasks. The IPs working under a consortium as originally expected accentuated the needs for having such technical support unit; future programmes must incorporate it in the design with clear roles and responsibilities in relation to the IPs, the EUDEL Somalia Unit and the authorities of the GoP participating in the programme.
- In such multi-stakeholder and large programme, having a strong and efficient Programme Steering Committee (PSC) is a crucial tool for successful policy oversight, progress monitoring and exploitation of synergies that needs to operate using conducive TOR aligned to the recommendations given for EDF funded programmes in the relevant PRAG Project Approach²¹. Operating efficiently such PSC also requires having the support of an autonomous Secretariat with a clear mandate and operating procedures.
- Management issues and specific technical discussions must not take place in a Steering Committee; these ones are only successfully dealt with in groups created specifically for that purpose, incorporating the relevant people, whether internal or external to the programme, chosen under strict membership guidelines and operate using commonly agreed protocols for definition of the agenda, operating procedures and meeting schedules²².
- Implementing partners receiving large funding from the EU for the execution of an intervention and operating in a complex, innovative and challenging programme shall incorporate into their projects' design the staff's training based on a personal skills needs assessment and the specific tasks of the project. This will result in improvements in the managerial approaches that respond to the particular characteristics of the programme and it will also help in the motivation of the projects' staff through the support to their careers' development.
- The effective coordination of the natural resource management sector in Puntland involves many stakeholders within the government, the civil society, the private sector and donor community and this in a rapidly changing and demanding work environment. The successful steering of this task is better done by the relevant ministry acting as the secretariat (in this case the MoEWT)

²¹If it is necessary or helpful to set up a steering committee for implementation of a project or programme, provision for it should be made in the corresponding action fiche. Furthermore, the role of the steering committee should be described in the financing agreement if possible and without fail in the technical and administrative implementing arrangements for the corresponding programme estimates'. Page 14 Practical guide to procedures for programme estimates – project approach (version 4.1) European Commission March 2013.

²² See Annex 2. NRM coordination structure Programme organigram and Annex with observations made by the MTR team during the 7th Steering Committee meeting.

with the Presidency as the Chairperson. Considering the recent creation of the MoEWT, this one shall receive technical support for the achievement of this specific task.

- Capacity development of a new ministry, as the MoEWT, is a complex and sensitive process that targets a government institution that is also the authority in the sector of intervention. As a result it is strongly recommended that the capacity development process is managed and supervised by an organisation (whether private or non-profit) contracted jointly by the EU and the GOP exclusively to this effect, and with wider experience in environmental conservation and institutional strengthening in order to foster ownership of the process by the beneficiary MOEWT and to avoid conflicts of authority and line management between this one and the capacity developer. Establishing peer to peer or partnership relations within other ministries in the region is highly productive.
- An NGO that is as implementing partner in a programme involving a ministry which capacity is being strengthened can contribute to the process but this shall be restricted to the provision of technical assistance in specific technical or geographical areas where it has an added value, and to offering joint programming opportunities to test the newly acquired skills and improved capacities.
- Effective monitoring and learning for a multi-stakeholder, complex and innovative programme operating in a large area suffering access challenges is a critical task that requires the creation of a specialised technical group that must set goals, technical standards, protocols, assessment mechanisms, reporting plans, etc. This group must work autonomously and report consistently to the PSC.
- Progress reporting among IPs must be harmonised in order to ensure the same technical standards and reporting templates are being used throughout the programme in order to facilitate the production of joint reports and programme evaluations/reviews. Reporting is done at the two key levels in a programme's execution and this requires using different formats and schedules:
 - Activities: this is done monthly via a Monthly Progress Brief²³. The text shall be simple and concise, interesting to read and has to provide an insight on what has been done in particular month and what activities are forecast for the next one. The report shall be accompanied of the technical annexes related to the implementation of the activities with all sorts of information (activity reports, studies and policy papers, technical documentation, images, products, copies of media articles, etc.) in order to allow interested readers deepening their knowledge of a particular aspect. Monthly progress briefs shall be submitted to the members of the PSC in a given date, and can also be distributed to programme stakeholders, external experts and any person / organisation interested in the programme. They are particularly useful for planning of visits and the preparation of communication and public events.
 - Results and expenditure: reporting on the achievement of results is the task of each implementing partner; the format and schedule are determined in their specific financing agreements. However in order to allow the accurate and detailed monitoring of the projects achievements against the set targets the reports shall be accompanied of a table that lists results against the specific indicators included in their respective LFM, there shall be a column for the achievements made during the reporting period and another one with the cumulative figures from the start of the project to date and a final one with the targets still to be achieved. Utilisation of this simple tool simplifies notably accounting and monitoring of the achievements of the overall programme intervention.

²³ This Monthly Report may take the form of a Monthly Newsletter. This is a general practice of the European Commission since 2009 started in Call for Proposals for NSA in Developing Countries and progressively extended to most funding instruments.

7. CONCLUSIONS

7.1. Relevance of the strategy and design of the programme and projects

This EU-funded intervention is very relevant and timely for the protection of the rangelands and for sustainable management of the natural resources in Puntland state in Somalia. This is to date the largest intervention in this sector in Puntland. It is therefore correct for the programme's logic of intervention to assert that expected results will have a tangible positive impact on rural livelihoods through 'improved production and productivity of rangelands based livelihoods'.

The achievement of the Programme's specific objective contributes towards reducing hunger and food insecurity in Puntland, and the protection of the environment. The programme is already having an immediate positive and visible impact on people living in the target rangelands, livestock and local wildlife. The MoEWT has also benefitted greatly from this intervention and has developed its organisational capacity though this was not set as a programme specific objective but partly as expected result 4.

The two key elements assessed in order to measure the quality of the logic of intervention are its effectiveness and sustainability. In that respect the MTR the phone survey carried out among the projects' beneficiaries and target groups shows that these two aspects of the projects were achieved as shown below.

type of beneficiary	effectiveness	sustainability
cash for work	62%	66%
district pastoralist associations	81%	79%
village committees	66%	69%
MOEWT regional officers	54%	77%
MOEWT district environment officers	66%	57%
MOEWT directors, officers and key support staff	71%	86%
elders on study tour of rangelands	69%	66%
members of the legal steering committee	71%	57%
NRM group, MPs legal development tour, Justice and Planning	71%	71%
members of the TOT team	71%	66%
Total	68%	69%

The phone survey report contains shows specific references to the effectiveness and sustainability of the project activities in respect to the water retention structures, community management plans and participation indicating that they achieved good levels in both respects.

However the MTR findings, phone survey, analysis and comments indicate that the projects did not achieve as well in respect of the introduction of alternative income generating activities, the delivery of awareness raising campaigns and the introduction of alternative energy sources that focused only on the LPG intervention and energy saving devices. The implementation of activities delayed and an extension of the projects could enable the IPs to improve the strategic approach adopted for the implementation of these activities and grant them more time to reach substantial and tangible results.

Special attention has been given by the MTR to assessing the effectiveness and sustainability of the investments made in equipping the MOEWT head office and regional/district offices and providing operational costs for the MOEWT. It is certain judging by the communications between CARE and the MOEWT, and progress reports and field observations that these investments are not producing

the expected effect of having the MOEWT running a substantial number of activities in rangeland protection and improved use of natural resources through an effective decentralised model. In this sense it is important to note that the funding and equipment contributions being made by CARE do not result from the estimation of costs based on a standard project approach (e.g. definition of objectives, detailed plan of activities, targets, inputs, supervisory and reporting responsibilities, etc.) but on a single MOU amended several times and a vehicle use agreement. This approach lacks methodology and is proving to be source of conflicts between the MoEWT and the Implementing agency, CARE.

The strategic approach developed by CARE in implementing the main project and the one included in the design of the Project for Complementary Support to the MoEWT do not demonstrate a careful analysis of the sustainability risks associated with the provision of such substantial investments and the identification of a proven mechanism that enables the programme to ensure that the GoP will assume progressively all of the MoEWT operational costs. It is also not correct to assume that because the MoEWT is well ranked among other donors will support its running costs after the project completion and will enhance the sustainability of the gains made by the NMR project.

The table below lists the current projects implemented by the MoEWT and it identifiable that none of the projects is of a size and scope to provide this anticipated support.

<i>Donor</i>	<i>Start date</i>	<i>Duration</i>	<i>Project Title</i>	<i>Purpose of the funds (summary description of goals or activities)</i>	<i>Budget \$</i>
UNDP/GEF	June 2015	4 Years	Enhancing climate resilience of the vulnerable communities and ecosystems in Puntland	Environmental and natural resources managed and utilized in a sustainable, equitable, gender, disaster risk and conflict sensitive manner, enhance food security and reduce poverty through the formation and implementation of strategic policies.	2,000,000
World Bank	Jan 2015	18 Months	Water for Agro pastoral Livelihoods Project – WALP	To improve the pastoral and agro-pastoral communities' access to, and management of, small-scale water sources and to enhance the capacity of the government to implement small-scale water interventions in targeted arid lands of Puntland	1,000,000
UN-JPLG	2013	4 Years	NRM Decentralization and Service Delivery Project	UN Joint Programme on Local Governance and Decentralised Service Delivery Phase II is a 5 year Programme of ILO, UNCDF, UNDP, UN-HABITAT and UNICEF. The Programme is aligned to the national development frameworks and UN programming framework UNSAS 2010 – 2015 outcome that local governance contributes to peace and equitable priority service delivery in selected locations.	372,000
EU through UN-FAO	Jun 2016	7 Months	Livelihood Support Project - Cash for Work (CfW) Phase V (Technical Supervision of Partner NGOs Implementing CfW in	Pillar 1: Resilience Outcome 1.1: Targeted households and communities have diversified their livelihood strategies (FRP) or benefitted from temporary employment (IHRA). Outcome 1.2: Targeted households and	36,000

			Puntland	communities: have increased their food production and consumption in a sustainable manner (FRP); OR, are able to restore/maintain their productive capacity when faced with chronic pressure or shocks IHRA).	
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It is therefore appropriate to assert that the intervention lacks remarkably an exit strategy. The MoEWT has not yet been given the responsibilities and means to implement substantial interventions aligned with the government's environmental policy, the ministry's strategic plan and NRM FC description of activities.

Despite the impression that the MoEWT is receiving financial support through the sub grant instrument this modality is rather limited and insignificant considering the overall NRM programme logic of intervention, scope of activities and budget.

The table below provides the relevant data to illustrate these limitations.

Small projects	dates	months	Status	USD
Annual Commemoration of World Environment Day	June 2013- March 2016	4	Ended	10,000
Development of a herbarium			(pending) Activity is too costly amount to be re-allocated	10,000
Development of a resource centre			(pending) To be implemented in 3rd quarter of 2016	20,000
Implementation of organizational policies			(pending) To be implemented in 3rd quarter of 2016	20,000
Total disbursed				10,000
grand total pending				50,000

This shows that the support channelled through CARE for the MoEWT for project execution is unsatisfactory. The possibility of a project extension could offer an opportunity to amend this to some extent but only if the overall situation and plans are carefully assessed jointly by the concerned parties and other programme stakeholders, while different approaches to MOEWT small projects' formulation, supervision, implementation, reporting, technical support strategies and alternative funding mechanisms for interventions of this size and are utilised.

7.2. Analysis of the project stakeholders and beneficiaries

The selection of the programme implementing agencies was correct notably in respect of acknowledging Adeso's previous experience in constructing and rehabilitation of erosion control structures with the active participation of the local communities, its close links with the local authorities and rural population of Puntland, supporting livestock-based livelihoods, operating cash programmes (both cash for work and cash relief) and its understanding of the local dynamic affecting charcoal production and desertification.

CARE was also an important organisation working in Puntland and having achieved positive and tangible results in supporting rural communities and responding to crisis situations. By the time of the selection process took place, CARE was working with Puntland's Ministry of Education in supporting its capacity development and was perceived locally as a performing organisation capable and well organised that was delivering good results in areas such as water and sanitation, civil

society support and media development, small-scale enterprise development, primary school education, teacher training, adult literacy and vocational training.

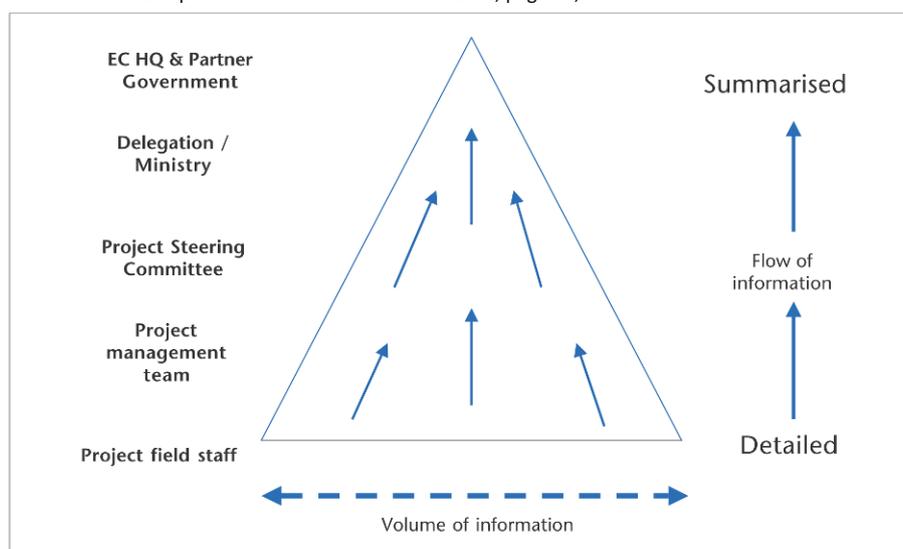
The selection of FAO SWALIM seems to have responded to the central role that it played in measuring the status of water and land resources in Puntland and raising the red flag about the severe deterioration of the rangelands condition and how this was ultimately resulting in food insecurity and malnutrition. Despite the unmatched technical capacities of FAO SWALIM to undertake remote sensing for water and land resources monitoring, the specific Financing Conditions for joint management has no specific reference to the NRM intervention and how the project will contribute towards monitoring of the LFM indicators for Result 1.

It also does not explain why FAO SWALIM did not work with the technical support of the JRC (Joint Research Centre of the European Commission). As a result the programme has only received partial support for monitoring progress in the construction of water retention and water management structures, their durability and impact on major soil erosion. No support was received by the IPs to measure recovery of fertility and vegetation, and how this resulted in improved productivity of the rangelands in livestock rearing and accessibility to other natural products.

Assessing the selection and capacity of the MoEWT to be an implementer of some specific activities in this programme is rather difficult to be done. Although the Financing Conditions clearly indicates that the MoEWT will be supported "to create viable alternatives to the charcoal consumption in town and urban centres, to lead an awareness campaign throughout Puntland, coordinate with other ministries that are involved in management of natural resources, to establish community-based frameworks to sustainably manage the environment, and (finally to carry out) planning, implementation and monitoring of the (NRM) programme" there are no specific budgetary allocations in the programme's Financing Conditions for it.

As a result it is not clear how this was intended to be operationalised whether through specific Programme Estimates or subgrants, and what would be the most suitable implementation arrangements (whether direct implementation by the MoEWT supported by a Programme Technical Assistance Unit or via the implementing NGOs).

The chart below shows Graphic representation of a project institutional setup: information needs and levels of management. EuropeAid's PMC Guidelines March 2004, page 44, section 4 'Formulation'.



The project's institutional setup is not indicated in the programme's Financing Conditions as it is usually the norm and recommended in EU's External Aid EDF practice²⁴ and as indicated in page 31 of EuropeAid's PMC Guidelines March 2004 as part of the necessary measures to be put in place in order to be "in line with the Quality Frame, the specific assessment criteria and standards to be applied for individual projects, or to a programme/package of projects:



As a result the programme was rolled out without having a clear and adequate institutional setup that would have enabled all stakeholders to participate in the key tasks of a Steering Committee, notably:

- a. undertaking policy oversight, monitoring of progress, the identification and exploitation of synergies with other programmes within its remit;
- b. verifying and approving annual programming proposals for projects and programmes within its remit;
- c. assessing reports on the implementation of projects and programmes and supervisors' reports;
- d. arbitrating where necessary and taking decisions on any alterations to the Programme²⁵.

This has inevitably resulted in the programme working under a weak institutional setup with no clear dialogue mechanisms between the EU and the GoP within the NRM programme, among programme implementers and other stakeholders fostering harmony among them, exploiting synergies, monitoring commitments and deliverables, and favouring the local authorities planning, implementation and monitoring of the (NRM) programme and other related initiatives that would finally lead to increase local ownership. In view of this the review of the institutional setup is scored as being UNSATISFACTORY.

The implementing NGOs and the MoEWT signed in February 2013 a MOU that aimed at setting up the Project chart, a coordination mechanism among them and to operate the PSC. However, the MOU does not list the members of the Steering Committee by indicating the comprehensive list of programme stakeholders and organisations that would have been appropriate to formally incorporate into the programme oversight body. Thus the resulting PSC appears to respond to the creation of a management group.

7.3. Analysis of the design of the contracts

The projects' descriptions and plans for Adeso and CARE are aligned to the standard format for EU Grant Agreements and descriptions are detailed however both are also quite lengthy and complex given the large number of results to be achieved, the geographical area covered (this especially relevant for Adeso's rehabilitation works under Result 1 and alternative income generating activities work under Result 3) and the chain of sequential outcomes that is required for the fulfilment of some results (this is especially true for CARE's work in regard to result 4 and for Adeso's work in

²⁴ "If it is necessary or helpful to set up a steering committee for implementation of a project or programme, provision for it should be made in the corresponding action fiche. Furthermore, the role of the steering committee should be described in the financing agreement if possible and without fail in the technical and administrative implementing arrangements for the corresponding programme estimates." Practical Guide to Procedures for Programme Estimates 10thEDF – project approach (version 3.0), page 23 and page 25

²⁵ PRAG for programme estimates 10th EDF – project approach (version 3.0), page 23 and page 24

promoting LPG, activity that is unfolding rather late in the project's lifespan). Both projects' length is above 30 months and detail activities for the whole of the implementation period above 45 months. This factor creates important challenges in the design process because it is very difficult to forecast with accuracy key conditions such as the various contexts of work per result and geographical area, variations in the values of currencies and market prices, security constraints, and political developments and local authorities' performance and commitments, etc. It is also very likely that during the projects' lifespan an important number of related interventions are launched by other stakeholders demanding from the projects' implementers securing high visibility and ensuring effective coordination and planning beyond the initial expectations.

Both projects combine managerial roles in their head offices located in Nairobi, with CARE having more of a centralised steering and decision making of the project in its Nairobi office compared to Adeso's approach. This approach of having two key offices per project responds to the security situation and other constraints affecting work in Puntland but it inevitably creates an added challenge for the project directors who are not based in the place of work and greatly rely on internal reports and field visits in order to be acquainted with the project progress, managerial issues and prospects. This also can result in a disconnect between the field and main office staff, can slow down and complicate decision making, may create disparities in understanding complex situations, and may affect the swiftness with which field teams can agree on the root causes of a problem and decide on solutions with the contribution of the beneficiaries and other field stakeholders.

Adeso has several regional offices in Puntland and a larger number of field staff assigned to facilitating implementation and monitoring activities. This has created an extra layer of responsibilities for the project's manager that organise and supervise a large team of technical and field officers based in distant locations. This has decisive decision making and coordination of activities resulting in achievements of results 1 and 2 despite some challenges and inconsistencies that were notified by the ROM.

The projects' budgeting and technical approach for the implementation of activities are in substance quite similar, although Adeso incorporates more specialised senior rangelands experts (soil and botany) into their staff than CARE that uses more external experts. Eventual technical differences could arise during the implementation phase due to the organisations' specific working contexts and strategic planning. Both project budgets are above what is usually the financial envelope and the length of projects implemented by NGOs in volatile countries.

The design of the projects seems to have underestimated the practical difficulties involved in applying good practices in grazing management, the value of water harvesting structures, reforestation with indigenous tree species and creating numerous, viable and visible alternative income generating activities and sources of energy. The assessment found that initially there were staffing difficulties that impacted on the take off and delivery of some outputs, especially technical personnel with the right experience and know how. The MTR has noted that the project had employed all the positions required and few funds for personnel remain to implement the remaining activities.

Despite the fact that the MTR is taking place during the last 6 months of the project implementation period it is expected to assist in improving the projects' impact and the overall achievements of the programme, it also recognises the project will be able to apply and approve the recommendations and revise their programmes or work.

It is also envisaged that EUDEL Somalia Unit will execute the provisions for evaluation indicated in section 4.2(a) of the FC as mentioned below:

The Commission will carry out external evaluations via independent consultants, as follows:

- *Possibly, a midterm evaluation mission;*
- *a final evaluation, at the beginning of the closing phase;*
- *possibly, an ex post evaluation.*

Therefore and in view of the likelihood that the grant contracts will be extended until October 2017, it is recommended that the EUDEL Somalia Unit adopts together with the IPs and the MOEWT and relevant representative of the GOP a clear plan for evaluations aligned to the provisions of the FCs.

8. RECOMMENDATIONS

8.1. Programme extension and consideration of phase two

It is recommended that the project duration is extended by a maximum of twelve months till December 2017, to complete the remaining activities which are substantial and critical for the full achievement of the projects' SO.

The MTR recommend the project extended for a second phase considering the geographical size of the project area and the level of environmental degradation, there is need to implement the project gains in locations that were not reached. Approving a FA and subsequent projects for a second phase might take a considerable amount of time because this can only be done after completing a lengthy and intricate process of consultations by the EU, completing a final evaluation, and undertaking crucial field work to identify priorities and implementation arrangements. Thus in order to avoid important intervention gaps the programme shall remain active as long as possible and it shall aim to facilitate the said process.

8.2. Exit strategy

In addition to extension of the project and revising the projects' plans and budgets, an exit strategy should be devised now that the MoEWT capacity both institutional and human resource is strengthened and have proved efficiency in project implementation and can implement project activities aligned with its strategic plan and can be allocated funds directly in the extension and in the proposed next phase if approved.

8.3. Analysis of the project stakeholders and beneficiaries

The project should engage more intensively during the remaining phase with the lead MoEWT to identify further opportunities for partnerships and participation in project implementation and monitoring along the indications given in the programme's FA. To this end it is recommended that the programme considers focusing on activities MoEWT can implement rather than focusing the discussion on financing modalities.

As indicated in the PRAG and the Annex I General Conditions of the FC, the use of a subgrant as a form of financing for third parties is eligible up to the tune of 60.000 Euro per programme when the recipient cannot fulfil some particular financing guarantees. Considering the capacity development support delivered to the MoEWT, it is recommended to examine the utilisation of this option and to incorporate technical support mechanisms to reinforce the MoEWT's skills in project execution along EU PCM guidelines.

8.4. Management and coordination

The implementing Agencies should assess openly and critically the areas of their partnerships where they can do better and use the recommendations of the MTR to improve coordination and collaboration along the structure presented in the chart in Annex 2.

Joint programming, information exchange and clear structures of coordination are fundamental for maximising the programme remaining phase and favouring proper planning and formulation of the next programme of intervention. Senior managers in the implementing organisations shall contribute more actively towards attaining this goal and improving the quality of partnerships, both in Garowe and in Nairobi.

8.5. Analysis of the design of the contracts

In light of progress observed on the ground and reported by the IPs, there is need to assess carefully the status of execution and outcome of achievements. In that context consolidating result 1 recommends emphasizing joint monitoring activities between the IPs, the MoEWT and the local communities in order to undertake small rehabilitation and repair works around the existing structures that will consolidate their erosion control effectiveness and favour the full recovery of the vegetation inside gully areas. The VECs and the MoEWT regional offices should execute a significant number of activities through specific micro-projects that shall prioritise enforcing sustainable livestock control and grazing management, enforcement of the customary laws and new environmental policies and practices at the community level, introduction of alternative income generating activities to charcoal production and tree cutting, and the establishment of tree nurseries.

8.6. Water and Soil erosion control and rehabilitation

There is need for more rehabilitation and erosion control work considering the devastation by gully and sheet erosion in Puntland. More resources need to be budgeted in the remaining period and in the extension for more gully rehabilitation work, both cash for work and machinery. The MTR found that the structure was done according to international standards and was effective in gully healing, soil erosion control and water retention for vegetation regrowth and reservation in terms of water dam and water ponds construction.

8.7. Community managed natural resources management

The project has improved rangeland resources utilization and has reduced conflict over the scarce resources. This was noted in the 2015 drought period where community enhanced groups such as the village environmental committees and the Pastoral associations mobilized resources, created awareness and helped both the local pastoralists and migrant herders to access and utilize the scarce and inadequate pastures and water resources at the peak of the devastating drought.

There is need for more support to the VCs and DPA in terms of training in community managed NRM and provision of small grants to enhance community interventions such as dam and water pond desilting, removing silt and other deposits from the water facilities, cutting of expansive and harmful plants and reforestation and reseeding of the rangeland, particularly the hilly watershed areas in Sool and Sanaag regions.

8.8. Institutional capacity building

The project has proved that the state of fragile environments affected by many years of war, over exploitation of the natural resources and climatic change can be reversed and improved through Institutional capacity building combined with community managed natural resources interventions.

The project has strengthened and enhanced the capacity of the Ministry of Environment (at national and regional level), the educational institutions and the local community (pastoral and urban populations).

The MTR recommends the need to replicate the gains the project has achieved, in other regions and districts in the Puntland state where the interventions were not implemented. The project could allocate budget to the Ministry of Environment to implement the project interventions in this locations outlined in their strategic plan, such as environmental awareness, capacity building and water development to reduce perennial water shortages in the region caused by cyclic droughts and climate change.

LIST OF ANNEXES

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- Annex 2. NRM coordination structure Programme organigram
- Annex 3. Revised NRM Programme logical framework
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- End -